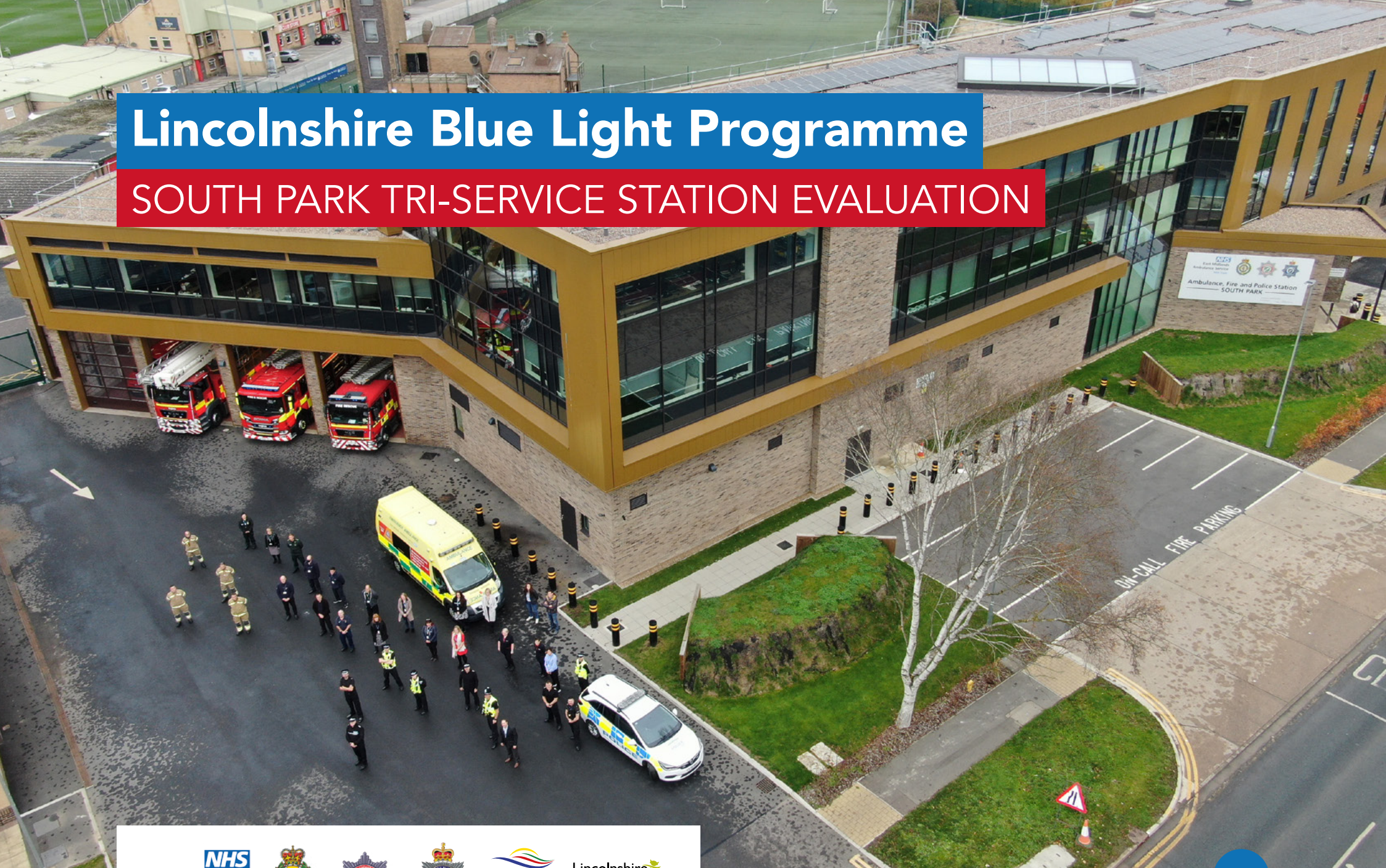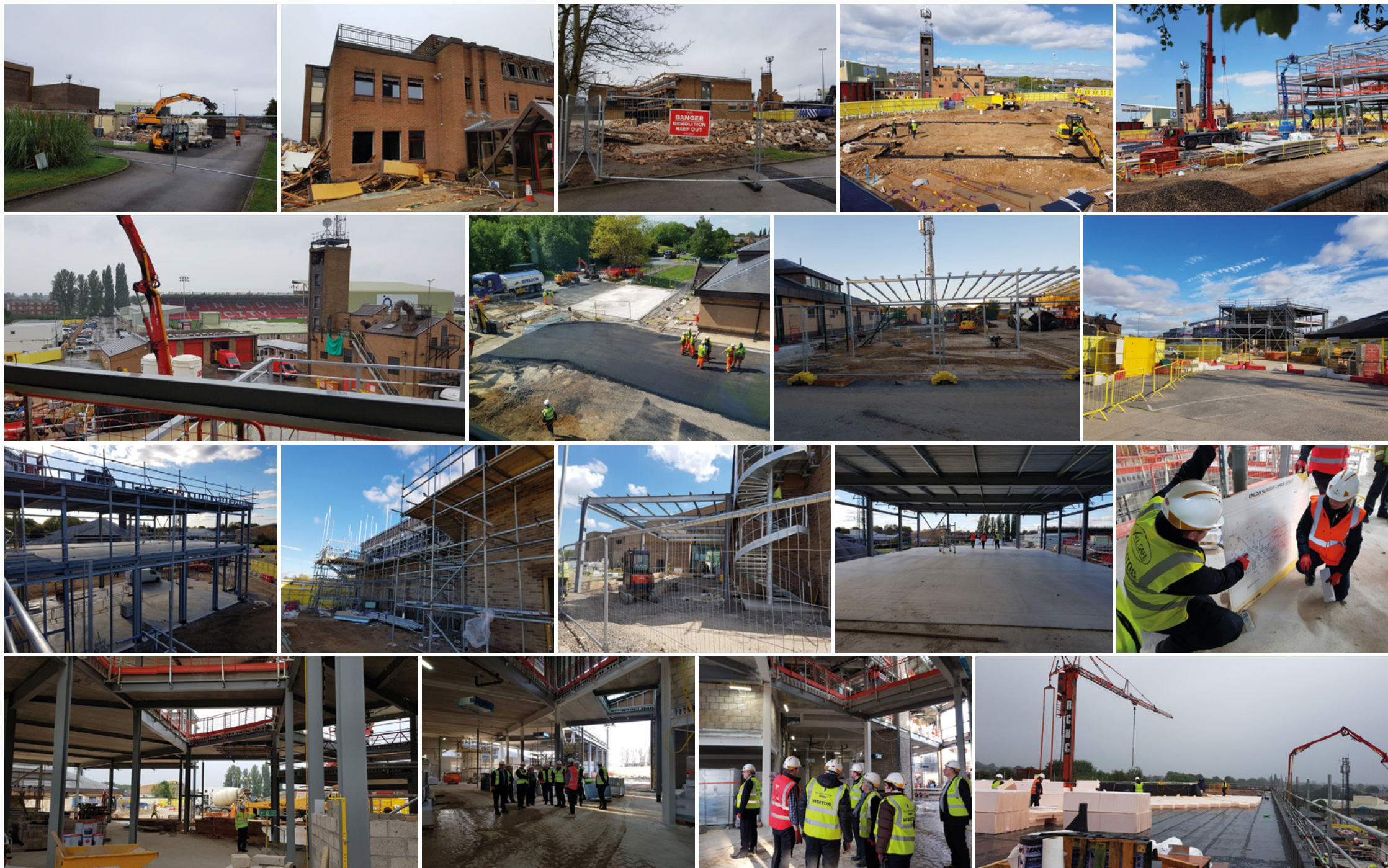# Lincolnshire Blue Light Programme

SOUTH PARK TRI-SERVICE STATION EVALUATION

Lincolnshire Blue Light Programme – SOUTH PARK TRI-SERVICE STATION EVALUATION

Contents

Foreword

By Cllr Martin Hill, Leader of Lincolnshire County Council, Marc Jones, Police & Crime Commissioner, Mike Naylor, Deputy Chief Executive and Head of Collaboration, East Midlands Ambulance Service.

The £21m tri-service emergency centre is a ground-breaking example of exceptional collaborative working.

The new station represents a significant achievement by all organisations. It shows that not only do we work in a joined-up way, but that we think bigger about what we can achieve together to benefit our residents.

This type of project can be really complex, but in Lincolnshire we have well-established partnership working and a great track-record of delivering ambitious builds.

As the first tri-station in the UK, the development will revolutionise the way the three emergency services work together – providing a better service to the public and doing so at a lower cost too.

The project demonstrates the innovation of agencies in Lincolnshire and is just another example of how the county is at the forefront of a pioneering approach to keeping our communities safe.

Where there were four old sites across the city for our emergency services, we now operate under one roof.

The centre has been purpose-built to meet the specific needs of each of our organisations, whilst offering the added benefits of improved co-ordination and understanding between professionals. Enhanced facilities for everyone based there contributes to staff health and wellbeing. With joint training space and close proximity to the county emergency centre, there are also frequent valuable opportunities to learn from and support each other.

This embodies the priorities and spirit of our shared approach to providing the best service we can to the people of Lincolnshire.

Cllr Martin Hill OBE
Leader of Lincolnshire County Council

Mike Naylor
Deputy Chief Executive and Head of Collaboration, East Midlands Ambulance Service.

Marc Jones
Police & Crime Commissioner

Executive Summary

The Police & Crime Act 2017 was not only a requirement, but a catalyst for promoting wider collaboration. Prior to this, Lincolnshire was already looking at what collaborative opportunities could be developed with East Midlands Ambulance Service (EMAS), Lincolnshire Fire & Rescue (LF&R), Lincolnshire Police (LP) and actively supported by Lincolnshire County Council (LCC).

This foresight had successfully attracted £7.5m from the Home Office's Police Innovation Fund. Due to this funding the Blue Light Programme was created in early 2016, an ambitious series of works comprising of five projects were commenced; Three of these were primary enabling projects, delivering:

- Police and Fire & Rescue Shared Headquarters;

- Shared Police and Fire & Rescue Control Room;

- Tri-Service station in Lincoln for all three emergency services.

With the two further self-funded supportive projects being the Wider Estates and Wider Integration and Interoperability.

The Programme objectives contained in the original business case were to:

- Provide a modern and fit for purpose estate which meets the needs of each service into the future;

- Optimise savings and reduce running costs for all organisations;

- Maintain and improve service delivery and public confidence;

- Continue to build upon existing collaboration and partnership working between Lincolnshire's emergency services;

- Maximise interoperability and integration opportunities in the future.

The new Tri-Service station located at South Park in Lincoln is the first of its kind in the United Kingdom, where Fire & Rescue including divisional headquarters, ambulance station and a divisional police station, complete with custody suite, are all situated in one location. This will provide a template for future co-located stations not only in Lincolnshire but also nationally.

South Park is a shining, national example of what you can do when you work together to produce something for the public good. It

is also a new era for many operational staff bringing numerous collaborative working benefits. This ultimately translates into increased effectiveness at multi-agency incidents.

The programme has seen reduced utilities and running costs at some of the sites as a result of moving and co-locating stations (see Appendix Two and Three, site by site comparison, pages 67 and 68). At South Park, by building a new station that complies with the latest energy efficiency standards and has roof top solar panels and electric vehicle charging points, the station is well place to provide reduced running costs for many years to come.

Through improved accessibility, via car, public transport links and free parking spaces, at the new location at South Park, the station has seen a significant increase in the number of members of the public being able to visit and access police services. This is a real positive and offers further opportunities for public engagement.

Throughout the programme, ensuring independent validity and transparency of the evaluation has been a central focus. To that end, the programme was tasked by the Home Office to identify and work with a critical friend to produce an independent assessment (attached in Appendix One, page 67). This scrutiny from the University of Lincoln has provided the programme with a high degree of confidence in the report's findings.

This evaluation is as much about programme delivery with all its challenges as it is about a collaborative effort. The report is strongly based on operational experiences and perspectives by using staff surveys and lends real credibility to its findings. It is expected the report will prove to be a valuable talking point for other Emergency Service partners within the United Kingdom, providing lessons learned and business benefit indicators where collaboration is possible.

For all the opportunity and enthusiasm the projects presented they were matched by multiple considerations and challenges. This required partners to compromise, be innovative, adopt a questioning perspective and embrace new ways of working. The projects have been delivered, but the longer-term work to embed a collaborative ethos continues and will do so for years to come.

Chief Inspector Simon Skelton
Blue Light Collaboration Programme Director

Section 1: Police Innovation Fund submission and 2020 update

This section addresses specific elements contained within the original Police Innovation Fund (PIF) (2016 – 066) grant agreement. Within the original submission there were answer/response variations to each question; to avoid duplication, the 2020 updates are condensed. The full evaluation covers the questions in greater detail.

The PIF submission was an 'implementation ready', rather than a 'proof of concept' bid, and fell into the area of focus 're-thinking partnership and emergency services working to provide a better public service' category.

The evaluation of a first of its kind tri-service station is challenging. To illustrate this point, options would perhaps include creating a theoretical comparison 'control group' by building three separate police, fire and ambulance stations in Lincoln to compare the build costs with the tri-service station, or purchasing a similar sized existing building in Lincoln and then converting it to include operational and staff facilities. Both options would require significant scoping, resource and time requirements which would be a distraction from the main purpose of the evaluation – to provide evidence of value for money and enhanced public services.

The table below provides the PIF questions, the original submission answer and the 2020 update.

Q9: Please list those bodies you will be working with following implementation - when it is in service.	
Original Submitted Response	**2020 Update**
9a. Delivering a tri-service integrated solution, that will within two years provide significant efficiency savings and service improvements; Lincolnshire Police (LP) , Lincolnshire Fire & Rescue (LFR) and East Midlands Ambulance Service (EMAS), supported by Lincolnshire County Council (LCC), Serco and G4S, will deliver locally accountable, cost effective and efficient public service, consisting of a shared Headquarters, and Control Room, integrated Blue Light Campus and co-locating up to sixteen operational locations between the three services.	**9a. Achieved:** *Lincs Police & LFR now have a Shared Headquarters and Shared Control Room at Nettleham. LP, LFR and EMAS now share the Blue Light campus, including new custody suite and shared enquiry office, at the tri-service campus (South Park). Other Partnerships also include Lincolnshire LIVES, Serco, G4S, Lincolnshire Action Trust (part of custody mental health liaison & diversion team) and Lincolnshire's One Public Estate Programme.*
9b. Our community will see Lincolnshire's three emergency services sharing up to seventeen operational stations across the County…where the public can access all three emergency services.	**9b. Partially achieved:** *To date 11 sites are now shared across the partner estates, such as South Park. After further analysis it became apparent certain sites were not suitable or cost effective to share or co-locate. However, five Fire & Rescue stations have been identified as potential police 'drop-in' centres available to the public, which would deliver £21k in revenue cost savings and have a one-off disposal value of £173k. Ambulance dispatch stations are not 'drop-in' centres or open to the public; the public are always advised to call 999. Not all police stations or police 'boxes' have enquiry offices. With the creation of the programme's new Collaboration Delivery Group, the focus is to continue to identify co-location and sharing of partner facilities.*
9c. By 2017 Lincolnshire will have a shared Police and Fire Headquarters, with back office functions supported by our respective private sector partners. We will demonstrate prudence and excellent value for money by making best use of our existing estate to support integrated working, rather than seeking to invest in new construction works.	**9c. Achieved:** *For Lincolnshire Police, Lincolnshire County Council and Lincolnshire Fire & Rescue back office services are provided by G4S and Vinci Facilities Management & Serco, respectively, as strategic partners. No new emergency service station construction has taken place since South Park was built.*

Q14. Please provide a summary of your proposal, its benefits, and how it links to strategic objectives.	
Original Submitted Response	**2020 Update**
Q14a. Our proposal would see projected capital receipt of £2.9m and revenue savings of £430,000 per year as a consequence of the reduction and merging of estate. Financial modelling demonstrates if we were to retain our existing estate and model, which would be the case if we were unsuccessful in attracting funding, the financial cost to the taxpayer would be higher in the long term. We have also identified potential efficiency savings, which could subject to the appropriate political approval, realise approximately £899,000 from year three. Should efficiency savings become cashable our break-even point will be reduced.	**Q14a. £2.9m capital receipt partially achieved:** *To date, £420k (14%) of the predicted £2.9m capital receipts have been received for 'wider estate' sites. Two partner sites at Sleaford are yet to be sold with a book value of £80k. In the case of EMAS, these capital receipts must be returned to the Department of Health. Originally, it was envisaged that most of the capital receipt would come from the sale of West Parade. Currently, the sale of West Parade is an option, however, the site is being considered for re-purposing, with a multi-agency business case to attract grant funding being developed, demonstrating significant social value for the city of Lincoln. The potential repurposing of the site would mean land purchase would not be necessary. With additional operational, UKAS accreditation & security requirements being added to the plans after the PIF bid was submitted, the opportunity to future proof South Park was taken. This meant that additional cost was equally shared between Lincs Police and LCC.*
	Q14a. £430,000 annual revenue savings partially achieved: *To date, of the actual utility and business rates paid by partners for the sites in question before the programme started (£235k), partners now pay £229k a year (on reported figures). For some partners, they have experienced increased rates and service charges, but they benefit from improved facilities service (but at a cost, additional COVID compliance costs). Regarding service charges, being an LCC building, it was decided the new South Park campus facilities contract would be subject to existing supplier arrangements, rather than, going out to tender. It is worthy of note that for police alone in 2015, West Parade had a £1.2m maintenance backlog. For LFR and EMAS, the South Park stations also required significant backlog costs to consider.*
	Q14a. £899,000 potential efficiency savings not achieved: *The potential efficiency savings of £899k were predicated on merging sites and to a much lesser extent reducing staff numbers through natural wastage or combining services. During the scoping period in 2015, the expectation was that fewer sites would translate into a range of lower costs. One clear example of where this did not happen was the redeployment of a Town Enquiry Officer (TEO) from one small station that was disposed of, the TEO post was transferred to South Park to cope with the increased footfall of members of the public attending the newly located police station.*

Q14. Please provide a summary of your proposal, its benefits, and how it links to strategic objectives.

