

ROYAL BERKSHIRE FIRE AUTHORITY



COMMITTEE	AUDIT AND GOVERNANCE COMMITTEE
DATE OF MEETING	11 MARCH 2019
SUBJECT	EMERGENCY SERVICES MOBILE COMMUNICATION PROJECT UPDATE
LEAD OFFICER	TONY VINCENT, HEAD OF BUSINESS AND INFORMATION SYSTEMS
LEAD MEMBER	N/A
EXEMPT INFORMATION	NONE
ACTION	FOR NOTE

1. EXECUTIVE SUMMARY

- 1.1 This report provides an update and assessment of the progress of the National Emergency Services Mobile Communication Programme (ESMCP) and delivery of the Emergency Services Network (ESN) that will replace the current Airwave provision.
- 1.2 The report addresses the current situation set forth by the National Programme (NP) and the RBFRS and ESMCP South Central Region input to this. The report summarises progress made both at national programme, regional, Thames Valley and RBFRS perspectives.
- 1.3 In this context the report highlights work now taking place to ensure that RBFRS, alongside Thames Valley Fire and Rescue Services (FRS) and Thames Valley Fire Control Service (TVFCS) can adopt ESN whilst maintaining sufficient flexibility to absorb any National Programme schedule changes and minimising risk to overall service provision across the region.

2. RECOMMENDATION

- 2.1 That the Audit and Governance Committee **NOTE** this report.

3. REPORT

- 3.1 **National Programme Status and Timeline**

- 3.1.1 The ESMCP National Programme (NP) are indicating that the Full Business Case (FBC), whilst now in draft form, will not be brought forward for consideration until later in 2019. They have advised that this is because there are a number of areas that require further work to improve clarity and certainty, which will enable a more informed decision on the future of the ESN programme and network.
- 3.1.2 The NP Board will be considering specific aspects of the FBC for agreement so that approval can be given to the two primary suppliers to progress next stages of work. Through the Fire Customer Group (FCG) we have registered that this continued uncertainty over the FBC increases uncertainty for this Fire Authority and reduces our confidence levels. This on-going uncertainty on the FBC does influence our attention to activity for developing adoption strategies for ESN products and detailed planning for implementation.
- 3.1.3 The NP approach to delivery has not materially changed since the last report, other than the delay to the FBC consideration. The NP timescales for delivery of products remains unchanged and the NP are indicating relatively high confidence levels in these. These were brought forward in the update to committee in November 2018 and are included as appendix A. Additional detail has been shared regarding critical success factors for the project, this document has been included as appendix B.
- 3.1.4 The planned cessation date of the existing Airwave network has been indicated as the end of December 2022. There is no indication of a change to this position, however, we hope for and seek further clarity regarding the funding of Airwave services during any transition period. The permanent secretary is on record as saying:

*“I would also like to assure you that no risks will be taken with public safety and the Airwave network will continue until transition is complete, guaranteeing the Fire and Rescue Service continuous access to a critical communications network”**

*Full letter from Sir Philip Rutnam to Cllrs Dudley and McCracken included as Appendix C.

- 3.1.5 We understand that the underpinning reasoning for the cessation of Airwave provision in December 2022 is the investment required to sustain the Airwave system beyond this date. Being prudent, RBFRS officers are planning on cessation of Airwave by December 2022, however, our confidence levels in the NP actually ceasing provision in December 2022 are low. Through the Fire Customer Group officers have articulated that, if there were to be any decision to sustain Airwave beyond this date, the earlier this is made the better as it would assist RBFRS and other services in planning, delivery and transition.
- 3.1.6 To inform decision making on when the service should move to ESN, officers maintain ongoing assessments of current technology provision and timing for when we complete upgrades and renewal of systems. This includes adapting to the developing information coming from the NP.

- 3.1.7 This approach is allowing for the development of potential options for timing of migration to ESN internally and across the TVFCS partnership. When appropriate we will bring forward an options appraisal, and any recommendations for adoption of ESN products, to the Fire Authority and TVFCS Joint Committee.
- 3.1.8 Our current working assumption is that transition to full ESN is implemented no later than 12 months prior to the confirmed Airwave cessation date (currently December 2022). This allows for assessment of viability of achieving delivery in context of other commitments and our wider technology needs. It also allows for a prudent period of overlap between the old and new systems. This assumption means a provisional adoption date by the end of 2021. The publication of the full business case may influence this assumption, primarily through clarity regarding costs and transition arrangements.
- 3.1.9 As agreed at the Audit and Governance committee of 01 November 2018, a letter has been sent inviting the NP to attend and present to the committee. We await a response but anticipate that, if in agreement, they will likely attend at the next Audit and Governance meeting.

