



Buckinghamshire & Milton Keynes Fire Authority

MEETING	Executive Committee
DATE OF MEETING	9 May 2018
OFFICER	Julian Parsons, Head of Service Development
LEAD MEMBER	Councillor Peter McDonald
SUBJECT OF THE REPORT	Emergency Services Mobile Communications Programme (ESMCP)
EXECUTIVE SUMMARY	<p>This paper provides Members with a further update regarding the national status of the programme and the impact on the regional and local transition.</p> <ul style="list-style-type: none"> • In February 2018, a further recall hearing of the Public Accounts Committee (PAC) took place. An update of the review and reset of the Programme and the subsequent re-planning exercise was provided and questions regarding a number of elements were posed. The Programme will be subject to further appearances before the PAC in the future. • It was reported in the last update to Members that the Programme had hoped to release a revised plan in late 2017. Unfortunately this has not proved to be the case and it is now believed that the first version of the revised plan will not be available until September 2018. It is likely that this will require further revision and the reworked version is likely to be available in spring 2019. • A review commissioned by the Fire Customer Group has been completed in order to provide assurance that the fire sector was correctly positioned and engaged during the Programme's mobilisation phase and prepared for transition onto ESN. The resulting report makes five recommendations and was the subject of a paper and discussion at the Fire Customer Group on 20 March 2018, in particular identifying a way forward to consider and where appropriate progress the recommendations. • The new Programme Director, Bryan Clark, has confirmed that Plan A is no longer considered to be a viable option and that an incremental approach is to be the likely solution to deliver ESN. Work has commenced to develop a 'Plan B' approach which will deliver the Programme in incremental stages. <p>Elements of the Emergency Services Network</p>

	<p>(ESN) will be delivered as they become available before the existing communications network, Airwave, is transitioned off.</p> <p>These incremental approach options are currently being developed by a dedicated team under the heading of 'Project Pegasus'. It is believed that the incremental approach will result in a number of options that the fire sector will need to consider, ranging from the delivery of data only in the first stages, followed by voice capability, through to the full ESN functionality being available and the Airwave service being transitioned away from. Further information will be released and workshops will take place during May to further define this approach.</p> <ul style="list-style-type: none"> • During a series of workshops in 2014 involving a vast cross section of User Organisations, a series of User Requirements was developed to define the required delivery of the Programme. Motorola have since informed the programme that they may struggle to deliver some of these requirements in full and others within the timeframe specified. A series of meetings to assess the views of User Organisations regarding proposed workarounds has taken place. The outcomes from these discussions have been captured and form a paper that will be discussed by the Fire Customer Group. The paper has been discussed at the South Central Programme Board level and the recommendations made were accepted.
ACTION	Noting.
RECOMMENDATIONS	That the report be noted.
RISK MANAGEMENT	<p>It has been reported in previous papers to Members that there was an unknown financial risk to the Service with regard to effectively transitioning to the new service. The risk is seen as high due to the delay to delivery and the ongoing uncertainty around the extension to the Airwave contract.</p> <p>The financial risk consists of three different aspects:</p> <ul style="list-style-type: none"> • Delivery <p>The delay to transition will inevitably accrue further costs to User Organisations. BFRS have now received a second instalment of funding which will be allocated for the delivery of technical ESN work and Control Room upgrades and some contingency. It is felt, however, that further funding will be essential to ensure effective transition to the new service.</p> <ul style="list-style-type: none"> • Airwave costs <p>The current radio provision for fire services is under</p>

	<p>the Firelink contract which is the Home Office contract which supplies, supports and charges for Airwave radios. The Authority receives grant funding that covers the bulk of the expenditure incurred, which is based on the maturity of our legacy radio network at time of transition to Airwave.</p> <p>For some years the Authority has had a gap between the budget allocation and actual spend for Firelink. Previously, any overspend has been covered through underspends in other areas of the budget. As the Authority continues to make the budget accurate, there is becoming less room to cover the Firelink overspend as previous underspends are being identified as future savings. It was necessary to take a budget growth bid, through last year's budget challenge process, for £70K to cover the 2018/19 and 2019/20 base budget which ensures that the shortfall is covered.</p> <p>As the implementation timescale for the delivery of ESN remains unclear, it is possible that there will be a requirement to make further adjustments in future years to cover the transition period from Airwave to ESN. It is understood that there are discussions at strategic level regarding the possible extension to the Airwave contract beyond the 3, 5 or 7 years currently under consideration. Funding of any extension is unclear at present and BFRS representatives are ensuring that this question is being raised at every opportunity.</p> <ul style="list-style-type: none"> • Future costs <p>Whilst there remains uncertainty regarding exactly what will be delivered as part of the ESMCP and when it will be delivered, it remains unclear what the in-life costs of the new system will be. Until there is sight of the new transition plan and clarity regarding the deliverables, it is impossible to make any predictions regarding the in-life use costs.</p> <p>There is also a new unknown around how the transition will be approached. The Programme team are now suggesting there may be a phased approach by providing data services early and then a later transition to voice services. This is likely to have significant implications for services as it is likely to require twice the workload on vehicle fit out/strip out. There is also no indication as to what the charging arrangements will be whilst operating both ESN and Airwave.</p>
<p>FINANCIAL IMPLICATIONS</p>	<p>The Home Office (HO) have committed to provide funding through Section 31 grants to cover local transition support, upgrading control rooms, vehicle installations and devices. BFRS will act as treasurer for the collaborative aspects of the project delivery.</p>