Original Submitted Response	2020 Update
Q14b. A costed ICT delivery plan is being developed by our strategic partners; which will see a sequenced approach taken to deliver a fully integrated ICT solution. We will also deliver and utilise a police mobile data programme which will benefit the public and our officers by ensuring flexibility, visibility, and connectivity across the county and integrated estate.	***Q14.b Partially achieved:*** *During the building of South Park, a sequenced installation of partner's ICT infrastructure was achieved and located in a shared server room. In addition, within the Shared Control Room, LP staff can access the LCC Wide Area Network (WAN) if needed to enable partnership working. Although not part of the PIF bid or the Blue Light Programme, police successfully implemented mobile data terminal roll out to staff that is fundamental to all operational activity across the county as mentioned in the bid. At Shared Headquarters, both fire and police receptionists use the same visitor system which allows break time cover and absence. However, a fully integrated ICT solution across partner networks has not been achieved. Meaningful scoping work meetings did take place, but it was acknowledged attempting to implement an integrated ICT solution would take longer than building the new station. For that reason, the challenges, cost, and timescales discounted this aspiration.*

29. Please describe how your proposal will improve outcomes for the public.

Original Submitted Response	2020 Update
29a. We will save £430,000 revenue savings a year from 2018/19 and £899,000 of potential efficiency savings from 2020/21. The public will therefore see significant improvement through the positive benefits achieved with our proposal, singularly the ability to reinvest these significant savings in maintaining and improving front line services to assist in preventing crime, protecting the most vulnerable and responding to calls for service.	**29a. Partially achieved:** *The evaluation report sets out in detail the positive impact of the PIF funding and in collaborative working between partners. The expected reduction in the estate and the ability to reinvest savings in frontline services emphasis evolved to focus on effectiveness and efficiencies not requiring staff reductions; these are set out in the business benefits section. Relocating the police Town Enquiry Office from the centre of Lincoln at West Parade to South Park on the outskirts of the city has seen a significant increase in public footfall, and as an unintended consequence, has required more people to staff the public facing office.*
29b. By bringing together the control room facilities, reducing duplication and seeking efficiencies with an integrated Bluelight Campus solution; this will increase capacity and resilience by significantly mitigating the present risk of multiple resources from each service attending incidents, which also has a financial impact upon each service.	**29b. Partially achieved:** *The Shared Control Room has seen much closer working between Police and Fire & Rescue staff and management, over and above the JESIP principles. Certainly, where deployment of partner resources at incidents is required it is based on prudent and appropriate decision making, thereby keeping multiple and unnecessary partner deployment an exception.*
29c. Our police officers will have access to all 38 fire stations in the County and this, combined with implementation of police mobile data project, will vastly increase visibility and accessibility with evidence nationally showing that this is of significant importance to the public and has been linked to increased confidence and satisfaction, as well as ensuring that our people are in the right place at the right time, improving service delivery to the people of Lincolnshire.	**29c. Achieved:** *Police officers have the facility to use Fire station as welfare drop-in centres and linked to the deployment of mobile data terminals has undoubtedly increased police visibility across the county.*

31. Please describe how your proposal will deliver efficiencies.

Original Submitted Response	2020 Update
31b. The wider estates review identified creating nineteen integrated sites, including shared Headquarters, Control Room and Divisional Headquarters (all three services) replacing four costly buildings reaching their end of life. In summary this will be a net reduction in the Lincolnshire Police estate of sixteen buildings, with the police functions continuing to cement relations in the local community from Lincolnshire Fire & Rescue Stations.	***31b. Partially achieved:*** *As noted a Shared Headquarters and Shared Control Room for Police and Fire & Rescue was created, South Park was built reducing Divisional Headquarters from three to two (EMAS decided against moving their Cross-O-Cliff site to South Park) and one police station. The result was a net reduction of four sites. At Sleaford, colocation resulted in a reduction from three partner sites to one, and at Louth, a further reduction of one site took place. Overall, seven high maintenance sites were decommissioned or demolished.*
31c. The Blue Light Campus is the catalyst for the entire project, so confirmation of a successful bid and, partner elected member agreement, would first see the remodelling of Lincolnshire Police HQ taking place to allow Lincolnshire Fire & Rescue to vacate their existing location to facilitate demolition. The projected cost for Police HQ is £1.2m and the Blue Light Campus, £12.6m.	***31c. Partially achieved:*** *The remodelling of the police headquarters to enable the demolition of the Fire & Rescue headquarters, Fire & EMAS stations and Emergency Planning Centre did take place; all took place on time, but not within the original budget. From original PIF bid new requirements emerged such as additional police offices, larger fire appliance bay storage, Crime Scene Investigation UKAS accreditation, and partner accommodation. The deadline for the PIF bid came before the final full programme costs were known, the final business case was not approved until June 2016. Had the bid waited for the full extent of the costs to be understood a more realistic bid could have been submitted. The PIF bid was significantly lower than 50% of the final total programme capital cost (£24m). PIF was ceasing in 2017/18 so no further years could be bid for. This meant that in order to continue with the programme additional funding would need to be sought from the taxpayers of Lincolnshire. Operational requirements and risk costs were removed initially only for them to reinstated later.*

32. Please describe how you will ensure your proposal will have a positive long-term impact on policing.

Original Submitted Response	2020 Update
32a. In terms of how we will ensure our proposal will have a long-term impact on policing; we have undertaken detailed work that has identified a range of opportunities that will ensure that Lincolnshire Police builds upon its outstanding reputation for providing value for money and an excellent service to the public. Through integration and the net reduction of public sector estate, savings will be reinvested into our front line services so that we can inspire the trust and confidence of the public by focussing upon preventing crime, protecting the most vulnerable and responding to calls for assistance.	***32a. Partially achieved:*** *The full evaluation report sets out in detail the positive impact of the PIF funding and in collaborative working between partners. Some opportunities for co-location and reduction of buildings have been achieved and led to frontline police officers being redeployed to South Park. Further estates assessment and feasibility studies are now taking place.*
32b. The Steering Group has from the outset identified a clear vision and understanding of benefits realisation for Lincolnshire Police and our Lincolnshire partners. As a consequence, the work undertaken to formulate our business case has focussed on achieving a positive outcome for policing and improved service delivery to the people of Lincolnshire.	***32b. Achieved:*** *The full business case and benefits realisation plan was developed to deliver the programme and its business benefits. The business benefits are set out in detail in section 3.3.*

Section 2: Evaluation Approach and the Programme Projects

2.1 Evaluation Process Methodology

Part of the condition for the Police Innovation Funding (PIF) (2016 – 066) was an independent assessment of the Programme's activity and projects. The PMO (Programme Management Office) consulted the East Midlands Police Academic Collaboration (EMPAC) as to the best way to achieve independent evaluation and they suggested the use of a critical friend (CF). The PMO developed this relatively new concept and put together the overall evaluation approach with assigned areas of responsibility and delivery ready for Steering Group approval which was secured in September 2018. A protected, evaluation budget of £10k was provided by partners to the Programme.

From that point the PMO put in place a tender process inviting academic institutions within Lincolnshire to show an expression of interest. Three expressions were received with the PMO holding a Bidders Conference question and answer session for the interested parties, from that Q&A session a presentation day was arranged. The tender and presentation were assessed against a cost (maximum £10k and weighting of 40/100) and quality criteria (weight of 60/100). The contract was awarded to the University of Lincoln's College of Social

Science and commenced in June 2019. As part of the Special Terms and Conditions, it was agreed that the CFs would attend both EMAS and LFR 'ride along' schemes so they could familiarise themselves with operational insight, and both CFs would be vetted.

Originally, at the time of evaluation design process in January 2018, the PMO was full of ambition and keen to include as many quantitative and qualitative methods as practical. However, as the South Park project was delivered and the staff resources were removed, and the full impact of COVID 19 became apparent, a paring back of what was achievable. Therefore, the intended semi-structured interviews and focus groups had to be shelved with the data sets coming from the staff questionnaires to make benchmarking comparisons.

The PMO has been keen to design in independent analysis as much as possible, therefore all the results from all the questionnaires were independently analysed by the Lincolnshire police's Continuous Improvement Unit. Apart from one Lincolnshire Police only questionnaire, all staff surveys were hosted by Lincolnshire County Council's Community Engagement Team and along with oversight from the critical friend each of

the questions were assess for bias and ensure anonymity. This process worked well and ensured the questions themselves provided the insights the PMO sought.

As part of the evaluation process the Programme Team conducted surveys containing both closed and free text questions aimed at all staff from each service working in the new buildings. It looked at comparative data which considered conditions in previous working locations against those in the newly designed or constructed stations. It has been decided that where the results of these surveys are outlined the focus on the free text answers as they assist in corroborating the lessons learned, analysis and key points raised. They add greater validity to the discussion and maintain a focus on one of the aims of the paper in learning what worked and what might have been done differently and creating a blueprint for future collaboration.

With limited resources and having to compete with other Programme objectives, what to research and address during the design process was crucial. Thankfully with periodically reviewing the design and objectives enabled minimum effort. Originally the plan was to focus on what the projects were delivering, but with most of the projects delivering new build

or colocation initiatives, applying the College of Policing focus of testing interventions with test groups at different locations, this would prove difficult. The research focused on project deliverables, but in February 2020 the PMO were able to match its research with the national Emergency Services Collaboration Working Group's joint principle for collaboration and evaluation of collaborative initiatives. Having this guidance was helpful and shaped the final areas of interest and questions to answer.

2.2 Shared Headquarters Project

The repurposing of police facilities at Nettleham into a shared headquarters with Lincolnshire Fire & Rescue was the first Programme project to take place, this required various decant moves of police departments to be either relocated to another site or moved within the building. Being the first in a series of enabling projects, the enduring feature was pressure on timescales to deliver and move Fire & Rescue into the refurbished facilities at Nettleham as quickly as possible.

To deliver this first enabling project, G4S was given responsibility by the Steering Group to manage the successful framework contractor, Robert Woodheads and host of other sub-contractors. The work took place between

September 2016 and March 2017 and included:

- The removal of some corridors to create floor wide 'open plan' offices;

- Upgrade of ICT infrastructure to support the Lincolnshire County Council network to support LFR systems;

- Relocation of the police underwater search team to Grantham Fire station;

- Conversion of a residential block into office space;

- Creation of additional car & operational vehicle parking;

- Creation of LFR operational stores location and to create a Shared Command & Control Centre;

- Relocation of the Office for the Police & Crime Commissioner's offices to a different part of the site;

- Production of a 'welcome pack' for Fire & Rescue staff which also proved helpful for police staff;

- Creation and agreement of building signage for the new headquarters and was then used as a template for other co-located sites.

To minimise the disruption and make the most of the opportunity, it was agreed to bring forward a capital window replacement programme to coincide with the office

conversions. The project cost was £1.977m, but excluded the Shared Control Room project, which was covered by a separate budget.

The project not only dealt with the refurbishment of the building and the office space but required several ancillary activities to ensure that Fire & Rescue were made to feel welcome and that the new headquarters would function in an efficient way. The work focused on creating neutral shared reception areas, signage that reflected and protected organisational identity, conference room booking arrangements, creation of a welcome pack covering all elements staff needed to know about the colocation of a new organisations within the building, holding a series of building familiarisation visits and parish & staff engagement sessions to answer staff questions.

The vetting of many new Fire & Rescue staff working out of Nettleham was a considerable step for them to appreciate and agree. Significant work went into addressing any fears or apprehension, consultation with The Fire Brigade Union took place, resulting in several engagement sessions to answer questions and provide advice to complete vetting forms were held.

Before Fire & Rescue could move to Nettleham multiple police departments were involved in a complicated schedule of temporary moves to enable building work and to minimise disruption. During the period, the project held

regular engagement sessions, complete with office move schedule, to answer questions and listen to concerns.

The project business benefits and lessons learned are contained in sections 2.2 and 2.3 respectively.

Fire & Rescue Group Manager Prevention and Protection Dan Moss explained some of the benefits of the shared headquarters at Nettleham:

> *"The joint HQ building now sees colleagues from Fire and Police interacting on a daily basis and instead of trying to contact people by phone we can walk down the corridor and speak with them immediately."*

Police Licencing Sergeant Kimble Enderby added:

> *"Prior to sharing a combined HQ the interaction between my department and Lincs Fire & Rescue was limited. That has now changed dramatically".*

Feedback from staff

As part of capturing the experience and perspectives from all headquarters staff, an attitudinal survey was commissioned and completed in September 2019. There was a gap between Fire & Rescue moving to

Nettleham and sending out the survey to allow a period of settling-in to elapse. This period would also help understand if the expected benefits of co-locating organisations had been achieved, if trust and appreciation had developed, and had closer working ties and relationships blossomed.

Generally, for many staff, they reported there is no natural work interaction and therefore their paths do not cross, but the main benefits noted was a greater diffused understanding of each other's organisation activities, since co-location at Nettleham. With the co-location of the Fire operational stores, fire vehicles are now a common sight and it is this that reiterates on a

daily basis that co-existence is now the reality.

Although Fire & Rescue and most police departments are accessible via corridors, it is within the shared canteen, the sports gym and conference rooms where interaction takes place. This suggests cooperation is not only about the formal organisational structures that exist to support operational activity but creating the physical spaces to allow people to meet, talk and socialise is equally important.

Some police staff noted having to be more careful when discussing sensitive information as people from other organisations may be in the corridors. These are interesting comments as it should be questioned whether such a sensitive

conversation should take place in a corridor in the first place.

To conclude this section, the project came in on time and within budget which was a credit to those involved and presented the Programme Management Office with a steep learning curve which helped with the subsequent co-located projects. Given the Shared Headquarters was the first enabling project and came with all kinds of challenges and space constraints within the building, it is generally felt the project did well to provide new spaces created from the old and provided an insight into what could be achieved through co-location.

2.3 Shared Control Room Project

The Shared Control Room Project was originally part of the Shared Headquarters Project, but the delivery timeline had a much longer duration due to the implementation of an upgraded Fire & Rescue mobilising system.

The project ran from May 2016 to July 2020 when the project was provisionally closed; some remedial work has been commissioned before it could be formally closed.

The project work focused on:

- Lincolnshire County Council installation of new ICT infrastructure to support Fire &

Rescue's control room move to Nettleham as well as the equipment needed for the enable the transition to the East Coast Consortium's Vision Four operational mobilising system;

- Improved LCC corporate Wi-Fi installation allowing extended partnership working;

- Refurbishment and repurposing of existing rooms and facilities at Nettleham. This included the creation of dedicated Fire & Rescue Major Incident Room (MIR) 'Silver Room';

- Small police only MIR to provide resilience;

- Refurbishment of kitchen and rest areas to accommodate the increase in staff;

- Installation of a glass partition to address high levels of noise transfer between the police and Fire areas;

- Agreeing the vetting levels for LFR staff working in the control room;

- Memorandum of Understanding for the use of MIR agreed by Police and Fire & Rescue;

- Agree amendments to the Lease Agreement.

Whilst the project was preparing the physical space, issues with the East Coast and Hertfordshire consortium mobilising system collaboration which have now been resolved, meant the final physical move of Fire & Rescue had been delayed for a significant period.

The decision to delay was made to prevent additional expense being required which would have provided hardware with a very limited useable life. Ultimately, this move alone provides the county with a significant improvement in our capability to respond to a rapid onset emergency without the need for dedicated channels of communication between two of the blue light services.

Since the move in March 2020 and with the increase in staff numbers, it became apparent that some form of physical barrier would be needed between the Fire and police areas to address increased noise levels. It had always been the Programme's hope to avoid such a barrier, as it went against the spirit of closer working, but operational effectiveness is always the paramount objective. On reflection, it is unsurprising that some form of remedial work would be required as there was no way to test how the space would work until staff were occupying the room.

A before and after (February 2020 and September 2020) staff surveys were held. The baseline survey noted a level of indifference on account of staff not knowing what to expect, accompanied by a hope that there would be closer working relationships and a better understanding of the other's duties. The follow-up survey confirmed noise concerns and other issues:

- Excessive noise within the control room made working difficult;

- A strong sense of lack of space among staff has been exacerbated by COVID social distancing requirements measures;

- Inadequacy of the kitchen facilities;

- Lack of understanding why LFR have some processes set up in a certain way;

- The harrowing nature of some police calls is difficult for some LFR staff to hear - LFR staff were unprepared for this when they moved up;

- Lack of quiet space for staff to have private conversations.

Regarding the positive responses, Fire & Rescue staff felt they had a better understanding of the ways in which police worked and they felt welcomed by Police staff and for Police staff shared they have found it easier to access fire control and understand their capacity, with closer working enabling quicker updates and better understanding of the other services. Therefore, the shared control room has provided staff across the services with the ability to help one another and understand each other's capability on incidents.

> *The Shared Control Room has certainly helped, in June, Fire Control received a call to a large commercial fire which was in a built-up area on the outskirts of the city. An exceptionally high number of 999 calls to this incident were received putting pressure on Fire Control. Initially it was believed that acetylene cylinders were involved, this would have required a significant cordon to have been set up in a densely populated area and due to COVID most residents would have been at home. Police colleagues heard the volume of calls and immediately set wheels in motion to support Fire. This support included mobilising Officers to the area to support with traffic and people management, accessing live CCTV footage for Fire Commanders and Control Room Manager to view, as well as extremely quick set up of the MIR room resulting in early conversations and planning between Silver Commanders. As a result of COVID large fire incidents have been reduced however this incident highlighted the possible benefits for future joint working at large scale incidents.*

Shona Wright
Fire Control Room Manager

To conclude this section, the project was delayed, but came in slightly under budget and has provided real time ability to share time critical situational information in a Shared Control Room environment. Despite early challenges around noise levels, shared spaces & facilities and exposure to the types of calls police must deal with, there is some room for opportunism; better understanding of how the other works, the linking of incidents and when to attend and not to has proved to genuinely helpful.