3.2 **Governance**

- 3.2.1 The service continues to have clear internal arrangements for managing our commitment to ESMCP work-streams. The Deputy Chief Fire Officer acts as the Senior Responsible Owner for RBFRS with the Head of Business Information and Systems being the internal project sponsor and the project manager role being filled by ICT Service Delivery Manager. An internal project group meets regularly and provides a highlight report to the RBFRS Programme Board.
- 3.2.2 An ESMCP South Central (SC) Regional Programme Board continues to operate. Meeting monthly, it is one of a number of ESMCP Fire and Rescue Service regions across the UK. The SC Region comprises the three Thames Valley FRS's alongside Hampshire and the Isle-of-Wight FRS's, with individual services take a lead on key ESMCP work-streams for the whole region. RBFRS take a lead on a number of technical work-streams, with this work funded by NP funding. Programme Management arrangements for the SC Region are delivered through Mott Macdonald using NP funding. Using an external provide reduces direct impacts on resources for each service in the region.
- 3.2.3 Through the SC Board, relationships are maintained with other regional groups (South East Operational Response and Resilience Group); the South East and South West Regional Groups and leads from blue light leads in Police and Ambulance. This supports shared understanding and allows for consideration of opportunities for joint working and collaboration.

3.2.4 A dedicated team (funded by the NP) works within the NP and reports to the National Fire Chiefs Council (NFCC). This team acts on behalf of the fire and rescue service within the NP; assures on FRS progress; and coordinates FRS responses to requests from the NP. To achieve this the team maintain relationships with FRS Regional leads through a Fire Customer Group (attended on behalf of South Central Region by DCFO Foye). The NFCC team also support staff working within services in addressing questions and requirements of the NP.

3.3 **Work Stream Updates**

3.3.1 **Control Rooms and Information Technology Health checks**

3.3.1.1 The DNSP connections are in place and tested. Charges for install and rental are currently funded through the NP and we are making the case that ongoing cover of rental should be in place until full ESN provision is achieved by the NP.

3.3.1.2 Control Upgrades were started on the 18 February 2019 and are scheduled for completion on the 15 March 2019. Earlier planned implementation was placed on hold due to an RBFRS ICT system change freeze during January in support of preparations for the HMICFRS inspection.

3.3.1.3 We are supporting work with Capita regarding testing and implementation of the software (called Kodiak) within the ESN that provides the important “push-to-talk” capability. The NP has completed the first phase of testing of Kodiak and are moving to the next phase of testing.

3.3.2 **Devices**

3.3.2.1 Progress of vehicle device specification are ongoing and a NP procurement process is expected to start during March 2019.

3.3.2.2 A Mobile Device Management (MDM) system, called Airwatch, has been selected as the ESN MDM system. This product will be provided to each service to manage their own ESN devices (with no visibility of other FRS devices).

3.3.2.3 The potential is that this will add a workload burden. Firstly because it moves management of devices to the service, when current management is by the Airwave Service Provider. Secondly it means we will have two MDM products to manage, as our current mobile provision is managed through an existing and different MDM system. As we take on ESN devices we will have to adopt the ESN MDM and plan to manage this system in parallel to our existing system. Whilst it is too early to understand impacts on the Service the worst case scenario is a commitment of additional resources.

3.3.3 **Training**

3.3.3.1 No changes since last update.

3.3.4 **Fleet**

3.3.4.1 No changes since last update

3.3.5 **Trials and Pilots**

3.3.5.1 The assure rollout was delayed due to security compliance issues within the NP. Assure is the rollout of devices that enables all ES to evaluate coverage with actual real world testing rather than prediction models. The NP view is that this is not expected to impact overall programme schedules.

3.3.6 **Coverage Assurance**

3.3.6.1 Steady progress with site builds and coverage improvements and is on target for the South Central Region. Updated 28 Nov 2018.

4. CONTRIBUTION TO STRATEGIC COMMITMENTS

- 4.1 Commitment 1 – We will educate people on how to prevent fires and other emergencies, and what to do when they happen.
- 4.2 Commitment 3 – We will ensure appropriate fire safety standards in buildings
- 4.3 Commitment 4 – We will seek opportunities to contribute to a broader safety, health and wellbeing agenda
- 4.4 Commitment 5 – We will ensure that Royal Berkshire Fire and Rescue Service provides good value for money.