	<p>HO will directly fund ten regional implementation managers to coordinate and monitor the transition in fire and rescue services.</p> <p>The programme board is continuing to take a prudent approach to use of the Section 31 grant. To date the only funds that have been committed are to fund the external programme support costs. Funding has now been allocated to individual services and they are drawing down against their allocation to cover costs. We have been advised that the Programme are likely to commission an audit of Service's expenditure of centrally allocated funds.</p>
<p>LEGAL IMPLICATIONS</p>	<p>Buckinghamshire Fire and Rescue Service have already signed up to the principles of the ESN. Officers will continue to monitor the progress of the Programme closely and will provide challenge to the process where it is felt necessary.</p>
<p>CONSISTENCY WITH THE PRINCIPLES OF THE DUTY TO COLLABORATE</p>	<p>This Authority remains an active participant of the South Central Transition Delivery arrangements. The governance and delivery models have now been established and Buckinghamshire Fire and Rescue Service officers are involved at each level. The principle has been adopted that information is shared across all five services and where appropriate, joint responses to work requests are submitted.</p> <p>The Head of Service Development is the Vice Chair of the Regional Strategic Board as is also the Fire representative on the equivalent Police Board.</p> <p>Funding awards have been pooled centrally, and Buckinghamshire Fire and Rescue Service are now acting as treasurers for the region.</p> <p>An approach has been received from the South Central and South East regional Programme Co-Ordinator for Police to organise a workshop with fire services within the regions to discuss collaboration opportunities. This will then form the basis of an options paper to be put to both sets of ESMCP governance boards to decide what could be delivered together in the region. A representative from BFRS will be attending this workshop.</p>
<p>HEALTH AND SAFETY</p>	<p>There are no health and safety implications perceived at this time. There is constant review of this and any issues that may arise in the future will be referred.</p>
<p>EQUALITY AND DIVERSITY</p>	<p>There have been no equality and diversity implications identified to date. As the programme progresses and further information and a confirmed plan become available, then an Integrated Impact Assessment will be completed.</p>

<p>USE OF RESOURCES</p>	<p>As stated in the last update to Members, the Transformation Programme Manager is the Project Manager for ESMCP delivery.</p> <p>The Area Commander Service Development is the Senior User for this Authority and sits on the South Central Steering Group.</p> <p>This Authority is providing officers to lead in three workstreams of the South Central Region Transition Team – in ICT, Procurement and Finance, and Operational Policy (who is also the lead for Operational Alignment within the Thames Valley collaboration programme).</p>
<p>PROVENANCE SECTION & BACKGROUND PAPERS</p>	<p>Background</p> <p>The ESMCP is the programme to provide the next generation of mobile communications for emergency services and will replace the Airwave Tetra network introduced to fire services in 2009.</p> <p>The Programme is considered to be ground breaking and innovative and is designed to improve the integration of emergency services communications by taking advantage of 4G communications developments and by reducing costs to user organisations.</p> <p>The current national Airwave contracts are due to be terminated at the end of December 2019.</p> <p>The period of transition for the South Central Region was originally planned to take place between November 2017 and November 2018. These dates are now under review and a revised plan is due to be released following the review completion.</p> <p>Background Papers</p> <p>ESMCP Update February 2017</p> <p>ESMCP Update July 2017</p> <p>ESMCP Update November 2017</p>
<p>APPENDICES</p>	<p>Appendix A: Emergency Services Mobile Communication update paper March 2018</p> <p>Appendix B: 2018 02 13 PUS letter to PAC FINAL</p> <p>Appendix C: Fire Service ESMCP Review Final report v01</p> <p>Appendix D: ESMCP Update for NFCC-CFOs - Feb18 (002)</p> <p>Appendix E: ESN Infographic v3.0</p>
<p>TIME REQUIRED</p>	<p>10 Minutes</p>
<p>REPORT ORIGINATOR AND CONTACT</p>	<p>Marie Crothers mcrothers@bucksfire.gov.uk 07765 001907</p>