2.4 Tri-Service Station - South Park

The South Park tri-service station was commissioned as a result of attracting £7.5m of Home Office Police Innovation funding. With such a high-profile project, it was subject to increased levels of political and senior director/officer as the project delivery approached.

The development has been complex due in part to the lack of national models to learn from, the intricacies of the site and the building of a full custody suite to current Home Office regulations. As expected, this has increased the duration of the build.

The complexity of this project should not be underestimated and although there have been significant challenges throughout, is badged as a great success and is a flagship of collaboration for Lincolnshire throughout the country.

Contractual arrangements were made under the pressures of a requirement to spend Police Innovation Fund monies within specific financial years. It is recognised that this fact placed pressures on the project which would otherwise not have been there and in some ways may have affected the relationship

between the client and contractor during some stages of the project. This has been captured in detail through the post construction learning sessions.

Additional drivers also included:

- Deliver fit for purpose, 24/7/365 operationally compliant, environmentally efficient building;

- Replicate or improve facilities so that no one service is disadvantaged;

- Where possible where it was prudent to do so, the building would be future proofed.

It was accepted by partners that LCC having considerable experience, expertise and they were the majority landowners of the new site, would run the South Park project. The build Contract was negotiated under the SCAPE framework and was awarded to Willmott Dixon. During the build project there are national expenditure targets set within a local and regional radius for materials and labour so that communities and business alike directly benefit from infrastructure projects. The project exceeded these targets which can be found in Appendix Four (page 69).

The build was broken down into three distinct phases:

- **Phase 1:** Completion of the temporary fire station and demolition of the Fire

headquarters building - November 2017-February 2018

- **Phase 2:** Construction of the main station building - February 2018 – October 2019

- **Phase 3 (3A and 3B):** Finalising works on the main building including Fire & Rescue and EMAS areas; demolition of the EMAS site, construction of the car parks, and completion of the stores building - May 2019 – November 2019.

The reason for the separation in Phase 3 was due to completion challenges around occupation of the building by services. It meant that when operationally viable EMAS and LFR occupied South Park so that work could commence on the further car park and stores. Phase 3a covered work that needed to be done in the operational areas of EMAS and LFR during occupation to ensure all requirements were met and to cover any snagging identified. Phase 3b covered the completion of the police areas and external work. This meant competing demands and dual running finishing in time for operational occupation by the police and introduced ongoing challenges (met by the contractors and services) towards the end of the build and had some effect on other timelines such as furniture delivery and install.

The link below shows the demolition of the old buildings and construction of the new station. https://vimeo.com/insideoutgrp/wdclincolnsouthpark

Being a new station on an existing operational site was a challenge and required numerous considerations:

- What physical security assessments and enhancements were required and how they would be implemented and what communication was needed;

- Ensuring Lincoln City Football Club had access for away team coach on match days – this required lengthy negotiation with the club;

- Confirm legal boundaries, land transfers, future site access requiring agreement was in place in all areas;

- What would the Information Communication & Technology (ICT) strategy be for the new building – shared server room, shared network, different levels of infrastructure requirements between services, access and vetting levels needed to be agreed between services and their providers;

- Who would be responsible for access control and which service (LCC or Lincs Police) system would be used;

- CCTV coverage and management responsibility;

- Ensuring vehicle storage would be sufficiently futured proofed and existing or enlarged fleets could be accommodated within the existing site;

- Undertake external site visits to sense check proposed plans;

- Ensure room layout plans were feasible, office furniture would fit, and room numbering conventions were agreed;

- Ensuring all service requirements could be accommodated and did not adversely affect other services;

- Which service protocols would take precedence, smoking policy for instance;

- Site access and out of hours management;

- All-encompassing decant plans (LFR November 2017, EMAS & LFR May 2019 and police November 2019) that followed the construction schedule, meant no delays or loss of operational service to the public were experienced.

- As the new site has boundaries with two schools; it was important to work with local partners around the safety of local residents, school children as well as those who may attend police stations regarding criminal conviction requirements.

As a result of the new station, it offered the opportunity to review officer and staff redeployment at some of the outlying smaller stations. As a result, a redeployment of ten neighbourhood and response officers went to South Park and the Town Enquiry Officer civilian staff and PCSOs from Bracebridge Heath police station transferred to Hykeham

police station. It has also provided, through a competitive bidding process, the opportunity to dispose of the former police station at Bracebridge Heath to the County Council.

The new station has provided a future proofed custody suite, Crime Scene Investigation block, new facilities to accommodate a criminal justice liaison and diversion service (CJL&D) team to support the vulnerable and to the custody sergeant and team, accommodate larger Fire Rescue vehicles in the appliance bay, establishment of new EMAS training and conference room facilities, introduction of new solar roof panels, sun tubes to provide natural light into custody cells and electric vehicle charging points. Both staff and operational vehicle parking significantly increased to 151 spaces and 58 operational spaces, respectively. For police staff and officers, the opportunity to park in a secure area was a positive development.

For the police, the significant investment in a new station was predicated against the development of what was their existing site, which was a police station in the City Centre built in the 1970s and which now suffered from poor transport links and saw officers having to park away from the station and walk into work. The chance of a new station provided several opportunities:

- More modern facilities and chance to redesign office spaces for officers by improving working conditions;

- Improved access and parking for all officers and staff using the site;

- Reduced essential maintenance backlog costs of £1.2m, enabling the money to be reassigned;

- Modernise the police estate and improve security of the station. The old police station site had not fencing security and was an open site apart from barrier restrictions into car parking areas. The custody 'van dock' area was open and with a new site this could be improved;

- Modernise aspects of the site, bringing them up to current design standards; this included CSI, TEO, firearms storage, and custody. This included considering the working condition in offices (better air conditioning and circulation; security in isolating air supply in parts of the building; and in custody providing more natural light through the inclusion of skylight and minimising risk in cells by the use of sun tubes providing borrowed natural light;

- Use the opportunity to work more closely with emergency service partners and change culturally held stereotypes around the demands on each service;

- Future-proof the site to ensure that increases in resourcing and staffing in policing could be met within the building with inclusion of additional office space above the Appliance Bay.

For EMAS, the new station provided additional facilities over and above the old site, these included:

- Overall fit for purpose building;
- Improved dining facilities;
- Dedicated training room available to all staff;
- Improved IT access to more computers especially out of hours when the shared office is free on the first floor;
- Use of a free onsite Gym;
- Secure staff car parking;
- Improved consumable stores (medical equipment);
- Personal locker and 'pigeonhole' to store PPE and personal items;
- Accessible tea points on every floor.

Moving into the new Tri service station has made a huge improvement to my working life. The fabric of the building lends itself to a sense of good wellbeing with plenty of natural light and the facilities are a vast improvement on our previous location.

There are plenty of opportunities to build good working relationships with the other services, and to reinforce good working practice and I feel that is reflected when attending multi agency incidents.

From a personal, and EMAS point of view, this project has been a huge success, and I feel that this is the way forward for future collaborations.

Sean Farrell
Clinical Operations Manager

In October 2019, a baseline staff survey was commissioned for police prior to their move from West Parade to South Park, the main concern was a perceived lack of staff parking and not being able to find a space at peak occupancy times, considerable modelling was undertaken to determine whether this would be realised. Once police moved in, this initial concern proved to be unfounded. Due to the tired and outdated conditions at West Parade, police were looking forward to moving to their new station.

The follow-up staff survey in July 2020 identified general and service specific issues. These included issues that could be covered by additional communications and advice to staff, these include vehicle cleaning arrangements, requesting maintenance work within the building, obtaining facility costs if departments want to change rooms etc.

Use of the atrium – the atrium is a shared rest and relaxation area and there remains different opinions how the atrium is used and occupied by personnel from each service. This has led to open discussions in the building user groups

to resolve such issues. Due to the height of the ceiling (it is three stories high), noise can echo, sound absorbing boards have been purchased to try to address this issue. Light levels were also mentioned as being too bright, this is due in part to the floor to ceiling windows. The Programme Team sought design ideas around acoustics and use of the space and we continue to work on making the atrium a more welcoming environment. These finishing touch aspects were sometimes marginalised whilst the building process was completed to ensure it was operationally suitable for all services. Being able to balance between 'form and function' to produce both an operationally effective building and meeting wellbeing needs is a key learning point for future design processes around collaboration.

Opening the gym – additional money has been identified to provide new gym equipment and procuring the new kit has taken longer than expected and this has led to some staff being frustrated at the lack of access to new equipment. This was due to COVID restrictions.

EMAS staff were most concerned about access to the quiet room when they have dealt with distressing incidents they have attended; they want to be able to have quiet time and discuss with colleagues and not having lay people overhearing, and feel this is not available to them. There are no restrictions or exclusions for the quiet room and again communication addresses this concern.

Fire crew were most concerned about the lack of single sex shower facilities available to them, at their old station separate facilities were provided. Agreement and budget have been made available to increase the size of the cubicles but not to separate facilities as they are in the shared Fire and EMAS changing rooms.

Many police response officers voiced their concerns about the distance from the parade room, which is located on the first floor, to the custody suite and operational vehicle parking, which is located on the ground floor. It is accepted as a valid concern, unfortunately the design of the building cannot be changed. The justification for this fell on the use of KPI response times by both ambulance and the fire service in deployment to incidents. This is not in use in the police who regularly deploy to incidents from proactive patrols rather than from the station. The space availability on the ground floor was also taken by custody and the need for a secure entrance for CSI. Through communications we were able to explain this to officers and staff during the design phase when looking at the building and site designs.

On the positive side there was much to be encouraged by:

- Having a better understanding of other services working practices, only 2% felt they knew less as a result of co-location;

- 74% of staff felt the new station was either

good or very good compared to their old station;

- 80% of staff felt they had retained service identity;

- Only 11% felt the decants had gone poorly.

Overall, there has been a positive response to the new station in terms of its operation and the modern, future-proofed building which starts to remove some of the cultural barriers between services. It was a challenging project where the Programme Team and all services have learned as the project has progressed. Even with the project being time limited in terms of securing funding, requirements both nationally and locally have changed in the short design window frame. The result is a modern station which is fit for purpose and represents a template for all services set within a restricted site, to design, build and occupation.

2.5 Wider Estates Project

Context

In October 2015, the Blue Light Collaboration Programme approved the review of the estate occupied by Lincolnshire Police, East Midlands Ambulance Service and Lincolnshire Fire & Rescue. The review highlighted opportunities to build upon the existing collaboration and partnership working between Lincolnshire's

Emergency Services. A programme of transformational property solutions was identified that:

- Co-locates services to enable working more closely, improved communication and facilitate Blue Light collaborative arrangements;

- Provides the best possible value by optimising savings and reducing property running costs;

- Uses property effectively to deliver better services and outcomes for local people.

Benefits to the Organisations

The programme has created an environment to enable partners to work together to:

- Bring people together from different services to enable collaboration; this removes many barriers and unlocks further opportunities around joint training or sharing of IT systems;

- Test the proof of concept initiative and enable challenge of historical principles and practice. Optimises the use of workspaces whilst demonstrating that it is possible to share almost every operational area;

- Assess if buildings are under used, and whether they can they be shared with other public services or rationalised to release

capital and reduce revenue costs, enabling more investment into front line services and realising savings for the taxpayer;

- Use resources in an efficient way and deliver property solutions to support joined-up services thereby improving services for local people;

- Recognise the importance of cultural aspects and change management activities to support a smooth transition and ensure that principles are embedded, and benefits are sustainable.

Views from LFR and EMAS crews occupying new joint sites at Louth and Sleaford:

- A greater understanding of how each other work, being on first name terms at incidents, having a greater trust in each other;

- Working well as a team;

- An appreciation of different organisations;

- Better knowledge and greater understanding of EMAS protocols and procedures;

- Building friendships with Fire team and a good level of banter;

- A positive vibe around the place;

- Assisted with co-responder incidents and improved my emergency first aid skills;

- Better facilities and welcomed by staff;

- Working in a clean environment, station is warm, comfortable and roomy.

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Outcomes

The following outcomes have been supported:

Programme level:

- Agreed principle of sharing of space to maximise opportunities and provide a fit for purpose estate to support the needs of the blue light emergency services into the future;

- Agreed methodology for the delivery of the programme including approaches about sharing space and associated protocols and agreements;

- Experience of bringing Fire and Ambulance staff together, in the same space, in a controlled way;

- Updating of station facilities, enabling all staff to access and share better accommodation.

Operational level:

Achieved a step change and delivered improvements to operational processes for organisations, for example:

- Simulated search and rescue training facility and a practice road traffic collision area for fire fighters and ambulance crews to train together and develop new ways of working;

- Stabilisation of vehicles at road traffic collisions, clarity and understanding of the affects and benefits of sharing operational procedures;

- Close working facilitates the team concept and supports joint deployment and operational response; activities delivered at the same time rather than simultaneously;

- Reduction in estate footprint of 39% or over 1000sqm.

Financial:

- Savings have enabled more investment into patient services;

- Released surplus assets with a value of over £300,000[1];

- Reduced annual running costs by £45,000[2];

- Avoid capital commitments of £184,000.

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1   Investment into co-location adaptations may have been funded from the disposal of surplus assets; project costs are not included in this evaluation

2   Historic figures adjusted for inflation

Individual Service Benefits

EMAS

At the time of closure, the Louth and Sleaford EMAS buildings had outstanding maintenance liabilities totalling £48,000. The Louth building had a forecasted value of £200,000 and was sold in 2019, although these funds are returned to the Department of Health and not retained locally. The Sleaford building has been valued at £80,000 but not yet disposed of.

A Stamford co-location was previously considered, and the Wider Estates Programme Board will review a range of opportunities including this one when reconvened.

Police

Two projects to co-locate Lincolnshire Police with Lincolnshire Fire & Rescue are currently on hold or have been discounted. The chart below shows the potential impact for Police if these projects had been progressed.

Drop-In Stations

Five police locations were identified as suitable for being joined with Fire stations, these included Alford, Billingborough, Crowland, Wragby and Woodhall Spa. The estimated saving for the Drop-Ins project in revenue terms is around £21,240 per annum, at the same time releasing 5 assets with a potential one-off value of £173,000.

These relocations are still proposed for Lincolnshire Police as part of a relocation and development programme.

Lincoln North Co-Location

The co-location at Lincoln North was proposed to maximise the operational benefits that the co-location between Fire & Rescue and Police would bring. However, following an in-depth feasibility study, the relocation would cost the force approximately £60,000. It was also envisaged that the co-location would increase Police's annual revenue costs by around £24,000 a year. This increase was predominately the result of the service charge albeit the force acknowledged the benefits of improved facilities.

Given the above, it was therefore not considered economically viable to relocate into Lincoln North Fire Station. For further details, please see Appendix Five (page 69).

If both projects had been completed, then the year on year saving for Police in revenue terms would have been around £2,760. Police condition data is not available to us for these stations, but it can be assumed that reactive and planned maintenance expenditure would be avoided at each site, whilst disposal could realise over £270,000 (less potential project investment). It is worthy of note that any disposal of police stations is a decision for the Lincolnshire's Police & Crime Commissioner.

The former EMAS station and (below) the opening of the new joint site

2.6 Wider Integration & Integration Project

Whilst it was not a formal section of the bid to the police innovation fund, Wider Integration and Interoperability was a key section of the overall programme. Commencing in January 2017, the purpose of the project was to consider synergies between the emergency services and other local partners and to consider ideas that could assist in creating closer joined up working between emergency services. It aimed to identify projects that could lead to meaningful changes in organisations to allow each to meet their ever-changing demand from the public. The project was run alongside the other programme strands discussed in this report. The WII project was underpinned by a formal project board that fed into the overall Programme Board.

The initial project was led by Lincolnshire Fire & Rescue through a nominated project lead that chaired meetings and guided the progress of individual projects and ideas. The overall project was working in isolation as a separate but inter-connected strand of the overall programme and it was important to try and ensure that it had its own identity and clearly defined benefits. Therefore, the project set down several aims and objectives for idea development. These were:

- Achieve economies of scale;

- Improve the overall service provided by the emergency services;

- Adopt best practice by sharing ideas across organisations;

- Tracking opportunities locally and nationally for improved collaboration;

- Re-define the emergency services.

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Initial Ideas and Background

Across England and Wales where there has been a requirement in law to collaborate, the approach to and understanding of this concept has been interpreted in different ways. In the Lincolnshire context, the main focus of the Police Innovation Fund was on developing the tri-service station/ Blue Light Campus with a secondary focus on the opportunities that this would create for interoperability. In other service areas the main focus of collaboration and PIF bid funding focused on interoperability opportunities between services. As part of the information gathering process, a number of these projects were visited by the Programme Team including:

Devon and Cornwall:	Visit to the community responder project to observe how it was constructed and run with a unique ASB, co-responder being appointed into the role.
Northamptonshire:	Visit to see the Shared Mobile Command and Control Unit (a PIF-funded item) and the joint response vehicles and teams.
Durham:	Visit to discuss the community responder project.
South Yorkshire:	Visit to look at the shared community hub and station programme.

From these visits several key ideas were identified with a view to progressing them in a Lincolnshire context. In addition to projects generated through project leads and team members, ideas were also suggested by senior managers and chief officers of respective organisations.

Case Studies

This section concentrates on the extent of projects considered in Lincolnshire surrounding this project scope. Where necessary it will address what was done, what was completed and what was achieved. Where projects were commenced but not introduced, consideration will be given to reasons for this.

Lowland Search and Rescue

An idea was received from a serving police officer about extending the reach of a local volunteer organisation, Lowland Search and Rescue. The service offered support in searches for high risk and vulnerable persons who might be lost or missing from home. The aim was to extend the reach of the organisation and connect more closely with all emergency services. As a result of discussions, information was sent out promoting the activities of the group and asking for volunteers and storage space located at a local fire station for search equipment.