5. FINANCIAL IMPLICATIONS

- 5.1 Regional funding from the NP is overseen through the South Central Programme Board and services draw down funding to cover costs of work-streams leads and ancillary costs, such as attendance at ESMCP meetings etc. We forecast sufficient residual funding through to the end of 2019/20 and do not expect to receive any Transition Grant funding for 2018/19.
- 5.2 With colleagues across the South Central region, and aligned with other regions and services, we have set a clear position that additional NP funding will be required during 2019/20. On-going monitoring is being maintained to inform future grant funding requirements.
- 5.3 We have separate full funding from the National Programme for the control room upgrades and DNSP connections, based on the original delivery plan. With the change to the incremental delivery plan, we are seeking assurance that additional costs that may be incurred due to the extended delivery timelines will be met by the NP.

6. LEGAL IMPLICATIONS

- 6.1 None at this time.

7. EQUALITY AND DIVERSITY IMPLICATIONS

7.1 None at this time.

8. RISK IMPLICATIONS

8.1 There are 2 ESMCP specific risks logged on the Corporate Risk Register. The first of these, Risk ID 418, addresses our own internal provision of resource and commitment. Failure to address this could significantly influence future operational response and the services use of technology to support incident command and joint emergency services operation. The second risk, ID 425, addresses the risk of the national programme failing to deliver the ESN

8.2 Both risks have a range of treatments against them to reduce the likelihood or impact of the risk being realised at a service level. They are monitored by the Senior Leadership Team and reported to the Strategic Performance Board and the Audit and Governance Committee as necessary. As the programme makes a decision on which option it is adopting during 2019 and the detail surrounding this, we will consider how this influences the current risks or if any new risks are created.

9. CONSISTENCY WITH DUTY TO COLLABORATE

9.1 We work in partnership with FRS colleagues and those in other emergency services in our own region and across the wider South East and South West ESMCP regions. We will adopt any opportunities to collaborate that further the aims of the Fire Authority with particular emphasis on a common Thames Valley approach.

