



Buckinghamshire & Milton Keynes Fire Authority

MEETING	Executive Committee
DATE OF MEETING	3 February 2016
OFFICER	Julian Parsons, Head of Service Development
LEAD MEMBER	Councillor Andy Dransfield
SUBJECT OF THE REPORT	Emergency Service Mobile Communications Programme (ESMCP)
EXECUTIVE SUMMARY	<p>The Fire Authority received a briefing paper on this programme at its 10 June 2015 meeting. Since then the central programme team from HM Government have undertaken a protracted tendering process. The following contracts have subsequently been awarded for delivering ESMCP:</p> <ul style="list-style-type: none"> • KBR (formerly Kellogg, Brown, Root) - Delivery Partners; • Motorola - Devices provider; • EE - Network provider. <p>Further detail regarding these contract awards can be found in Section 3b of Appendix B.</p> <p>Since the awarding of the contracts a further document called the 'Fire and Rescue Authorities Financial Information and Sign Off Pack', has been circulated. This details the business case for the programme nationally and invites this Authority to sign up to the programme by the 25 March 2016.</p> <p>The document is clear that no authority will be mandated to sign up to the ESMCP but strongly recommends each authority does so. This document also details the risks to any organisation that chooses not to do so.</p> <p>The document provides indicative individual costs of transition for this Authority with a commitment to producing more detail during the first half of 2016.</p> <p>After careful consideration of the risks and opportunities, the decision was made at the Senior Management Board on 12 January 2015 to commit to the project formally.</p>
ACTION	Information.
RECOMMENDATIONS	To note the contents of the report.

<p>RISK MANAGEMENT</p>	<p>To supplement the identified risks and control measures within the programme and to ensure we consider risks to the Service, the programme has been added to the Service Development Risk Register. A Risk Register will also be maintained by the South Central Transition Group.</p> <p>BMKFA does have the option not to sign up to ESMCP. In not doing so the Service would potentially be at severe disadvantage for the following reasons.</p> <ol style="list-style-type: none">1. The Service would not be able to take advantage of the potential for fully integrated communications with other blue light services. This is becoming operationally more significant and is a key principle of the national Joint Emergency Service Interoperability Programme (JESIP).2. Our TVFCS partners will be committing to ESMCP. By us not signing up would jeopardise our current partnership arrangements and would in all likelihood mean we would have to break away from TVFCS and establish our own control.3. We would have to separately procure our own network solution and devices for emergency communications. It would in all likelihood be considerably more expensive and not necessarily enjoy the same coverage, and very importantly, be potentially less resilient than that provided by ESMCP. It would also not attract any of the grant funding available through ESMCP.4. There is no option to continue the Airwave contract as an individual service. The future of Airwave as a company is also unknown as they have been recently purchased by Motorola who have won the ESMCP contract for device provision. <p>The risks and alternatives are further detailed in section B of the document in Appendix A.</p> <p>By agreeing to commit to the ESMCP project BMKFA will be able to take advantage of the technological developments offered and the associated grant funding.</p> <p>In addition to the risks highlighted in the Sign Off Pack, Officers have identified the following potential risks.</p> <ol style="list-style-type: none">1. Reduction in scheme coverage compared to that currently enjoyed by Airwave. The Service has been provided assurances that the coverage will be at least the same as that
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	<p>enjoyed under Airwave and EE have committed to a national project of upgrading 4G coverage. Our understanding is that there would be no obligation to transition unless we are satisfied with our coverage.</p> <ol style="list-style-type: none"> 2. TVFCS 'buddy control' is North Yorkshire. They are schedule to transition to the new system approximately six months after us. We would seek assurances that North Yorkshire would be able to undertake their back up duties before completing transition. It is our current understanding that much of this work will take place during our transition phase, therefore negating this risk. 3. TVFCS is currently Public Service Network (PSN) compliant which satisfies the security needs of upgrading to ESCMP. There is a risk that the programme team may decide that our complete network will need to be PSN compliant too. In order to achieve this a significant amount of increased ICT security provisions will be required. This will have cost (circa £80K), resource and operating implications. At time of authoring the decision has not been made in relation to this requirement and any associated funding. This effects every service involved in ESMCP to a greater or lesser degree.
<p>FINANCIAL IMPLICATIONS</p>	<p>During transition BMKFA will still be expected to pay the costs of the current Firelink system but will continue to receive the associated New Burdens Grant.</p> <p>An initial analysis of the indicative figures presented in the document are difficult to challenge as there is little detail in how they have arrived at them. At first look they seem to be reasonable. The costings for the device refresh may be optimistic as it is possible the replacement devices may be closer to existing mobile phones. Our experience is these need replacing every two to three years and this document seems to suggest a five year programme.</p> <p>It is also unclear what the post transition support arrangements will be for ESMCP. Currently we receive direct support for Firelink at no cost for network and devices. The position post transition is unknown and there may be associated costs for device support.</p> <p>At the point BMKFA transfers over to the new system it will be expected to meet the associated costs. These are anticipated to be less than what we currently pay. The indicative savings are in table 5 of Appendix A.</p> <p>DCLG have committed to provide funding through Section 31 Grants as follows:</p> <ul style="list-style-type: none"> • Local Transition Support. To cover the costs