Use of Drones

Lincolnshire Police invested in drones to assist operationally in the search for missing people, searching large areas of land and for monitoring public order incidents. As part of this, an agreement to share the resource with

Lincolnshire Fire & Rescue was considered, discussed and included in an Memorandum of Understanding (MOU). There have been notable uses of the drone including at a large-scale fire at a factory unit.

Fuel Sharing Agreement

A sharing fuel agreement has been signed between Lincolnshire Fire & Rescue and Lincolnshire Police to cover national emergency contingencies.

Informal Working Practices

There were identifiable closer working practices that were established as a result of the move of Lincolnshire Fire & Rescue into the Shared Headquarters building in Nettleham (Fire and Police Headquarters). The most notable of these were:

Alcohol Licensing and Prevention and Protection - An off-chance observation in the shared headquarters canteen saw two departments working closely together. These were the Lincolnshire Police Alcohol Licensing Team and the other the Prevention and Protection department of Lincolnshire Fire & Rescue. By being in the same building it meant that there was improved communication, leading to several positive outcomes, including: better contact and communication;

joint visits to key locations; closing working between partner agencies; and improved information sharing.

Information Sharing - A series of meetings were held between representatives of the Intelligence and Analyst Departments from both Lincolnshire Fire & Rescue and Lincolnshire Police. These meetings aimed to identify any synergies between analyst departments and where information could be shared. These meetings resulted in informal arrangements for each service to attend operational, evidence-based and risk meeting boards of the other organisations and to research ways in which information and databases could be shared in order to improve product and output.

Gymnasium and Shared Locations - The move into the Fire and Police Headquarters opened the opportunity for staff from each organisation to make use of the gymnasium on site and attend the classes run on a regular basis. There has been a positive uptake of these classes across both organisations, generating opportunities for informal discussions to take place.

In one geographical area an informal arrangement was reached between the police and fire and rescue for police officers on patrol in the area to use community fire stations as drop-in locations for welfare reasons. This encouraged the sharing of locations in order to promote the wellbeing and safety of police officers.

Scam Awareness Training - Lincolnshire Police signed up as part of the Friends against Scams programme across the county. Lincolnshire Fire & Rescue committed to this training.

Continuous Professional Development (CPD) Training - There were positive examples of development training taking place between LFR and EMAS at their Sleaford station as well as joint debrief sessions from multi-agency incidents taking place between both services after attendance.

There were also other examples of closer working and information sharing between emergency planning as well as collaboration work with extended partners such as Mental Health Services.

Shared Training

We have explored and looked at sharing best practice and training around rope rescue especially for protest situations and underwater search training, where both Lincolnshire Police and Lincolnshire Fire & Rescue have expertise and could share learning and experience between organisations. This could then lead onto shared operations and shared training sessions.

Opportunity for loss and discounted ideas

Whilst there were some successful quick wins and closer collaborative working between emergency services as a result of this project strand. There were also some considered projects that were considered and developed but not adopted.

Benefits of the Project

There were several identified benefits from the WII project noted by the Programme Team. Whilst the opportunities for loss indicate challenges in collaboration working, WII generated positive benefits and a forward-looking mentality for the development of future synergies.

The project generated closer working relationships and key contacts across other services and organisations. The programme team were able to review and gain an understanding of what other counties and service areas were doing to meet the Government requirement to collaborate and also share learning and ideas where possible. We were also able to reflect on other projects to see how they might fit within a Lincolnshire context. We have also been invited to share in Business Benefits boards and as a result have key contacts across organisations. This may see collaboration becoming a learning experience more nationally rather than locally.

The programme team were able to bring together key strategic decision makers in the form of a Symposium. This has led to several ongoing ideas and has started to embed an ongoing move towards closer working and collaboration both on a formal but also informal level.

We were able to implement quick wins in terms of projects and to encourage informal collaboration in several areas. This has been noted at the new tri-service station on South Park in Lincoln where shared policies have been implemented and across shared station sites where there is closer working and understanding between emergency services including when attending multi-service incidents or managing multi-service operations.

Wellbeing – unclear organisation focus	The proposal was to look at sharing resources across organisations including chaplaincy and sharing ideas for improving the wellbeing capability of each service. There were some concerns over the costs associated with the sharing of resources. There have been some successes associated with this concept with a shared wellbeing conference between Lincolnshire Police and Lincolnshire Fire & Rescue and it is hoped best practice and ideas can be developed.
Joint Cadets – considered but discounted	It was suggested that all organisations could look at developing a shared cadet service at the new South Park Station. There have been good examples of shared training and cadet sessions between services on an ad hoc basis across the county, but there remain little grass roots support for any multi-service cadet corps.
Shared Welfare Vehicle – subsumed into wider organisational considerations	It was agreed that services would look at a similar project to introduce a shared command vehicle, albeit on a smaller scale. Initial plans and ideas were considered alongside a review Fire & Rescue's fleet. Requirements were gathered to consider how this might work in practice and identifying potential use. This initiative remains open but on an organisational rather than programme level.
Community Responder – considered but discounted	This was the first main project set up within the Programme Team. It was to consider the use of Police Community Support Officer (PCSOs) from Lincolnshire Police as retained fire-fighters in order to support fire stations in meeting demand especially in more rural locations. The design centred on the PCSOs being available for deployment as a retained fire-fighter when on duty. A full detailed policy and memorandum of understanding was developed and agreed between Lincolnshire Police and Lincolnshire Fire & Rescue in preparedness for presentation to the chief officer groups and for progression. The idea was presented to Police Chief Officers and Senior Managers but was rejected on the basis that it did not present a large enough cost saving and due to resourcing issues in local Neighbourhood Policing. The idea remains open to consideration at a local station and organisational level.
Training – considered but discounted	A later initiative was to look at the up-skilling of personnel from both services through sharing training in key areas. For example, Lincolnshire Police would train fire advocates on topics such as signs of child neglect, modern slavery or domestic abuse so that when making home visits, advocates would then be aware of signs and could submit urgent or important information directly to Lincolnshire Police. Similarly, Fire & Rescue would offer training to PCSOs and police officers on fire safety in properties, again which could feed into a live database of information. A full business case was created, and training would be provided on a non-charge basis. When put to Police and Fire management this idea was discounted due to contractual constraints.
Collapsed behind closed doors – no support from a partner	Fire & Rescue would assist in forcing entry into properties on behalf of EMAS as required rather than Lincolnshire Police. An agreement would then be reached on who would cover the costs of any damage caused or any doors that needed to be replaced. A concept document was collated but not agreed by all partner agencies to move to a full business case.
Dealing with fallen trees or storm damage – considered but discounted	Assistance from Fire & Rescue engines in the case of fallen trees with the view that trucks and equipment could be shared so roads could be opened more swiftly. The idea never progressed beyond the concept due to issues with staffing and the availability of key equipment.

2.7 Financial Statement

The Business Case and the Police Innovation Fund (PIF) Bid

The PIF bidding process was announced in October 2015, with the first iteration of the business case presented to the Steering Group in December 2015. The Bluelight PIF bid was submitted 22 December 2015 and the bid was successful. The PCC for Lincolnshire was awarded 2.478m 2016/17 and £5.099m 2017/18 on a 50% match funding basis, the match funding would be provided by the PCC, LCC and EMAS. The anticipated the total programme budget to be £13.854m capital and £1.3m revenue.

The changes to the capital budget over time are shown below:

- PIF Bid December 2015 £13.9m;
- Collaboration Agreement January 2018 £22m;
- Current Budget £23.6m.

There are points of learning with the regard to the business case and the bid which are set out below:

The deadline for the PIF bid came before the final full programme costs were known, the final business case was not approved until June 2016. Had the bid waited for the full extent of the costs to be understood a more realistic bid could have been submitted.

The PIF bid made was significantly lower than 50% of the final total programme capital cost (£24m). PIF was ceasing in 2017/18 so no further years could be bid for. This meant that in order to continue with the programme additional funding would need to be sought, the burden fell to the taxpayers of Lincolnshire.

The grant was awarded in March 2016 and commenced in April 2016. There was significant pressure on expensing the grant and match funding in sufficient volume to meet the grant conditions as the funding was time limited. This resulted in the Programme Director, Chief Finance Officer and Deputy Chief Finance Officer visiting the Home Office to set out a proposal to spend the grant monies first by 31 March 2018 and spend match funding in the subsequent years, which was agreed by the Home Office. Without this agreement the whole programme would have been in jeopardy.

Forecast Outturn Summary

Blue Light Programme	Current Budget £m	Programme Actuals (as at Oct 20) £m	Current Forecast (as at Oct 20) £m	Variance £m
Capital Expenditure				
1 Headquarters	1.977	1.977	1.977	-
2 Shared Control Room	0.617	0.393	0.483	(0.134)
3 Blue Light Campus	21.047	20.947	21.037	(0.010)
Total Capital Expenditure	**23.641**	**23.316**	**23.497**	**(0.144)**
Capital Funding				
PIF Grant	6.927	6.927	6.927	-
EMAS Partner Contribution	0.667	0.667	0.667	-
LCC Partner Contribution	6.528	6.412	6.469	(0.058)
Police Partner Contribution	9.519	9.311	9.433	(0.085)
Total Capital Funding	**23.640**	**23.316**	**23.496**	**(0.143)**

Note, the figures do not include landlord costs outside of the programme budget, and land values.

Governance and Value for Money (VfM)

A collaboration agreement was signed, this provided clarity to each partner and gave legal basis for the various contributions and remedies.

Lease agreements have been drawn up for the occupation of partner premises.

Finance lead attendance at all Steering Group meetings since September 2016 providing a monthly update including a budget monitoring report.

Positive partner interaction to ascertain expenditure forecasts on the separate elements to ensure accurate overall forecast outturns.

There have been numerous changes in programme team membership, including five Programme Directors, and was even without a Programme Director for a period. Changes in the Chief Officer Group at Lincolnshire Police resulted in some alterations to the design, for example an additional level above the engine bay which had design/structural implications and resulted in additional cost.

An attempt was made to recruit a part time resource to provide continuous finance support to the programme, but this attracted only one applicant who, following interview, was rejected. The time involved in providing financial support to the programme has been extensive and challenging alongside existing day jobs, this should be a point of learning for future large-scale projects.

Both LCC and PCC as landlords followed best practice and public sector procurement rules when engaging suppliers to carry out the various works within the programme.

The business case included a c£2.5m capital receipt for the sale of West Parade police station. This has not progressed due to numerous proposals having been considered for its use. Investors In Lincoln continue to develop ideas for the use of the building, it is included on the Town Deal bid for regeneration funding.

Gillian Holder
*Deputy Chief Finance Officer
(Lincolnshire PCC and LP)*

Section 3: The Evaluation

3.1 Critical Friend Approach

Overview of Critical Friend Process from Dr. Kate Strudwick:

As critical friends we delivered our evaluation services to meet the requirements for the Blue Light Programme. The scope of the Programme had five projects:

1. Shared Headquarters (SHQ) between Lincolnshire Fire & Rescue and Lincolnshire Police;

2. Shared Control Room (SCR) between LFR and LP;

3. Tri-Service Station at South Park (SP) between all partners – East Midlands Ambulance Service (EMAS), Lincolnshire Fire & Rescue (LFR) and Lincolnshire Police (LP);

4. The Wider Integration & Interoperability project (WII);

5. The Wider Estates project (WE).

All the above strands made up the programme in its entirety, but the last two will be more long term and ongoing and are not part of the remit for this evaluation.

Role of Critical Friends

The role was to consider the research objectives, providing independent support and assistance to the research team. This assistance was provided in accordance with two evaluation models informing our provision, The Critical Friend practice development model (Hardiman and Dewing 2014) and the College of Policing: Police Evaluation Toolkit (Kime and Wheller 2018), focusing on system change.

These frameworks were integral to us offering independent rigorous support to the team, providing professional respect, shared values, authentic presence and willingness to participate in the research process. We applied this evaluation model to support a framework of active learning, reflection of practice, encouraging self-reflection and appreciation of the balance between challenging interventions and supportive interventions.

The project plan timeline (see page 64) outlines the level of support provided by us as critical friends during the duration of the project. As Critical Friends we evaluated the shared values created between the three strands, in our role as objective evaluators of the Programme.

Methodological approach

As presented in our Evaluation report we adopted a mixed methodology approach. Part of our remit was to:

- Evaluate the assessment of the projects on each of the partners – East Midlands Ambulance Service (EMAS), Lincolnshire Fire & Rescue (LFR) and Lincolnshire Police (LP);

- Assessing whether set aims, and objectives were met;

- Monitor the perceived effectiveness of the service;

- Consider the economies of scale and efficiencies.

In producing a research evaluation structure, which identifies risks and opportunities of the Programme, considers the Programme's own research results in terms of validity and accuracy, and presents an audit of the final research paper.

The main Independent evaluation approach requires our adherence to internal ethical guidelines (University of Lincoln). As evaluators we provided a total of 24 days support to the project team, including monthly meetings at either Tri Service Station at South Park or

the University of Lincoln, alongside regular telephone and digital support with Zoom meetings. In addition to the direct support both evaluators undertook ride along sessions in September 2019 with East Midlands Ambulance Service (EMAS), Lincolnshire Fire & Rescue (LFR), to understand the context and culture of these partners organisations.

Our findings as critical friends are presented in our Independent Critical Friend Evaluation Report 2020 in more detail, found in section three (Appendix One, page 67).

3.2 Evaluation Impact

It is accepted practice that a programme or project will produce business benefits and lessons learned. With this evaluation, it has provided the opportunity to drill down and provide new insights for interested parties far beyond Lincolnshire. During the past two years as the projects delivered a series of staff questionnaires have been commissioned as independent pieces of analysis to help the Programme and service management teams better understand the impact of the changes.

The table captures what questionnaires were sent out and their focus:

Project	Survey Type	Survey Focus	Commissioned and Delivered	Respondents	Survey Hosted By	Analysed By
Shared Headquarters	Post Move Questionnaire	Opinions on co-location Any business benefits Any issues	October 2019 & January 2020	LFR and Lincs staff	LCC Engagement Team	Continuous Improvement Unit - Lincs Police
Shared Control Room	Pre Move Questionnaire	Identify fears and concerns	February & April 2020	LFR and Lincs staff		
	Post Move Questionnaire	Opinions on co-location Any business benefits Any issues	September & October 2020	LFR and Lincs staff		
South Park	Pre Move Questionnaire	Identify fears and concerns	October & November 2019	Lincs Police only	Lincs Police only	
	Post Move Questionnaire	Opinions on co-location Any business benefits Any issues	June & July 2020	LFR and Lincs staff	LCC Engagement Team	
Wider Estates - Louth	Feedback Email	Opinions on co-location	September & October 2017	EMAS and LFR staff	LCC Project Team	LCC Project Team

- Following the South Park and Shared Control Room post move survey results, the projects set about what could address issues raised; some could be addressed through improved communications and procedures, others, such as increased noise levels and cramped kitchen facilities in the control room, required additional rectification and budget to address staff concerns.

- Create the conditions that bring people together from different services which has opened wider thinking and further collaboration opportunities, this removes many barriers both known and unknown;

- Test proof of concept initiative and enable challenge of historical principles and practice;

- Provide an environment which enables simpler testing of further concepts e.g. Shared Wi-Fi, shared networking, joint response;

- Has achieved a step change and delivered improvements to operational processes for organisations, for example:

  ▶ Simulated search and rescue training facility and a practice road traffic collision area for fire fighters and ambulance crews to train together and develop new ways of working

▶ Stabilisation of vehicles at road traffic collisions, clarity and understanding of the affects and benefits of sharing operational procedures;

▶ Close working facilitates the team concept and supports joint deployment and operational response; activities delivered at the same time rather than simultaneously.

3.3 Business Benefits

The programme identified a classification for categorising business benefits, essentially, these were 'planned and predicted', i.e. pre-project delivery and 'emergent', i.e. that emerged post-project delivery once staff were in their new location & environment. Further categorisation was also developed:

- **Enabling and planned** – Identified during business case development and early on;

- **Emergent** – new and unidentified benefit once the co-location has taken place or project has delivered;

- **Direct monetary benefits (tangible)** – those benefits that can be quantified and valued in financial terms e.g. cost savings, revenue generation cost reduction etc.;

- **Direct non-monetary benefits (tangible)** – those that can be quantified but are difficult or impossible to value in financial terms e.g. fewer customer complaints, productivity gains, greater accuracy, lower staff turnover, increased response times etc.;

- I**ndirect benefits (intangible)** – can be identified, but cannot be easily quantified e.g. end user satisfaction, better access to information, organisational image, customer service, better morale, better perceptions etc.

- **Dis-benefits** – negative consequences from the intended change.

All Business Benefits have been condensed into the tables below:

Shared Headquarters – Business Benefits		
Description of Benefit	**Improvement Category**	**Description of Outcome**
March 2017: Reduction in public estate using Shared Headquarters (SHQ) facilities at Nettleham. LFR pays a service charge towards SHQ. Provides efficiency savings and therefore greater value for money.	Enabling and planned: Productive use of public estate - Direct monetary benefits (tangible) **Actionee:** Shared Headquarters Project Manager **Status:** Benefit realised and complete	The move enabled a series of scheduled moves to take place that will enable other activities of the programme to progress, such as, Emergency Planning moving into the County Emergency Centre and allowing the old Emergency Planning building to be demolished. **Completed in March 2017.**
March 2017: Jointly staffed main reception: Joint SHQ receptionists mitigates the impact of future cuts.	**Benefit Type:** Emergent: Additional cover provided from Lincolnshire Police (LP) & Lincolnshire Fire & Rescue (LFR) receptionist **Actionee:** Facilities Management. **Status:** Benefit realised and complete	Additional cover provided from LP & LFR receptionist to deal with peak visitor demand and break time cover. **Completed in March 2017.**

Shared Control Room – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
January 2017: Fire Control Room move from South Park to Nettleham. Creates a platform for greater future collaboration by moving the LFR control room from its new location.	**Benefit Type:** Enabling and planned: Direct non-monetary benefits (tangible) **Actionee:** South Park Project Manager **Status:** Benefit realised and complete	Other space will be better utilised to provided improved services & interaction between partners and enable the South Park site to create the new tri-service station. **Completed in March 2020.**
January 2017: Fire Control Room's closer proximity to Shared Headquarters. LFR control room is not close and at a different location at South Park to where LFR senior officers are located at Nettleham. This meant the control room was isolated ten minutes away from headquarters and represented a disjointed command structure at both emergency & no emergency times. Provides greater interoperability and integration opportunities.	**Benefit Type:** Enabling and planned: Improved operational effectiveness - Direct non-monetary benefits (tangible) **Actionee:** LFR Control Room Manager **Status:** Benefit realised and complete	Speedy response of tactical level fire officers to the Silver Room that will be an integral part of the shared control room facility. **Completed in March 2020.**
October 2017: Complies with JESIP Principles specifically around communication. Creates a platform for greater future collaboration	**Benefit Type:** Enabling and planned: Adherence to JESIP (Joint Emergency Services Interoperability Principles) - Direct non-monetary benefits (tangible) **Actionee:** LFR Control Room Manager **Status:** Ready for assessment when a major incident takes place.	Enabling speedier passage of information during a major emergency.