10. PRINCIPAL CONSULTATION

10.1 The Senior Leadership team were consulted on this paper.

11. BACKGROUND PAPERS

11.1 None.

12. APPENDICES

12.1 APPENDIX A – Currently Published ESN service availability schedule

12.2 APPENDIX B – Critical Success Factors for ESN national programme

12.3 APPENDIX C – Response from Home Office Permanent Secretary

13. CONTACT DETAILS

13.1 Steve Foye - Deputy Chief Fire Officer – Director of Service Delivery
0118 938 4800

13.2 Tony Vincent – Head of Business Information & Systems. RBFRS Project sponsor
0118 938 4600

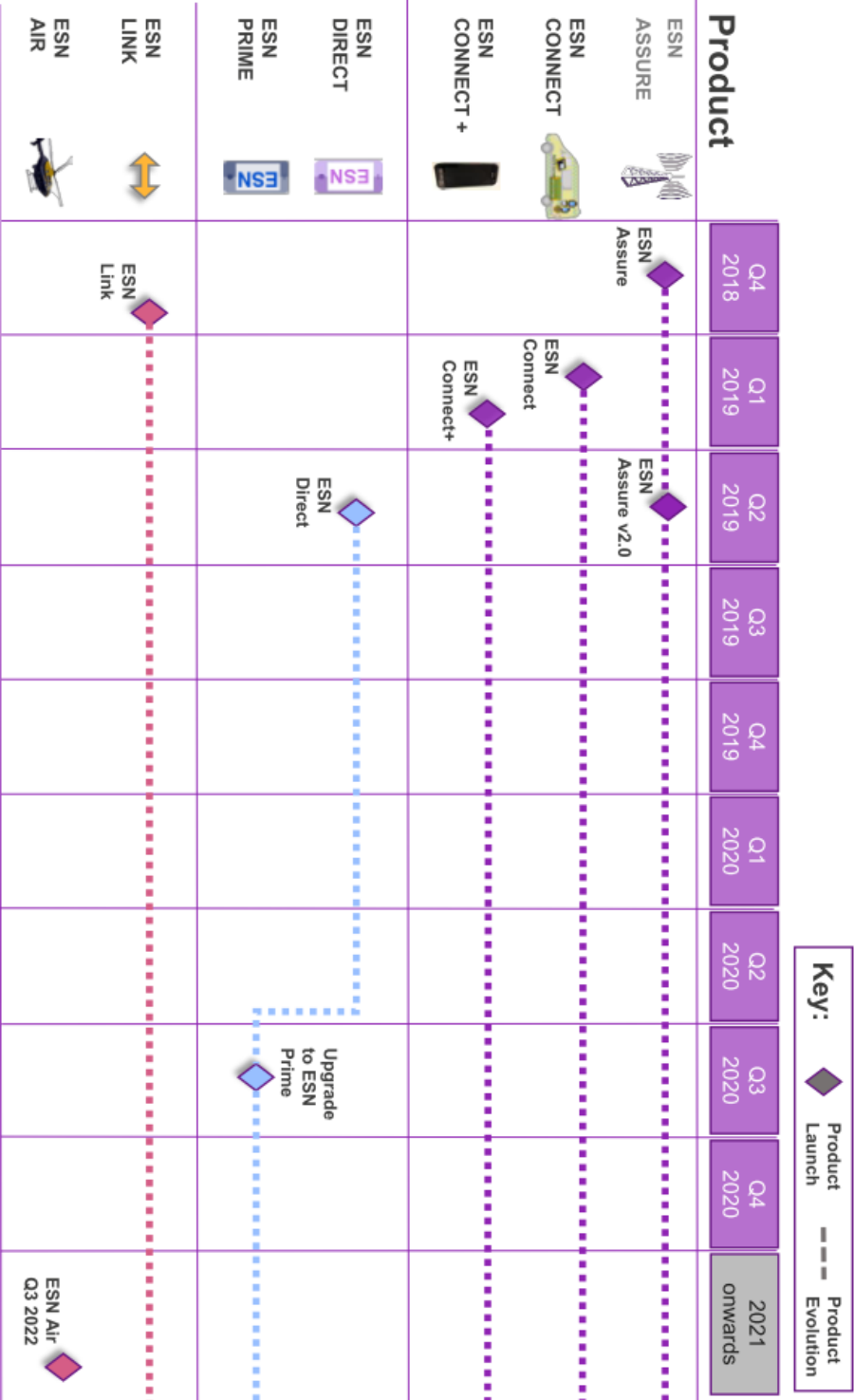
13.3 Lee Arslett – ICT Service Delivery Manager. Technical and device lead for RBFRS and TVFCS
0118 938 4705