	<p>of project management, training etc. A collaborative approach is encouraged and this is detailed in the section on collaboration below.</p> <ul style="list-style-type: none"> • Control rooms and Public Services Network (PSN). To cover the costs of upgrading control rooms to the new system. • Vehicle Installations. This will be based on the number of fire appliances on a proportional basis for each authority. • Devices. The funding will be based on the cost of replacing existing devices. This funding will only be available during the transition phase and further equipment refreshes will have to be met from the Service's own budget. Any device purchases above and beyond current numbers or capacity would also have to be funded from the Service's own budget. The Service may want to consider doing so once the types of equipment and capabilities are fully understood and any operational benefits assessed. • Regional Implementation Manager. CLG will directly fund 10 regional implementation managers to coordinate and monitor the transition in FRSs. <p>There is still some uncertainty as to the mechanisms around the refunding of Services through the Section 31. It is anticipated that some of the local transition costs for staff may be paid in advance. The refunding of costs incurred in the purchase of devices and equipment fitting is likely to be after expenditure has been incurred. This can be catered for in our normal accounting provisions.</p>
<p>LEGAL IMPLICATIONS</p>	<p>The provision of Fire Communication systems is the legal responsibility of each individual FRA. HM Government is not currently mandating each authority to sign up to ESMCP but it strongly recommends we do so from the financial and operational perspectives. It is anticipated that every blue light authority is likely to sign up to ESMCP as not to do so would leave that service operationally exposed by being at a disadvantage to have integrated communications with other services. This disadvantage may be further exacerbated if a duty to collaborate is passed into law, subsequent to the recent consultation on closer working of emergency services.</p>
<p>CONSISTENCY WITH THE PRINCIPLES OF COLLABORATION</p>	<p>BMKFA is currently an active participant in the South Central Transition Group (SCTG). This group contains South Central Ambulance Service, Thames Valley Police, the three fire and rescue services in Thames Valley plus Hampshire and the Isle of Wight FRS.</p>

	<p>The group is currently chaired by the Assistant Chief Fire Officer from Oxfordshire FRS.</p> <p>Each participating service will receive DCLG grants which are pooled centrally to fund a central delivery team for all the partners. This creates efficiency by way of a coordinated approach, elimination of duplication of work and shared resources for programme management and delivery.</p> <p>The lead officer for BMKFA is AC Julian Parsons and he is assisted by Marie Crothers and Dave Thexton.</p>
<p>HEALTH AND SAFETY</p>	<p>No Health and Safety implications perceived at this time.</p>
<p>EQUALITY AND DIVERSITY</p>	<p>No Equality & Diversity implications identified at this time.</p>
<p>USE OF RESOURCES</p>	<p>Communications with Stakeholders;</p> <p>Currently communications have been at high level due to the development of the business cases and preparation at a regional level. As the project now moves into the mobilisation phase and closer to a more local focus, a communication strategy for this Authority’s stakeholders will be developed and delivered.</p> <p>The Systems of Internal Control;</p> <p>Delivery of the project is coordinated centrally and regionally. Progress on this and any local issues will be reported through PMB, SMB and then through to the Authority.</p> <p>A local risk register will be held in Service Development which would also be reportable to PMB.</p> <p>The Medium Term Financial Strategy;</p> <p>The mobilisation and transition phases of the project estimate full transition in November 2018. This means that any potential savings indicated in the business case would potentially start to be realised before the end of this MTFP. Currently these are indicated at being insignificant.</p> <p>Any purchasing of equipment, which would be considered by the central project team, to be an enhancement of our current capabilities would have to be funded by us. This would proceed through our usual budget challenge process for due authorisation.</p>
<p>PROVENANCE SECTION & BACKGROUND PAPERS</p>	<p>Background</p> <p>The ESMCP is designed to replace the existing Airwave communications system for all emergency services and other agencies. It is often referred to as Firelink in the FRSs.</p>

	<p>The programme is designed to improve integration of emergency services communications by reducing costs and taking advantages of 4G telecommunications.</p> <p>The current national contracts with Airwave are due to expire in 2020 and cannot be extended any further.</p> <p>The roll out of the transition is based on ambulance service delivery areas. BMKFRS falls within the South Central Ambulance Service area.</p> <p>The preparatory work to design, build and test the Emergency Services Network (ESN) starts now. The period of transition for this region is due to take place in November 2017 and be completed by November 2018. The exact timetable will be developed by the programme's national delivery partner KBR in due course.</p> <p>Background Papers</p> <ul style="list-style-type: none"> • ESMCP Update May 2015
APPENDICES	<p>Appendix A: Fire and Rescue Authorities Information and Sign Off Pack</p> <p>Appendix B: ESMCP – Fire Authority Update February 2016</p>
TIME REQUIRED	10 Minutes.
REPORT ORIGINATOR AND CONTACT	<p>Marie Crothers 07765 001907 mcrothers@bucksfire.gov.uk</p>