Shared Control Room – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
October 2017: Reduction in public estate by using shared control room facilities. Provides efficiency and effectiveness savings and therefore greater value for money	**Benefit Type:** Enabling and planned: Productive use of public estate - Direct monetary benefits (tangible) **Actionee:** Blue Light Programme **Status:** Benefit assessment contained in this Closure Report (3.6.1). **Realised** – a saving of over £11k pa is identified.	Other space will be better utilised providing improved services at the County Emergency Centre. **Completed in March 2020.**
October 2017: Sharing best practice through discussions on mobilising principles, systems & processes. Maintaining and improving services to the public	**Benefit Type:** Enabling and planned: Improved operational effectiveness - Direct non-monetary benefits (tangible) **Actionee:** LFR and LP Control Room Managers **Status:** Ready for assessment as joint incidents happen.	This could lead to Fire & Police being exposed to less risk or danger when attending the same incident.
October 2017: Improved information sharing. Sharing of information, pertinent to hazard & risk information between two emergency services who may attend the same incident	**Benefit Type:** Enabling and planned: Information sharing & lessons learned capture - Direct non-monetary benefits (tangible) **Actionee:** LFR and LP Control Room Managers **Status:** Ready for assessment.	This could lead to Fire & Police improved operational effectiveness by using less resources when attending incidents.
March 2019: Is in line with Government strategy and demonstrates innovative working. Being co-located there will be no need for a three-way interops channel (Only between Ambulance and Police), declaration of Op PLATO will be understood immediately, and RVP's will be discussed within seconds.	**Benefit Type:** Enabling and planned: Information sharing & lessons learnt capture - Direct non-monetary benefits (tangible) **Actionee:** LFR and LP Control Room Managers **Status:** Ready for assessment when a major incident takes place.	This could lead to Fire & Police improved operational effectiveness by using less resources when attending incidents.

Shared Control Room – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
October 2020: Improved staff welfare and wellbeing provision. The original smaller police quiet room and management office was repurposed and reconfigured to increase additional kitchen floor area and provide a better located, larger quiet room for all staff to use.	**Benefit Type:** Indirect: Improved welfare provision- non-monetary benefit (tangible) **Actionee:** Blue Light Programme **Status: Benefit not realised.**	Welfare initiatives, using another organisation's higher standards and expectations certainly benefits the other organisation's staff – the relocation of the police quiet room to a larger room & location of this. Staff now have improved facilities to use which should improve their wellbeing. A recent staff survey feedback indicated this benefit had not been realised; staff responded saying the kitchen is too small for the number of people using it. Staff did not mention the improved quiet room's new location in the building.
November 2019: Increased Major Incident Room (MIR) capacity. An existing room was revamped and now has a dual purpose in providing office space and a backup police MIR room.	**Benefit Type:** Indirect: Additional police back-up MIR3, non-monetary benefit **Actionee:** LP Control Room Managers **Status:** Ready for assessment now when multiple police incidents take place.	This has increased operational incident management capacity at times of multiple incidents.

South Park – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
November 2019: Reduce Fire premises related revenue costs (business rates, utilities costs, Facilities Management). Increased revenue for Police. Provides efficiency and effectiveness savings and therefore greater value for money.	**Benefit Type:** Enabling and planned: Provides efficiency and effectiveness savings and therefore greater value for money. **Actionee:** Programme Office **Status:** Information gathered and assessed.	Financial savings for LFR by being at Nettleham. LFR makes a contribution to running costs at SHQ via service charge.

South Park – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
November 2019: Redeployment of operational police officers from Hykeham and Bracebridge Heath to the new South Park station. Ten neighbourhood and response officers and the Town Enquiry Officer civilian staff were redeployed.	**Benefit Type:** Enabling and planned: Provides efficiency and effectiveness of police resources. **Actionee:** Police Response Inspectors **Status: Benefit realised and complete.**	The officers are now able to be deployed as per operational requirements and the TEO staff are now available at the new station.
November 2019: Sharing best practice through discussions on mobilising principles, systems & processes.	**Benefit Type:** Enabling and planned: provides opportunities to improve effectiveness. **Actionee:** LP/LFR/EMAS Business Leads **Status: Benefit realised and complete.**	Improved understanding of operational practices and procedures that leads to considered operational responses. Road Traffic Accidents (RTCs) and JESIP adherence would be examples.
May & November 2019: Improved IT and working environment for staff. The new building and facilities will be a significant improvement on the current staff facilities.	**Benefit Type:** Enabling and planned: Improved staff wellbeing - Direct non-monetary benefits (tangible) **Actionee:** **Status:**	Staff will feel happier with the facilities at their base station facilities and may lead to improved retention levels.
November 2019: Provides a new state of the art and future proof estate. Reduced capital/facilities expenditure: To bring West Parade Crime Scene Investigation (CSI) facilities up to future standards would have cost the police significantly, and therefore, the police capital facilities budget will be utilised more efficiently.	**Benefit Type:** Emergent: Cashable saving through saved United Kingdom Accreditation Service (UKAS) compliance upgrade at West Parade - Direct monetary benefit **Actionee:** Facilities Management **Status:** New location occupied, and upgrade expenditure no longer needed.	By 2020 more of the force's capital/facilities budget would have had to be assigned to improve CSI facilities at West Parade - space is oversubscribed at that location and changes would have proved expensive. The new station has been planned with future compliance requirements in mind.

South Park – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
November 2019: Utilising new space to provide storage space. The ordering and storage of consumables; previously due to a lack of storage small quantities had to be ordered, now larger bulk orders can be placed attracting cost savings.	**Benefit Type:** Emergent: Improved efficiency and new opportunities **Actionee:** CSI Manager **Status: Benefit realised and complete.**	The new CSI facilities additional space, SP is now used as a staging post for those consumables and the turnaround time has also reduced in supplying the county. The number of people involved in ordering has reduced from four to one person, who now works out of SP.
November 2019: Co-location leading to closer interactions between Emergency Services Staff (ESS).	**Benefit Type:** Emergent: Improved efficiency and new opportunities **Actionee:** CSI Manager **Status:** Benefit realised and complete.	Co-location has also meant CSI have benefitted from EMAS staff working out of SP and have been able to talk through the crime scene with EMAS staff later.
November 2019: Witness statement collection and incident clarification: Through colocation of EMAS staff, Criminal Investigation Department (CID) and Protecting Vulnerable People (PVP) officers involved in obtaining witness statements will find it easier to liaise with ESS to gain witness statements from them.	**Benefit Type:** Emergent: Provides efficiency and effectiveness savings and therefore greater value for money **Actionee:** CID, PVP and other investigative managers **Status: Benefit realised and complete.**	CID and PVP officers spend less time trying to track down and following up with Emergency Services Staff (ESS) as well as other ESS admin colleagues to capture a witness statement or checking details or providing clarification of an incident. The outcome is CID & PVP officers spend their time more productively. Examples have already been provided.

South Park – Business Benefits

Description of Benefit	Improvement Category	Description of Outcome
February 2020: Colocation of LFR and Police, enhanced the speed of the investigation and decision making. LFR Fire Investigation Officer attended a police interview and provided an expert assessment to Custody Sergeant.	**Benefit Type: Emergent, but infrequent benefit.** 1. Provides efficiency and effectiveness savings and therefore greater value for money 2. Increased strength through local partnerships **Actionee:** CID and other investigative managers **Status: Benefit realised and complete.**	• The Custody Sergeant could hear first-hand the FIO's expert assessment and as a result led to a fast charging decision (in this case No Further Action was decided); • The detained person was released quickly, and custody resources could be deployed elsewhere; • The investigation time was shortened and police CID resources to could deployed on other work.
October 2020: LFR using police Live Links facilities at South Park and potentially at other Lincolnshire Police locations.	**Benefit Type: Emergent benefit** 1. Provides efficiency and effectiveness savings and therefore greater value for money 2. Increased strength through local partnerships **Actionee:** LFR and EMCJB investigative managers **Status: Interdependent on other criminal justice partners – untested (as at October 2020).**	LFR staff will be able to use the facilities and not have to attend court. This means they can carry out certain types of work at the station whilst waiting to be called.

South Park – Business Benefits

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November 2019: Reduce Fire premises related revenue costs (business rates, utilities costs, Facilities Management). Increased revenue for Police. Provides efficiency and effectiveness savings and therefore greater value for money.	**Benefit Type:** Enabling and planned: Provides efficiency and effectiveness savings and therefore greater value for money. **Actionee:** Programme Office. **Status:** Information gathered and assessed.	Financial savings for LFR by being at Nettleham. LFR contributes to running costs at SHQ via service charge.
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South Park – Business Benefits

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There are of course the predicted and occasional unexpected disbenefits when delivering projects and these are captured below.

Programme and Project Disbenefits

Potential Disbenefit	Disbenefit realised?	Impact
Predicted: Possible reduction in trust between EMAS/Fire Service and public due to closer association with Police.	There is no evidence to support this.	None.
Predicted: Increased security risk for EMAS/Fire due to co-location and association with Police.	There is no evidence to support this from Fire and Ambulance staff survey responses.	Some Fire and ambulance staff had concerns when the new station was first discussed, but significant work design and implementation work went into ensure security was at the forefront of considerations.
Predicted: Reduced overall m² for Fire staff moving to Police HQ through new ways of working	Yes. The overall m² at for Fire & Rescue has reduced at Nettleham.	Minimal as all Fire & Rescue departments were successful incorporated into the building. This reduction was offset by access to shared facilities (canteen, gym etc.) and local amenities that was not available before the move.
Predicted: HQ based Fire staff to pass internal vetting process by Police to maintain building security to appropriate levels	No staff members were declined access to the building on access of passing the vetting process.	None.
Predicted: Unequal feeling of ownership, rights and access within buildings.	There is some evidence captured in staff questionnaires to support this, by some staff working at Nettleham and South Park.	Although this was not the majority view within the questionnaires, some staff from the services did feel that some services were treated differently. It cannot be determined whether this is a long-term issue. Some police areas are restricted to staff from other services, but some police staff do not have access to those police areas.

Programme and Project Disbenefits

Potential Disbenefit	Disbenefit realised?	Impact
Emergent: Lack of space and staff reaction to co-location within the Shared Control Room.	There is some evidence captured in staff questionnaires to support this, by some staff working at Nettleham.	Although some staff mentioned by a lack of space in the control room prior to the move, it was unexpected that once the move had taken place a majority of respondents cited the lack of space within the control room and kitchen areas as problem. COVID 19 restrictions have undoubtedly contributed to this concern. Almost a majority believe there are cultural differences. Although many staff expected to work more closely, this was not happening due to working protocols meant staff still have to call through to Fire when wanting to log a call, rather than, calling over. Clearly more work is needed and to that end, a glass partition between the Fire and police areas, and improvements to the kitchen have been sanctioned. Regarding working practices, Fire are producing a guide for all control room staff about how they work.

3.4 The Lessons Learned (Mutual Learning)

With so many different facets to the Programme, considerable effort has been invested int capturing the project's lessons learned. There is always a temptation to gloss over when projects do not always go as expected, often there is as much to learn about what did not go so well as what did. The Programme was keen to ensure and encourage participants to felt able to be open, thereby revealing helpful insights.

Throughout the duration of the Programme, a lessons learned log was kept to capture lessons as they were identified from many project meetings. These lessons were then distributed to stakeholders prior to the lessons learned meeting. For South Park, three separate sessions took place in February for contractors & those connected with the build, organisational stakeholders responsible for the delivery and wider stakeholders connected with facilities management. There were other specific groups that also fed in but did not attend the sessions.

For both Shared Headquarters, a questionnaire was sent out to stakeholders, with a follow-up face to face session to review the lessons,

which in turn produced the final document. The Shared Control Room approach was the same except, due to COVID 19 precautions, ZOOM meeting software was used. This approach enabled discussion and debate so that a consensus could be reached, sometimes this took longer for some lessons than others. The result was to clarify the issue, capture the impact, identify the future mitigation and provide any accompanying notes.

The summary is based on the feedback received. As a prompt, the members were asked to consider: Focus on
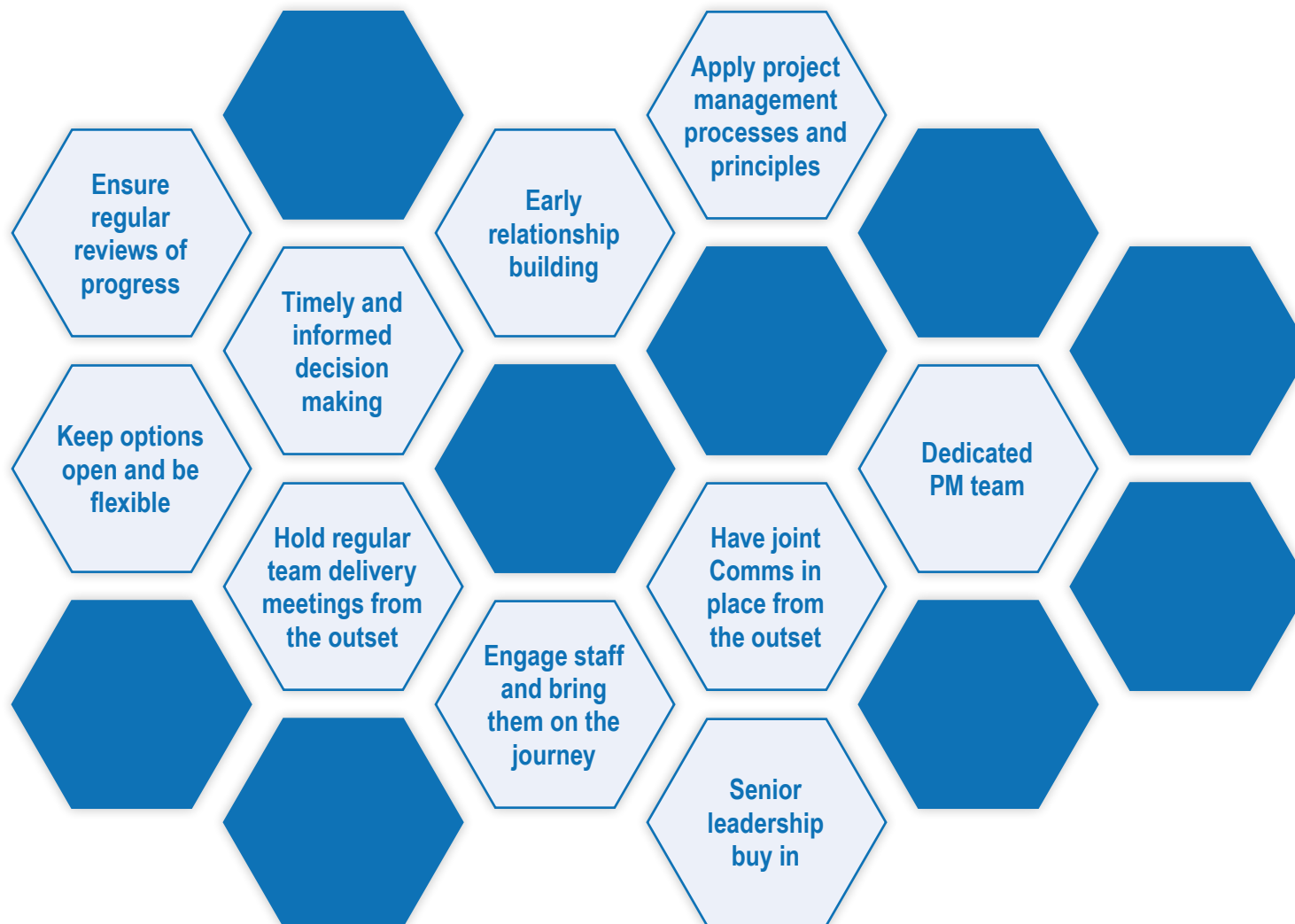
- What went well;
- Processes;
- People;
- Tools/technology;
- Information/communication;
- What would we do differently.

The highlights and priority lessons are bulleted, but the detailed lessons learned are captured in the tables that follow

- **Early relationship building** – As the project teams came from different organisations, it greatly assisted the project overall the early relationships that were formed;

- **Ensure dedicated Project Management support** – Where dedicated project managers were available this ensured a consistent approach;

- **Consistent IT support from organisations** – Once dedicated IT Support was provided from all organisations this was a real benefit to a complex piece of work;

- Timely and informed decision making at the appropriate times;

- **Engage staff and bring them on the journey** – The early engagement wherever possible worked well and was appreciated with staff;

- **Senior leadership buy in** – Early buy in from the partners senior management reinforced the political will for the projects to succeed;

- **Joint Comms** – Once Comms were joined up and regular this worked well to ensure consistent and timely messages;

- **Remain outcome focused and avoid blame** – The individuals on the projects all worked together to make sure that the outcome of the projects was achieved;

- **Apply project management processes and principles** – Consistent processes helped to keep the projects on track.