APPENDIX A – Currently Published ESN service availability schedule

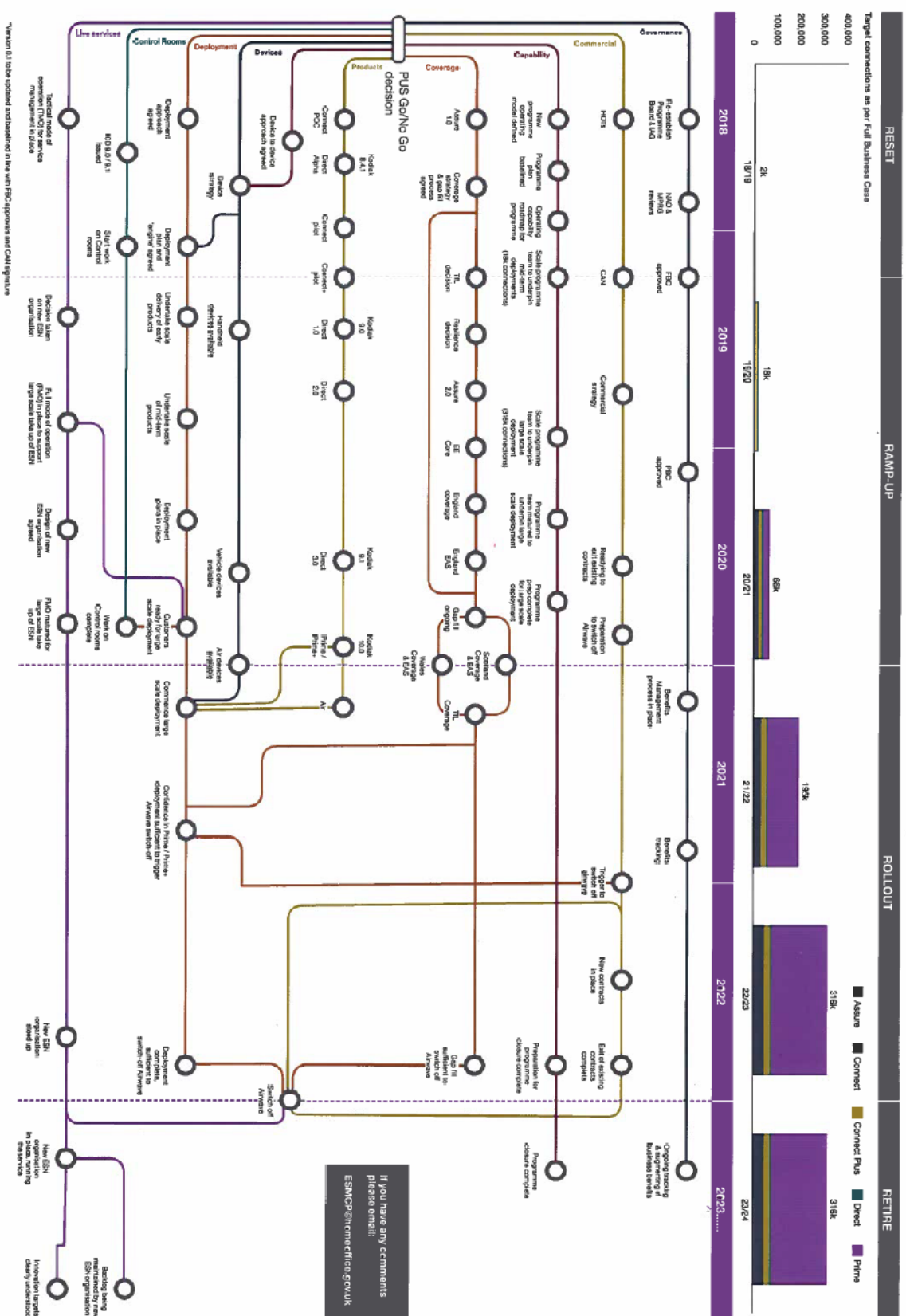
ESN Product Roadmap

OFFICIAL – SENSITIVE

DRAFT



APPENDIX B – Critical Success Factors for ESN national programme



APPENDIX C – Response from the Home Office Permanent Secretary



Sir Philip Rutnam KCB
Permanent Secretary

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Colin Dudley and Iain McCracken
Royal Berkshire Fire Authority
Headquarters
Newsham Court
Pincents Kiln
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By email

15 October 2018

Dear Colin and Iain

Emergency Services Mobile Communications Programme (ESMCP)

Thank you for your letter dated 24 September on the Emergency Services Mobile Communications Programme (ESMCP) and for your continuing commitment to working in collaboration as we move forward with ESN. As you will be aware I am keen to maintain close engagement with the Fire and Rescue Service on ESN and recently attended the Fire Chiefs Council in Cardiff when I mentioned the Programme.

You will be aware that on the 21 September the Home Secretary announced that the review into the programme had concluded that ESN was the right strategic direction for communications in the emergency services. He also said that the Programme would now deliver ESN in an incremental way so that the new capabilities are available sooner to the Fire and Rescue Service. As we move forward I anticipate ESN will be able to make a significant contribution to digital transformation across the service in the years ahead.

I would also like to assure you that no risks will be taken with public safety and the Airwave network will continue until transition is complete, guaranteeing the Fire and Rescue Service continuous access to a critical communications network.


I recognise the need to understand of the details that make up the Full Business Case (FBC) in order to prepare for the next financial year, and that affordability is a concern for all involved. To help inform that process the Programme is turning the outcome of the reset exercise into a revision of the Full Business Case. That work will continue for the next few months.

While that work is completed, the Programme will produce a summary of the financial assumptions being used to develop the FBC, including the non-core assumptions that will impact organisation budgets at a local level. This is a working document that will continue to be updated as the FBC develops but should provide the details needed to complete preparations for the next financial year. If there are further finance related questions these can, of course, be raised directly with the programme.

With regards to Firelink, which will continue to provide communications until it is no longer required, it remains our intention to continue to support the new cost burdens to Fire and Rescue Services via the Section 31 Firelink grant.

As suggested by the Chair of the National Fire Chief's Council, Roy Wilsher, and the Chair of the LGA Fire Services Management Committee, Councillor Ian Stephens in their joint letter of 21 August, the Programme team would be happy to meet with you directly to discuss further the points made in both letters.

Yours sincerely,

A handwritten signature in black ink that reads "Philip Rutnam". The signature is fluid and cursive, with a long horizontal stroke at the end.

Sir Philip Rutnam
Permanent Secretary