Key Learning Points – What **WE WOULD** do again next time – examples specific to the South Park project

Ensure regular reviews of progress

Apply project management processes and principles

Early relationship building

Timely and informed decision making

Keep options open and be flexible

Dedicated PM team

Hold regular team delivery meetings from the outset

Have joint Comms in place from the outset

Engage staff and bring them on the journey

Senior leadership buy in

Key Learning Points – What we would do **BETTER** next time, specific to South Park

- Ensure all requirements are included and not missed
- Ensure key people, such as Insurers and Clerk of Works are included earlier
- Have an project plans displayed in joint office
- Include a 'what is to be communicated' in Comms Plan
- Keep a settled project team in place throughout the duration
- Ensure the wellbeing support for the project team is in place
- All team members located in one office
- Ensure there is a clear vision and understood by all
- Ensure that support dept. engagement continues throughout
- Provided an ICT shared platform to support project delivery
- Truly understand the level of complexity with the project
- Ensure there is a response time to email requests

Shared Headquarters – Lessons Learnt

Issue	Impact, Mitigation and notes
It was not always possible to have expert people to work on the project when needed.	**Impact:** - This caused some delays to the planning and design process. **Mitigation:** Ensuring dedicated expertise able to devote sufficient time to properly identify requirements and give due consideration from the outset is crucial. **Notes:** Certainly at the early stages resources were not always available as they had responsibility for other projects. It was not until dedicated resources could be recruited to provide back-fill did this issue reduce. Providing a dedicated accountant (either full time or part-time) was another example where the project would have benefitted from such a resource for tracking spend and identifying whether there was any surplus budget available.
Pre-build feasibility studies, as a resource, must be given appropriate consideration to ensure the recommendations evaluated & tested so that flawed assumptions can be dealt with before they come to fruition.	**Impact:** - Once planning began regarding floor plans and available budget, significant revisions took place. Occupancy levels were not as generous as first assumed and the ability to support flexible & agile working was not in place, the refurbishment budgets did not flex to reflect this. **Mitigation:** - Check assumptions at the review stage with Facilities Management before work commences. **Notes:** Considerable time was devoted to identifying what changes to the space at Headquarters could provide. Certainly, some changes were positive with the removal of corridors on some floors providing better, spacious working spaces.
With multiple stakeholder organisations and multiple considerations (legal, building regulations, Information Technology etc.), understanding how their decision making and governance processes takes place and its impact on timescales must identified at the outset.	**Impact:** - A lack of knowledge about partner decision making processes and governance was evident and meant decisions and approvals could delay impacting on delivery. **Mitigation:** - Produce a governance chart that captures partner's Boards and decision making bodies, ensure it contains meeting frequency, attendee levels, decision paper submissions. **Notes:** This was certainly an issue and was due in part to the stretched nature of support resources and multiple meetings that were taking place at any one time. Resources were directed and attended project delivery team meetings to capture decisions and as a result the situation improved.

Shared Headquarters – Lessons Learnt

Issue	Impact, Mitigation and notes
Setting challenging timescales may appear bold, and then, compacting timescales still further puts the quality of delivery & utility of those facilities at significant risk.	**Impact:** - There was immense pressure commence the building work to fit in with the Police Innovation Fund payments when important supporting elements were not in place. **Mitigation:** - Ensure as many influencing factors are identified from the outset. **Notes:** As more partners become involved and are impacted, the level of complexity and degree of delay increases.
Ensuring project objectives, translating what will be delivered and managing expectations from senior officers to end users limits disappointment.	**Impact:** - There were at times misconceptions about what was happening at Nettleham which lead to confusion and disappointment. **Mitigation:** - Ensure plans and objectives are communicated with stakeholders and decision makers at times specified in the Communications Plan; - Emphasising the positive outcomes or progress is crucial in comms messages. **Notes:** This applied to staff from both Police and Fire & Rescue about what they could expect when they moved into their new offices.
Ensuring decisions made at all levels are shared in real time assists with ensuring confusion & hiatus are kept to an absolute minimum so that timescales can be achieved.	**Impact:** - Decisions having been made were not always communicated with those who needed to know. **Mitigation:** - Ensure there is an effective means of capturing decisions and then communicating to the appropriate people. **Notes:** This was certainly an issue and was due in part to the stretched nature of support resources and multiple meetings that were taking place at any one time. Resources were re-directed, meetings were prioritised and support staff attended project delivery team meetings to capture decisions and as a result the situation improved.

Shared Headquarters – Lessons Learnt

Issue	Impact, Mitigation and notes
Governance Arrangements – It was agreed the overarching single Business Area Lead responsible for reporting and directing activity on behalf of all partners has not worked.	**Impact:** - There were tensions when people tasked with delivery would not engage. **Mitigation:** - Ensure that those responsible to deliver work packages are fully aware and agree to report on their activity; - Where there are reporting issues, ensure they are escalated at the appropriate time and level so they can be dealt with; - Encourage all involved to respect project management principle, regardless of organisational position. **Notes:** This is due in part where other organisational managers viewing requests for updates or action as non-legitimate encroachment. Similarly Business Area Leads had no ability to place sanctions on individuals from other organisations who did not or would not comply, other than reporting non-compliance at a Programme Board. It was fortunate this was not a widespread problem, but confined to one individual. It did highlight how partner's deal differently in such situations.
Competing Organisational Objectives – The Blue Light Programme is by most standards & measures a large complex activity of work, but for some organisations, such as a county council, is but one of a number of 'big programmes'.	**Impact:** - This lead to tensions between people responsible for making programme decisions and those tasked with delivering them. At times the issue had to be escalated to the Steering Group. **Mitigation:** Agree the order of priorities from senior representatives responsible for overall delivery of programmes. **Notes:** For multi-agency programmes, a demand on expert resource is fierce and being able to call on that expertise for your programme may not be highest priority. This lesson must be factored in; Memorandum of Understanding or offering to pay for that resource at the outset can help with securing resources. That being said, there can be a lag, especially in the case of specialist or technical resources, of some months even when a budget is identified and made available and then resources are recruited and put in place.

Shared Headquarters – Lessons Learnt

Issue	Impact, Mitigation and notes
Use of Organisational & Expert Language – Where different organisations use different terms or phrases, it is recommended that a regularly updated glossary is used so to encourage shared understanding.	**Impact:** - For example, the term 'value engineering' lead to different interpretations and expectations from senior stakeholders who expected costs to be reduced. **Mitigation:** - Produce an agreed glossary of technical or expert terms for wider use among stakeholders to ensure understanding. **Notes:** This 'value engineering' term was often heard during the project and meant different things to different people. For some it meant a way to merely reduce the cost of a piece of work and for others it meant extracting the maximum benefit for budget.
Building flexibility & future proofing into the building design – it is often the case that building requirements are identified 'for the here & now' rather than looking to the future use of office or operational space. Future project should note this during the scoping stage of a project, such an approach may save money in the long run.	**Impact:** - There were opportunities to future proof parts of the building, but had to discounted and therefore were missed. **Mitigation:** Ensure current and future capital spending for building refurbishment are identified and incorporated where possible. **Notes:** There was one example where the 'undercroft' area below the building could have been converted into storage and office space, but was discounted to bring the budget in line with agreed spending. The undercroft conversion was later commissioned two years later. Future proofing a building is sensible, but has to take account of the organisation's current and future capital spending. Some pre-planned work (window and LED lighting) was able to be incorporated into refurbishment schedule. There is always a balance to be struck between wanting to incorporate last minute pieces of work and avoiding 'project scope creep' which is always a serious project risk.

Shared Control Room – Lessons Learnt

Issue	Impact, Mitigation and notes
Key members of the team changed throughout	**Impact:** - Knowledge from one member to the next was lost - Frustrations arose when early decisions had to be revisited **Mitigation:** - Handover meetings where previous agreements are revisited and all services are present - Clear and concise decisions log **Notes:** The long delay to the move because of Vision 4 greatly contributed to this and meant that there were more changes in personnel than would normally be expected within a project. There was some consistency in some of the project team members and this historic knowledge was valuable and assisted the project meetings. Early in the project, key relationships were formed between the two organisations which greatly assisted the project team. The joint meetings went well.
There was a lack of communications when there was little activity on the project	**Impact:** - At times it was unclear whose responsibility it was to communicate to staff - Staff were not briefed consistently - Rumours around the delay to the project were circulated **Mitigation:** - Joint communications plan to be implemented from the start of the project - Regular communications throughout the project – regardless of whether there has been any activity to prevent rumours **Notes:** Once responsibilities and a joint communications plan were agreed and established it worked well. Again the long delay to the move because of Vision 4 greatly contributed to the periods of no activity as there was no change.

Shared Control Room – Lessons Learnt

Issue	Impact, Mitigation and notes
The decision to delay the move until Vision 4 was implemented meant that the project was "stale" for quite with no activity happening.	**Impact:** - Revenue savings from shared facilities were not realised as early as expected - Closer interoperability working between the services within the SCR was not realised as early as expected - Early benefits were realised 2 years before LFR moved in - There was a lack of communications to some parties for a period of time **Mitigation:** - Ensure regular communications with all staff throughout to keep informed - Handover meetings where previous agreements are revisited **Notes:** Some of the benefits were realised quite early in the project, such as better welfare facilities for Police staff. Consequently some staff forgot that these benefits were due to the project.
The services work differently to each other	**Impact:** - Assumptions were made over which departments were responsible for what based on own organisations way of workings which led to the wrong people / departments being communicated and engaged with. **Mitigation:** - Clear responsibilities and different ways of working to be worked through and communicated at the start of the project. **Notes:** The good relationships formed at the start of the project greatly assisted with working together and helping each other.

Shared Control Room – Lessons Learnt

Issue	Impact, Mitigation and notes
LFR Silver Room was moved at short notice into the SCR at a crucial time in the South Park project delivery.	**Impact:** - Project resources did not have enough capacity required to dedicate to both projects which resulted in a rushed move of the LFR Silver room. This caused a feeling of uncertainty over the upcoming control room move. **Mitigation:** - Timely, joint planning sessions for all aspects of the projects so that all parties are aware of the work required and impact. **Notes:** Although the Silver Room move was rushed, it was implemented on time without any loss of service to LFR. Police were extremely accommodating in meeting the needs of LFR at short notice.
The original plan utilised all the space in the SCR and did not allow any room for growth for either organisation.	**Impact:** - The Police Control Room staff grew between the original plan and time of implementation with no room to expand - Police wanted to expand into space allocated to LFR **Mitigation:** - Ensure all parties are clear on the impact of co-locating 2 services into one space and the limits it places on future expansions. **Notes:** Whilst there is limited space for either service to expand in the SCR, neither service had much space to expand prior to the co-location. LFR Control Room have 5 desks within main Control Room in the SCR.
Whilst vetting is a mandatory requirement for Police, it was new to LFR and their ICT provider (Serco) were not contractually obliged to get vetted.	**Impact:** - Police staff spent a lot of time escorting Serco staff. This resulted in a feeling of unfairness from Police Staff **Mitigation:** - Clear communications to all parties on why organisations will not be vetted to ensure there are no feelings of resentment **Notes:** The Police vetting team and the LFR project team developed a good working relationship and overcame any potential issues quite easily and amicably. An ICT MOU was signed which agreed the process for escorting LFR staff and partners into the ICT areas.

Shared Control Room – Lessons Learnt

Issue	Impact, Mitigation and notes
Lack of understanding why LFR have some processes set up in a certain way; despite being in the same room, LP staff still have put in a telephone request to LFR to request an emergency response or to provide updates about live incidents. This is to ensure audibility. However LFR welcome face to face general queries however this has not been sufficiently communicated.	**Impact:** - Since moving in the process has made LP staff call into question the wisdom and operational purpose of moving LFR into the control room. **Mitigation:** - Before moving, LFR provide information in regards to their ways or working and guidance on operational working for Lincs Police & G4S control room staff. **Notes:** - There was a valid assumption prior to LFR that moving would not see any protocol changes, but being in the same room challenged this assumption. Levels of auditing and ability to scrutinise operational decisions and actions are accepted and LFR control operations and processes are no different. This lesson was strongly highlighted during a staff survey in September 2020. Several communications were sent to all staff covering aspects of the impending move, but not specifically related to operational practice.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
A lack of a clear vision, and sharing of that vision is essential.	**Impact:** -This meant there was no guiding vision which people could refer to when difficult issues or problems were encounter. **Mitigation:** Have a clearly communicated vision is essential. **Notes:** The programme and it's projects overarching business case objectives from the start, guiding principles developed over time, such as, 'no service will be disadvantaged as a result of a change', but there was no guiding vision for the project. Describing how what is being built or provided will be better has power to sustain and motivate in challenging times.
A lack access to designers and planners at critical stages.	**Impact:** - This meant there were delays to the process leading to constricted review times and a strain on working relationships. **Mitigation:** Stakeholders need more access to designers and planners throughout the design and implementation stages is essential. **Notes:** Despite the lack of designer and planners at certain times, when reviews did take place there were useful design changes to gates and the operational stores building.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
The entire project team was dispersed and led to the lack of joint, co-located team hampered crucial project interactions and delivery.	**Impact:** - The overall team was spread over different locations and this lead to frustrations as requests for information or clarification went unanswered from all sides. What trust and confidence was built up in the early stages was always being tested throughout the project. Decisions, sharing of plans and knowledge were delayed as a direct result of no shared of office space. - This issue also impacted on the teams ability to communicate. **Mitigation:** - Establish a co-located collaborative project office from the start that could accommodate and flex as the project team grew would have helped enormously. **Notes:** Although the stakeholder project team and Willmott Dixon team were located on the same site at South Park, at times it felt like they were located across the city. The two LCC senior project managers acting as liaison, between stakeholder and delivery teams, were located at different locations which often impeded information transfer and issue resolution. A shared office's walls, with visible project plans, timelines, priorities would have helped all concerned. The power of being in the same office cannot be underestimated.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
Regular change over of project team members at all levels throughout project delivery caused a great deal of disruption to delivery, continuity and effectiveness.	**Impact:** - Filling those roles would often take months, this meant decisions would not be taken, leading to drift and actual work not being carried out. This put strain on the remaining team members while they tried to main progress; - This also impacted on build requirements and specifications. **Mitigation:** - Consistency of people in roles – when people change, focusses change is important; - Where possible, provide tenure of role accompanied by proper succession planning to ensure seamless transition and handover; - Ensure adequate post delivery project and Programme resources are maintained until full closure has taken place. **Notes:** Roles affected were Programme Director, Business Support and Operational Business Leads. All organisations contributed to this issue. Sometimes personnel change was unforeseen or due to someone leaving the organisation, but on most occasions changes were intentional.
Don't underestimate the impact of a challenging project on an individual's wellbeing.	**Impact:** - The project placed sustained immense pressure on individual team members, this was compounded by the complexity and breadth of the project considerations. At staff found it difficult to operate at their best, hence, this affected individual performance and home life. **Mitigation:** - Ensure there is sufficient wellbeing support for all the project team; - Ensure suitable staff office accommodation is provided so staff can function effectively; - Ensure there is sufficient and effective resources to delivery the project. **Notes:** - Some of team had their normal 'day job' as well as their project role or other project managers had other projects to manage.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
Not recognising and planning for the complexities of multi-stakeholder project.	**Impact:** - Multiple components and considerations for South Park and the other programme projects, demanded more time from the resources than was available. Having individuals who were fully conversant with both the business and technical aspects were not available meant gaps developed or were not know until it was too late. **Mitigation:** - Identify, consider, plan and complete as many design and facility elements, not just building components, as possible and do this quickly. The more the 'knowns' are addressed quickly and dealing with the 'unknowns' as they become evident is crucial; - Having sufficient and prolonged resource support in place – the greater level of complexity requires the requisite level of solutions and resource made available. **Notes:** - Understanding how a new building will function and how people will interact with is crucial. It is not until a facilities expert is introduced to you realise the effect of design on behaviour. Making sure experts are brought in at the appropriate time is crucial and requires expert planning in its own right.
The LCC Insurer was not engaged with at an early stage to gain their input/consideration of risks. This also included notification of significant project lifetime changes notified to insurance during the build phase.	**Impact:** - Some risks were identified at much later stage creating concerns requiring increased levels of information and consideration. **Mitigation:** - Early engagement with insurers for prompt identification of potential risks and issues. **Notes:** This issue not only applied to insurers but also to early engagement with The Clerk of Works role, who assessed the build construction against the build standards. Some guidance as to what was acceptable when the build deadlines became under pressure.

Tri-Service Station – South Park – Lessons Learnt	
Issue	**Impact, Mitigation and notes**
The Police Innovation Funding (PIF) drove the project when it shouldn't have.	**Impact:** - Considerable effort needed to fulfil the PIF requirements, especially identifying expenditure and trying to achieve deadlines was a serious distraction when the focus should have been on developing considered business requirements. **Mitigation:** - Understand the drivers that strongly influences how the attention and activity of the project. **Notes:** The £7.5m PIF funding came with delivery and spending milestones attached. The entire delivery programme of work, of which included the new South Park station, was ambitious and challenging from the outset. PIF compliance also affected the building contracts at Headquarters and South Park. Other drivers were evident, negotiating a Heads of Terms, Collaboration and Lease Agreements for locations at the same time as developing detailed business/operational requirements, not contained in the business case, compounded the PIF requirements.
Ensure construction details are easily understood by all.	**Impact:** - Building terms would be used that were not understood by non building people and at best 'on the spot' explanations had to be provided. Sometimes people would feign understanding which would lead to complications. **Mitigation:** - Have a understandable common language translation of building technical terms; - Schedule early training/familiarisation session for stakeholders & business leads to ensure clear understanding of how a modern building is built; - Try to deploy operational people with some building knowledge into the appropriate area. **Notes:** There were occasions when building terms would be used that were not fully understood ('praticed' walls i.e. means load bearing walls) or different interpretations of what is meant by 'making good' a wall, created consternation by stakeholders on one occasion.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
Some requirements were missed or omitted from the building design and having a clear process for signing off and communicating design changes was not in place.	**Impact:** - Requirements were communicated but were missed at the design stage and as a result these were not included at the build stage. This lead to last minute changes to the build scheduled that introduced compromises, additional costs and time delays. **Mitigation:** - Clearly capture all requirements in a requirements document that is signed off at each stage to ensure requirements are not missed; - Ensure a clear process for communicating design changes is in place. **Notes:** There were examples of the design 'legends' not being updated in a timely manner.
At the planning stage separate stakeholder sessions would take place in isolation.	**Impact:** - Requirements and planning decisions would be taken insolation only for them to reviewed and revised when the impact on other stakeholders became apparent. This would lead to changes affecting the build scheduled. **Mitigation:** - Consider collaborative planning with all key stakeholders takes place regularly, particularly at early planning and design stage; - Consider whether some meetings had to be held in 'closed session' as decisions could be made in isolation and impacting on other partner's area. **Notes:** There were occasions when joint planning sessions would be scheduled only for key people not to attend due to the demands of their 'day job' taking priority – the case of operational officers the service takes precedence.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
No overall collaborative 'all encompassing' project plan impeded knowledge and information transfer.	**Impact:** - It was a challenge to know where the project was in relation to it's overall delivery and therefore, assess progress. Delays or requests for change could not be mapped and the impact on delivery critical path was not always evident. **Mitigation:** - Develop a collaborative project plan that covers delivery stages will enable relevant stakeholders to follow progress and identify the critical path. **Notes:** Although the project teams had project plans we these were maintained in isolation and not shared without other stakeholders. This issue was compounded by the lack of a shared folder, accessible to all stakeholders. It is acknowledged that such an all encompassing would require disciplined version control to ensure it was up to date. The power of the visual project plan cannot be underestimated.
Key decisions not always captured in the Decisions Log or communicated to other stakeholders.	**Impact:** - In some cases, this meant a contradictory decision could be made that then when the impact became apparent, the decision required revisiting. **Mitigation:** - Effectively capture key decisions and ensure everyone can access them; - Ensure sufficient programme resources are in place to attend and support as many planning, requirement and team meetings as possible; - Ensure there is file sharing platform is available to team members. **Notes:** Although there was a decisions log kept throughout the programme, it was not always at the forefront of team members or actual decision makers to notify other stakeholders or the programme office of decisions being made. In many ways it is as much about discipline as it is about having an effective decisions capture.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
Not all requirements were clearly relayed to the delivery (contractors) team.	**Impact:** - This meant a degree of interpretation and assumption was made by the delivery team which in some cases was not what was required. The effect was once plans were prepared or work had commenced, last minute or immediate changes or workarounds had to be implemented that attracted additional costs or introduced delays to the schedule. **Mitigation:** - Ensure stakeholder requirements are clearly relayed to delivery team. This requires a process of testing understanding and questioning to eliminate assumption. **Notes:** This was an issue throughout the project and was addressed one occasion with limited success, but also could introduce an a degree of assumption and interpretation as a requirement went from stakeholder, through the project management onto the delivery team. Only when the building became available to project team stakeholders and delivery team to occupy the same space did open lines of communication develop to resolve 'snagging' issues.
Not all stakeholder requirements were clearly understood, similarly not all technical constraints were understood by stakeholders.	**Impact:** - This meant a degree of interpretation and assumption was made by stakeholders or the delivery team, which in some cases provided confused solutions. The effect was once plans were prepared or work had commenced, last minute or immediate changes or workarounds had to be implemented that attracted additional costs or introduced delays to the schedule. **Mitigation:** - Allow time and space for challenge and understanding of technical aspects This requires a process of testing understanding and questioning to eliminate assumption which should be viewed as positive. **Notes:** Again, the issue of shared, understood language is critical to effective delivery of user requirements. This applies not just to operational business leads but to subject matter experts (SMEs) brought in to provide a technical/operational perspective. Once a shared understanding is achieved this must be captured, reviewed and signed off.

Tri-Service Station – South Park – Lessons Learnt

Issue	Impact, Mitigation and notes
The primary issue email correspondence and providing timely replies to requests for information or acknowledging receipt of an email. Sometimes there would be no response to a question.	**Impact:** - Trust, confidence and motive would be called into question. Repeat emails would be sent and this would prove distracting and a focal point for negative conclusions, when a perfectly reasonable and legitimate explanation would be the case. In some cases stakeholders would circumvent the agreed communication process to obtain answers. **Mitigation:** - Establish trusted communications at all times between all users. This can be achieved by agreeing between stakeholders to provide a 'holding' or acknowledging email while information or clarification is sought. **Notes:** This was a recurring issue and attempts to address and resolve it were put in place with limited success. This whole issue was a direct result of the compacted delivery timescales and lack of a co-located team office.
Lack of a shared IT platform to manage communications, change, etc. in some cases hampered effective communication and knowledge transfer.	**Impact:** - For the most part, the EWN were raised too late for effective solutions to be found. This had a significant on the build stage but also eroded trust at crucial times. This late notice of an issue would then introduce delay, operational disruption and cost to build. **Mitigation:** - Implement a shared IT platform that allows folder access, so that version controlled drawings, project plans and documents are available to multi-agency stakeholders and project team. **Notes:** Despite initial attempts to create a shared folder on the police and council networks, it was not possible, due to network security restrictions from both partners which could not be technically resolved. Either the programme folder was held on the police or the council networks, the programme did try to share documents but this eventually became unsustainable and represented a degree of duplication of effort. Therefore, the police network was used to store stakeholder documents, not contractor delivery documents.

Wider Estates Lessons Learnt

Issue	Impact, Mitigation and notes
Some sites was discounted from co-location on account of a site only cost analysis rather than within the round of potential savings.	**Impact:** - This was a missed opportunity to develop closer working relationships between Fire & Rescue and Police in the north of Lincoln. **Mitigation:** - Ensure that a fully collaborative criteria is considered before sites for co-locations are discounted; - Where police locations are being considered, the Office of the Police and Crime Commissioner is consulted. **Notes:** The location in question was 'North Box' in Lincoln. Considerable time and effort was put into identifying the costs and benefits. Plans included improved public access, increased car parking, access to better gym facilities, better interview/statement rooms were all features, but the proposed co-location was rejected on cost alone.

Wider Integration and Interoperability (WII) Lessons Learnt

Issue	Impact, Mitigation and notes
Despite a great deal of enthusiasm from senior partners, there were too many project and initiatives that could be supported with the resources available.	**Impact:** - WII struggled to achieve sustained partner support when other projects demanded resources. The programme resources were not available, especially when the other programme project's were inflight. This had a demoralising effect and degraded the value of the overall WII project. **Mitigation:** - Focus on two or three key projects or collaborative initiatives when resources are made available; - Ensure partners provide dedicated resources to support projects or initiatives that are approved. **Notes:** When the new Collaboration Delivery Group approved in September 2020 and tasked with taking over collaborative initiatives, this lesson the central focus of the group; the number of projects was reduced from twenty-six down to six, and these were further prioritised dependent on resources. Therefore the lesson was learned and accepted by partners.

Programme Management Office (PMO) Lessons Learnt

Issue	Impact, Mitigation and notes
Not only was there a high turnover of project team members, this happened at the senior officer level to, which caused a great deal of disruption to delivery, continuity and effectiveness.	**Impact:** - In some cases, filling those roles would often take months, this meant decisions would not be taken, leading to drift and actual work not being carried out or new incumbents would wish to review previous decisions. This put strain on those managing the delivery of the projects; - This also impacted on build requirements and specifications. **Mitigation:** - Consistency of people in roles – when people change, focusses change is important; - Where possible, provide tenure of role accompanied by proper succession planning to ensure seamless transition and handover; **Notes:** Roles affected were Senior Responsible Officer, senior organisational representatives and Programme Director. All organisations contributed to this issue. Sometimes personnel change was unforeseen or due to someone leaving the organisation or moving to another portfolio, but on most occasions changes were intentional.
The time involved in providing financial support to the programme has been extensive and challenging alongside existing day jobs.	**Impact:** - This has put excessive pressure on key financial staff to capture and manage expenditure across a range of programme projects. This has meant significant time has had to be devoted by senior people to the Blue Light programme as well as managing other high priority financial reporting activity. **Mitigation:** - Factor in at an early stage, adequate financial management resource capacity through secondment or transfer. - Ensure those resources are dedicated, so they can devote all their time to the financial planning, governance and expenditure capture. **Notes:** An attempt was made to recruit a part time resource to provide continuous finance support to the programme, but this attracted only one applicant who, following interview, was rejected.

To conclude this section, during the lessons learned process for the South Park project, the Programme Team adopted the concept of *'If we were to build a new 'North Park' station, knowing what we now know, what would we do differently?'* this certainly helped focus minds in producing the learning. There is much learning to share.

3.5 Addressing Core Principles

3.5.1 Building Relationships

Building relationships comes in many guises, after the Shared Headquarters project was delivered, a 'identifying cultural barriers' session was held by business leads and the PMO to try to predict where cultural issues might arise once all three services were co-locating at South Park. The session certainly helped identify were the pinch points may be such as attitudes to shared areas and facilities, such as, the kitchen, the quiet room, service visitors, the atrium rest area, shared vehicles washing areas, staff car parking, use of the gymnasium and meeting rooms etiquette were all considerations. It was noted that Fire & Rescue treat their station as almost a 'home from home' whereas police and EMAS staff are more transient when using facilitates. Another example was site security, police are naturally security conscious, by working in closer proximity with the police, EMAS staff have become more aware of the importance of maintaining site security, which was basic knowledge previously. They have taken this further learning on board to ensure that vital facilities, and potentially sensitive information held at South Park, is protected from intruders.

Due to the joint endeavor, business and subject matter experts developed strong working relationship over the period and often found themselves working on several blue light projects, examples included organisational health & safety and facilities management representatives. This helped as working relationships would be built up over time. Another important area was that of blended projects within the Programme. From the outset, the degree of Programme and project maturity among partners was at different levels and to further the common goal sharing of management documents and templates took place. This was appreciated and a degree of organisational learning and document adaption has taken place. Examples include lessons learned and business benefit capture.

Providing essential facilities management to support the operational staff has required levels of collaboration between emergency services partners and their strategic partners. New service contract agreements and responsibilities had to be negotiated, with the accompanying finance re-charge & budget coding, and dealing with service call processes all had to be arranged before the different co-locations could take place.

The use of weekly programme team meetings was central throughout the duration which enabled early indication of risks or issues, helped prepare for Steering Group, Programme Board and Project meetings as well as developing delivery group cohesion and welfare support.

The Lincolnshire Police Family Day has been extended to include the involvement of Lincolnshire Fire & Rescue and wider partner agencies. This is an opportunity for families of serving and former police officers, police staff and fire fighters to learn about the work of the services and enjoy activities including the police versus fire trophy competition.

At the operational level, the report has highlighted the multiple interactions and relationship building that has and continues to take place as the projects are delivered. At South Park, the EMAS and Fire & Rescue divisional and administration staff share an office, which again builds familiarity and strong working relationships. There is still some learning from the Programme Team around effective communications and building relationships at all levels but overall, the communication strategy was efficient and well-received throughout the process. The key learning is to ensure that where there is an assumption that key messaging has been received and is known and confirmed by all personnel. There have been examples where policies, for example in custody, have not been relayed to all regular staff, new starters, or those who cover at the suite. This has led to some misunderstanding of the use of equipment which had to be reiterated to all staff.

There have also been some minor examples of misunderstanding between services where it

is unknown that equipment was being shared between services or how a service might operate in protecting vulnerable persons. This has led to management discussions and emails but has highlighted the need for open challenge and discussions between all ranks and levels across organisations, ultimately leading to greater understanding.

Overall, though, effective relationships have been developed across the site and building on emerging opportunities to increase this in the future, including a future-proofed TEO, to allow for multi-service working and options to remove security barriers & access control to generate a greater freedom of movement between departments and services. The following example highlights one of the benefits of working in the same building as colleagues from other services.

> *Certainly, there has been at least a couple of serious incidents of potential violence where we have needed to speak to paramedics who first attended the casualty have been made far more straightforward for us. I have personally been stood in the CID office when we have had the paramedics in there with officers who have quickly been able to clarify injuries, what exactly was said by the casualty and crucially iron out any ambiguities.*

Detective Inspector Dave Harrop

3.5.2 Shared Vision

There have been Memoranda of Understanding and Terms of Reference agreed and a Symposium event for senior officers and elected officials to identify future collaborative pursuits, but little evidence of an official shared vision. That being said, at times of challenge and difficult issues to resolve, those involved often reminded each other what the ultimate goal was, namely delivering projects that would provide a better service to the public, improved environments for operational staff and enhanced operational capability.

The overriding guiding principle was 'no partner will be materially worse off as a result of collaboration'. Generally, this principle was implemented at a programme and project implementation level but could only be meaningfully assessed and tested once operational & support staff occupied their new surrounds. This is assessment is covered in other sections.

Early in the scoping exercise there was a desire from partners to investigate and develop a shared ICT strategy for South Park. Several meetings took place to consider the feasibility and options, but technical challenges had already been experienced; providing a shared programme management folder for the team proved almost impossible, and at the Shared Headquarters and control room the best

that could be achieved was partners sharing server rooms. The consensus was significant time, budget and technical resources would be required to develop the infrastructure and security needed, and with project delivery being the primary focus, the vision of shared network was eventually discounted. However, with Microsoft Office 365 there may be opportunities in the future to provide shared folders within a multi-organisational setting.

3.5.3 Governance Architecture

For the complexity of the Programme and all its stakeholders, governance structures were essential to manage and agree on all activity. The table below sets out the levels of decision-making responsibility.

Programme Role	Responsibility
Sounding Board	This group provides any political steer when called upon.
Steering Group	Reports to Sounding Board when needed. This group provides high-level investment decisions and is the conduit for political communication and decision requirements.
Programme Board	Reports to Steering Group. Driving force behind the programme, providing investment decisions and top-level endorsement for the rationale and objectives of the programme.
Programme Management Office	Reports to Programme Board and Steering Group. Information and maintenance of programme and project management standards.
Projects	Reports to Programme Board and Programme Office. Tasked with the delivery of their project, ensuring time, cost quality criteria, and business benefits are identified and met.

From the outset the Steering Group was central to setting in place the key documents such as Heads of Terms, the Collaboration Agreement and site Lease Agreements required significant and concentrated effort on the part of partners to carry out the necessary due diligence, identify the effect on business and in many cases deal with issues that emerged as the business impact and new arrangements had to be put in place. This effort increased as intervention, concession and direction had to be given to legal representatives from senior officers and Directors as the issues became more wide-ranging. The impact of this cannot be underestimated as 'off the shelf' agreements or completed templates were not readily available. Having consulted with the political Sounding Board, where necessary, Steering Group had the responsibility for agreeing significant additional spending.

Once these legal documents and budgets were in place, the Programme Board played a central role in monitoring and agreeing project actions and raising & escalating issues with the Steering Group as well as providing guidance for the projects.

All the projects had relatively high levels of interdependency, complexity and in some cases overall governance was overseen in different organisations. This was designed at the early stage of the Programme. Different projects were led by different partners on account of their perceived strengths, for example:

Partner	Project	Strength or area of expertise
Lincolnshire Police	Police and Fire & Rescue Shared Headquarters	Resident partner at Nettleham and had considerable experience of site refurbishment.
Lincolnshire Police	Shared Police and Fire & Rescue Control Room	Resident partner at Nettleham and had considerable experience of site refurbishment.
Lincolnshire County Council	South Park Tri-Service Station	Resident partner at South Park, considerable experience at using national procurement frameworks and managing construction projects.
Lincolnshire County Council	Wider Estates	Considerable experience of promoting co-location through the One Public Estate structure.
Lincolnshire Fire & Rescue	Wider Integration and Interoperability	Long standing links with emergency services and partner agencies.

With the Wider Integration & Interoperability project, it did experience specific challenges within the governance structure. Whilst there were updates and successes reported on during the programme board, often these were quick win informal collaborations.

With WII not being a central part of the programme, other more critical work often took precedence leading to slow development of proposals and fatigue in the discussion of potential concepts.

With the larger concepts, there was a clear rejection fatigue when ideas and concepts, developed to a full business case, were then rejected; meaning that any desire to work on other larger scale WII projects were often dismissed and therefore, opportunities potentially missed.

Individual ideas were often seen in their singularity rather than as part of the project. This led to individual projects being dismissed rather than being analysed alongside other concepts where demand management could be balanced.

3.5.4 Shared Decision Making

Within the programme governance, shared decision making takes place at the various scheduled meeting levels.

Joint Executive Group Meetings: A joint executive group was set up between the Chief Officers and Senior Managers from Lincolnshire Police and the Chief Officers and Managers from Lincolnshire Fire & Rescue to look at sharing ideas and resolving any issues that may have arose in the new working environment. These meetings continue to

provide the opportunity to discuss areas of mutual interest, and most importantly, sends a message out to the two organisations that collaboration is supported and encouraged at the highest level.

Relate to wider integration and interoperability, strategic governance proved to be a challenge within each individual organisation. There were occasions where projects were conducted at a mid-management level only to be blocked at executive level. There were complexities in both Lincolnshire Police (private sector involvement from G4S with contracts for several departments and work-streams) and EMAS (governance from a central location, EMAS is an amalgamation of several local county ambulance services) which could slow down the decision-making process.

There has been some shared decision making where it concerns occupancy at co-located sites, for example, the shared decision to install a glass partition within the Shared Control Room as a result of consultation and staff feedback.

During the Shared Control Room, South Park and Shared Headquarters project small 'task and finish' groups were set up to consider operational challenges or how shared areas would work, these in turn, provided shared and mutually agreeable decisions.

There is a requirement to keep an overall vision that encompasses both the bigger goal and completion of the programme of works

but takes into account the smaller issues which have the potential to derail or disrupt the momentum flow during the timeline of the project. For Lincolnshire this included, discussions around vetting, security and access control; changes of design from national leads and more locally; as well as naming conventions (in the end deciding to name alphabetically, according to service). With each of these there was later recognition about their impact and smaller bitesize collaborations need to be considered in the design, planning and business case stage to ensure mutual understanding throughout.

3.5.5 Effective Use of Resources

One of the main principles of collaboration was the better and more efficient use and sharing of resources where possible across all emergency services. This section considers this principle both with regards to the Programme Team as well as the wider emergency services.

Within the new buildings there has been some evidence of teams working together and sharing knowledge between services. This has included the Police Alcohol Licensing Team working more closely with Fire Safety and Building Safety advisors on joint visits to licensed premises. We have also seen the sharing of knowledge around rope and water rescue training and an increased understanding of the responsibilities of each service. This has led to the shared debriefing of incidents as

well as a better understanding of the roles of each service during multi-agency incidents. As predicted through the Shared Control Room, it is hoped that by having controllers from both services working together will encourage the effective deployment of resources to shared incidents.

As with other aspects of the Programme, this aspect is one that needs continual work into the future and post-project as well. It is anticipated through the Building Liaison Group and Joint Executive Group that knowledge sharing and the effective use of resources will continue in the future.

Having representatives from each service in the Programme Team was useful to ensuring the requirements were met in developing shared buildings and locations. There were challenges, however, mainly centred on operational necessity within each service, which saw some resources withdrawn and redeployed too early, affecting the delivery of the initial programme and some of the aftercare, which may have alleviated some of the post move issues as the business moved into a 'business as usual' model. This was seen with regards some of the operational delivery in the South Park building following the decant into the building including finishing installing some ICT requirements and ensuring the smooth handover to service leads. This situation was also replicated within services with changes in key roles from stakeholders who were assisting with the design. This included changes in

custody leads and area commanders in other services when roles changed. This meant that there were some changes of requirements or recommendations which impacted on the design and added cost to the Programme of Works. Awareness as well of service changes and legislative changes is also critical in this regard. As the design and build progresses there are likely to be changes in service requirements or national requirements (Home Office designs and recommendations) that can impact on changes. Having a team aware of these impending alterations can alleviate and minimise future costs.

The learning from this area is covered within the recommendations and conclusions section, which offers a future guide for other emergency services considering collaboration.

3.5.6 Realistic timelines and delivery pathway

For the early to middle part of the Programme the Police Innovation Fund delivery timelines dictated activity, and on reflection, the collective view is the timelines were too ambitious. The Shared Headquarters was achieved on time, the Wider Estates and Wider Integration & Interoperability projects were open ended, but the South Park and Shared Control Room projects proved to be unachievable for a host of reasons.

As the report has illustrated there are many ways to deliver collaborative projects through national frameworks and existing local agreements, but the key elements to successful delivery is ensuring sufficient financial and staff resources are made available, and if there are additional requirements or there is a reliance on national infrastructure projects the impact and risk at the local level increases significantly.

3.5.7 Trust

Trust is built successful interaction and delivery at an individual level. With such a diverse Programme of activity there were multiple areas that could impact on developing trust. Within the Programme experience a clear distinction can be made between trust between the emergency services at all levels, and trust between the services and their contactors & suppliers. Developing this trust is based on delivering on commitments and promises that are made. Professional trust between at the operational level, when attending an incident, is a given. There is no doubt that co-locating the three services introduces opportunities to develop or erode trust, and perceptions can emerge from the actions of an individual. This is where organisational culture and individual leadership comes to the fore. Trust also must be placed in the ability of management to positively

At South Park, with the project having delivered and moved to business as usual,

a quarterly Building User Group (BUG) was conceived and implemented in November 2019, LCC representatives chair and host the BUG, which provides the three services the opportunity to raise issues and items of mutual interest to management and staff, alike.

3.5.8 Service Identity

Within planned co-location of staff there is always the concern one service will lose its identity. In Shared Headquarters survey, 88% of staff did not report any diminishing of service identify as a result of co-location, this response was repeated in Shared Control Room and South Park surveys which is reassuring.

For partners that previously owned their own buildings, such as Police and EMAS, and moving into a new building where they became tenants of Lincolnshire County Council and having to seek permission to make changes to their areas/offices required time to come to terms with. Police have found these new constraints a challenge as they are used to making changes to a building's infrastructure at will. Some concessions have been made especially in the areas where police activity is sensitive is allowed.

	2016		2017				2018				2019				2020
	Autumn	Winter	Spring	Summer	Autumn	Winter	Spring	Summer	Autumn	Winter	Spring	Summer	Autumn	Winter	Spring
Shared Headquarters - Planned Duration	Sept		April												
Shared Headquarters - Actual Duration	Sept		April												
Shared Control Room - Planned Duration	Sept				Sept										
Shared Control Room - Actual Duration	Sept														March
Tri-Service Station - Planned Duration			April				April								
Tri-Service Station - Actual Duration				August									Nov		
Wider Estates - Planned Duration	August							August							
Wider Estates - Actual Duration	August							August							
Wider Integration & Interoperability - Commenced, suspended, and recommenced September 2020			January								April				

3.5.9 Communication and Engagement

The Programme attracted considerable interest, with South Park being at the forefront of that interest. As old the buildings were being demolished and the new station emerged from the rubble, it was not just the media, but the public and staff alike, became keen to know more the new station.

Public engagement took the form of two open sessions showcasing the site plans at the design and planning application stage, hosted by the LCC's Community Engagement Team. The PMO expected more to made of the release of bailed people from custody or the registered sex offenders attending weekly Town Enquiry Office (TEO) sign-ins, but this did not materialise.

Willmott Dixon participated in the National Construction Week and witnessed many people registering to look around in 2019. The Programme members attended each session to hear what the public had to say about the new building, which was overall supportive.

Where possible pre-move staff questionnaires helped to inform the communication approach and identify what was causing concern or apprehension.

There are three adjacent schools at South Park, and these were visited regularly. A picture competition was held, and the winner and runner up had their winning entries put onto canvas and displayed in the TEO in time for when the station opened to the public. A series of visits were set up for school children for Spring 2020, but these had to be postponed due to COVID 19 considerations.

For all staff affected by the moves, regular meetings and updates were produced to keep them informed. Where statutory consultation periods were needed these were observed until any move could take place.

As each service prepared to move in, familarisation visits took place which proved to be value for identifying small changes that could be incorporated or assisted the decant planning process. These also generated for the most part a sense of excitement and reassurance once people could get a feel for their new surroundings.

Since all services have moved into South Park, although figures are not available before the move, there has been an increase in the average footfall of TEO visits, between 296 to 473 per week in November 2019 and February 2020). This can be attributed to the fact that South Park provides limited free public parking spaces, whereas West Parade did not. Even though the new station is not in the centre of Lincoln, it is considerably easier for the general public to get to via car or public transport. With the redeployment of the Bracebridge Health TEO staff to South Park, this extra demand has been covered. It should be noted, members of the public do not visit EMAS and Fire & Rescue do not receive many callers. The new station as well has allowed for a shift in policy to support increased voluntary interviews with suspects under investigations; formal police appointments to be held from the station; and for vulnerable victims to be better protected when attending the station (closed reporting and holding room). These areas are also more effective for those with reporting conditions as required by the police or courts.

As the delivery timelines slipped and challenges to design requirements surfaced at South Park, two project reset sessions were held to address issues and provide a workable way forward. These turned out to be helpful and renewed the sense of shared purpose among those responsible for delivery. Certainly, these slippages had to be communicated out to wider stakeholders but was used as an opportunity to provide additional updates for them.

3.6 Future Developments

Under the previous Programme structure the build and co-location projects were delivered, a re-evaluation and prioritization were conducted in June and July 2020 to determine the future direction of the Programme. The result was the Steering Group remains in place overseeing the overall Lincolnshire Blue Light Programme but has also seen the development

of the Collaboration Delivery Group (CDG) to encourage and assess interoperability and wider estate initiatives. Taking the lessons learned from the WII and WE projects, the TDG will only focus on a small number of initiatives at any one time. Future collaborative development includes:

- Develop information sharing around intelligence, data sets and property markers and flags;

- Develop Interorganisation training opportunities;

- Investigate shared training facilities (Waddington).

3.7 Conclusion and Recommendations

With the delivery of the PIF approved the projects, Lincolnshire has seen several improvements to emergency services building infrastructure that benefits and provides improved services the local communities and

Overall, the experience in Lincolnshire can act as a guide for others on both the benefits and challenges of an interoperability programme. Work also continues in Lincolnshire on other projects with an overall aim of ensuring that

people who contact any emergency service can access all partners where their needs require. Additionally, as emergency services develop working relationships in shared buildings, we are likely to see an increase in informal collaboration. WII has the potential to extend beyond the tenure of the programme and become an informal and organic project for all emergency services in Lincolnshire. The full understanding and evaluation of such a project may only be achievable after a few additional years or formal and informal collaboration.

For other areas considering collaboration, there are several key recommendations, which have emerged from the Lincolnshire experience. The following covers some of these but is by no means exhaustive:

- Ensure a settled Programme Team throughout the full lifecycle of the project to ensure consistency in decision making;

- Ensure a clear pathway of information allowing for assumptions to be challenged and confirmed;

- Maintain a clear governance structure and establish clear working relationships with all parties. These relationships should be refreshed as required;

- Allow for a flexible structure of collaboration which may start with one vision but allows

for changes as requirements are amended throughout each project. This may also include having a sliding and scalable budget which can be moved between projects as required;

- Establish clear learning from each project strand that can feed into others;

- Ensure there is a direct pathway for a move into business as usual which allows for an organic structure of continued collaboration;

- At the beginning of a collaboration Programme establish a framework of opportunity between services through a model such as the Symposium which can allow project ideas to emerge which can then be developed, tested and amended throughout the project lifecycle;

- Allow for organic cultural change to emerge through the sharing of knowledge between services;

- Ensure continuities are in place for changes to sliding timescales of completion;

- Emphasise the bigger goal when dealing with smaller items or tasks, for example, becoming pre-occupied with the minute detail for access control or naming conventions, which can impact on delivery.

Section 4: Supporting Material

4.1 Nominations and Awards

The South Park building was nominated for several awards, these included:

- **Greater Lincolnshire Construction and Property Awards: Lincs Chamber of Commerce** – Dev Project over 5 million – Winners

- **Royal Institute Chartered Surveys (RICS) Social Impact East Midlands Digital Awards 2019/20** – Runners up the Infrastructure category for having a positive impact and adding value to society

- **Government Property Awards 2020** – 'One Team' Award Category – Winners

- **Constructing Excellence East Midlands** – Project of the Year – category – result pending

- **SPACES Insider East Midlands** – EMPD - Project of the Year – category – Finalist

4.2 Appendices

4.2.1 Appendix One: Independent Evaluation of the Lincolnshire Blue Light Programme

Please see Appendix One attached.

4.2.2 Appendix Two: Site by Site Cost Comparisons

Fire Control Room Comparison	
South Park	13,298
Nettleham	2,137
Total Positive/Negative	**£11,161**

Police Station Comparison	
West Parade	293,852
South Park⁺	321,915
Total Positive/Negative	**-£28,063**

Fire Station Comparison	
South Park (old)	46,995
South Park (new)*⁺	217,672
Total Positive/Negative	**-£170,677**

Fire Headquarters Comparison	
South Park	44,696
Nettleham	81,727
Total Positive/Negative	**-£37,031**

Ambulance Station Comparison	
South Park (old)	30,023
South Park (new)⁺	21,706
Total Positive/Negative	**£8,317**

Other Location Utilities Savings	
Sleaford colocation savings	120,000
Nettleham Police savings LFR contribution	81,727
Bracebridge Heath disposal savings	8,700
Total Positive/Negative	**£128,700**

These figures provide a comparison between what partners used to pay for utilities, facilities management and business rates. Partners contribute to South Park based on varying floor space percentages for different areas, for instance, in the main building the amount is Police 78.10%, EMAS 5.8% and Fire 16.10%, with stores, shared and external areas being charged differently. Partners also have additional requirements which can attract higher charges, for example, the custody suite can be higher than office cleaning.

*The business rates figure is currently being queried with The Valuations Office – the old station business rates in the final year were £37,137.

† Utilities and facilities charges based on 10 months actual figures and final two months predicted based on the previous 10 months to provide an overall figure.

4.2.3 Appendix Three: Former Stations and South Park Campus Utility Costs and Emissions Comparison

Previous Use	Commodity Totals	Consumption (kWh & m3)	Emissions (TCO2e)	Current Use	Commodity Totals	Consumption (kWh & m3)	Emissions (TCO2e)
Electricity	£134,235	1,029,113	424	Electricity	£145,067	1,055,815	435
Gas	60,568	2,002,786	379.6	Gas	£6,167	207,295	38.1
Water	12,180	4,118	1.4	Water	12,166	4,244	1.5
	£206,983		**805**		**£163,400**		**474.6**
					-£43,583		**-330.4**
					-21%		**-41%**

Notes

Data from Benchmarks (DEC, etc)   Costs have been uplifted to current rates

▶ Consumption for Lincoln Emergency Planning & Fire Station taken from 2016/2017 (Last Full FY)

▶ Carbon Emission Factors fixed to LCC's CMPIII Baseline Year (2016/2017) for all Emissions

▶ Data up to June 2020 - 9 out of 12 months of Police occupation on the South Park Campus

Appendix Three illustrates the reduced running costs for South Park.

### 4.2.4 Appendix Four: SCAPE Framework Comparison Target of Labour Use and Spend Within Local Community

SCAPE Target	Local Materials and Services Spend Achieved
20%	59.6% within 10 miles
40%	60.4% within 20 miles
75%	85.9% within 40 miles

SCAPE Target	Local Labour Spend Achieved
20%	21.7% within 10 miles
40%	41.6% within 20 miles
75%	79.2 % within 40 miles

Cumulative figures taken from Willmott Dixon's MiProject database 31.01.2020.

Appendix Four illustrates the amount of money spent on labour and materials within certain a radius.

4.2.5 Appendix Five: Wider Estates Police Drop-in stations and North Box station
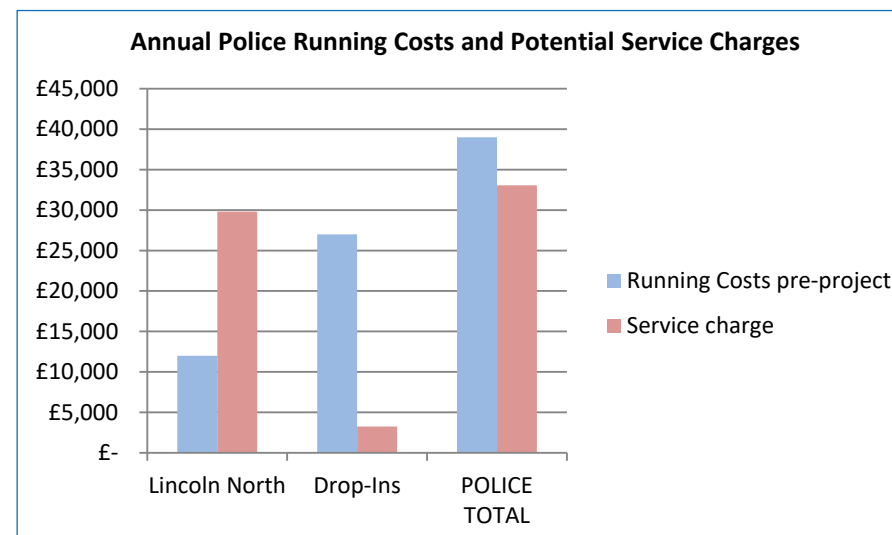
These figures relate to potential drop-in police centres within Lincolnshire.

4.3 Glossary

Opportunity for Loss: An 'opportunity for loss' is an example of when an objective or project product is not delivered, reasons can include lack or withdrawal of resources, refocused organisation/programme activity or loss of political/senior officer support.

Value Engineering: is a systematic, organized approach to providing necessary functions in a project at the lowest cost. Value engineering promotes the substitution of materials and methods with less expensive alternatives, without sacrificing functionality.

4.4 Abbreviations

Anacronym	Meaning
ASB	Anti-Social Behaviour
BUG	Building User Group
CDG	Collaboration Delivery Group
CJL&D	Criminal Justice Liaison and Diversion Service
CSI	Crime Scene Investigation
EMAS	East Midlands Ambulance Service
ES	Emergency Service/s
EWN	Early Warning Notice

Anacronym	Meaning
KPI	Key Performance Indicator
LCC	Lincolnshire County Council
LFR	Lincolnshire Fire & Rescue
MOU	Memorandum of Understanding
PCSO	Police Community Support Officer
PIF	Police Innovation Fund
PMO	Programme Management Office
SCR	Shared Control Room
SHQ	Shared Headquarters
SMEs	Subject Matter Experts
TEO	Town Enquiry Office
VfM	Value for Money
WE	Wider Estates
WII	Wider Integration & Interoperability

4.5 Attribution

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4.7 Review Control

Review Control		
Review Date (& Version)	**Reviewed by**	**Activity**
Up to 23.10.2020 (V0.1-v0.6)	Pete Dyer & Lee Johnson	Pre-operational drafting
27.10.2020 (V0.7-v0.12)	Operational and other stakeholders	Operational and stakeholder draft review and amendments made.
09.11.20 (V0.13)	Critical Friend	Review of the draft report to allow the CF report to be produced.
13.11.20 (V0.15)	Steering Group members	Pre-Steering Group Meeting review and amendments made. Critical Friend report observations added as a CF separate report.
From 21.12.20 to 01.07.21 (V1.0)	Steering Group	Signed off.
(V2.0)	Home Office Police Strategy & Reform Unit	Review and agree for wider distribution.

4.8 Further Project Photographs

Please see additional project photographs on the following page.