

Fire Authority

9 January 2020



Membership:

Councillors: Galley (Chairman), Lambert (Vice-Chair), Barnes, Dowling, Ebel, Evans, Hamilton, O'Keeffe, Osborne, Peltzer Dunn, Powell, Pragnell, Scott, Sheppard, Smith, Taylor, Theobald and Tutt

You are requested to attend this meeting to be held in the Council Chamber, County Hall, East Sussex County Council, St Anne's Crescent, Lewes at 10.00 am

Quorum: 6

Contact:	Abigail Blanshard
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Supplementary Report

This is a supplement to the original agenda and includes a public version of a report as agreed for publication

Item No.

- a) **Project 21 Future Mobilising - Supplementary Report PUBLIC RELEASE** (Pages 3 - 32)

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Monitoring Officer
East Sussex Fire Authority
c/o Brighton & Hove City Council

Date of Publication: 13 January 2020

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CONFIDENTIAL REPORT

EAST SUSSEX FIRE AUTHORITY

Meeting: Fire Authority

Date: 9 January 2020

Title of Report: Project 21 Future Mobilising – Supplementary Report

By: Mark O’Brien, Deputy Chief Fire Officer

Lead Officers: Duncan Savage, AD Resources/Treasurer
 Ken Pearce, ITG Manager
 GM Simon Neill, Operations Lead
 Chris Sharp, Project Manager

Background Papers

- [REDACTED]
- Fire Authority paper, *Project 21 Future Mobilising Final Options Appraisal*, 25 October 2019 (agenda items 23 [REDACTED])

Appendices

- [REDACTED] - [REDACTED]
- Appendix B - Operational benefits of all options
- Appendix C - SCC staff engagement and communications
- [REDACTED] - [REDACTED]

To consider excluding the public and press from the meeting for the remainder of the business on the grounds that if the public and press were present there would be disclosure to them of exempt information, as specified in paragraph 3 of Part 1 Schedule 12A of the Local Government Act 1972, i.e. that it includes information relating to the financial or business affairs of any person including the Authority.

Implications

CORPORATE RISK	√	LEGAL	√
ENVIRONMENTAL		POLICY	√
FINANCIAL	√	POLITICAL	√
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES	√	CORE BRIEF	
EQUALITY IMPACT ASSESSMENT			

PURPOSE OF REPORT

To address requests for supplementary information arising from the Fire Authority meeting held on the 25 October 2019 in order to facilitate the Fire Authority reaching a decision on the future mobilising option to be implemented for East Sussex Fire and Rescue Service.

EXECUTIVE SUMMARY

Following the termination of the Section 16 agreement by West Sussex County Council for shared fire control with ESFRS, this Authority needs to decide on its options for the discharge of its statutory duty to provide mobilising and control arrangements going forward.

In Autumn 2018, ESFRS commissioned Mott MacDonald to support and explore options for the future provision of control and mobilising functions. The final outcome of this work was reported to the Authority on 25 October 2019.

This report provides supplementary information as requested by the Fire Authority on 25 October 2019, and addresses several other areas of concern raised.

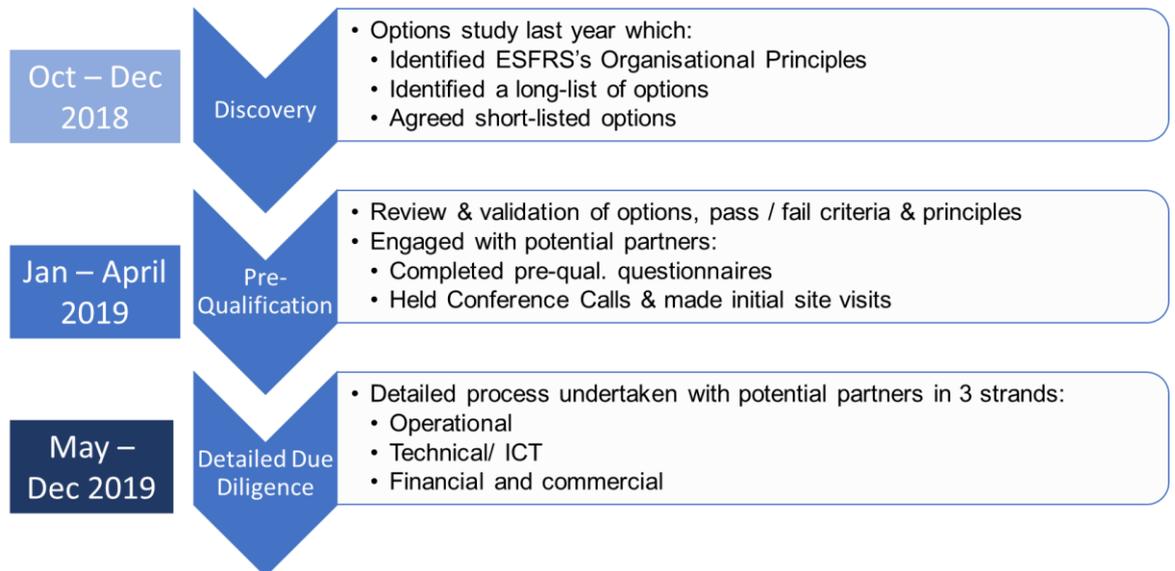
The additional option which has now been evaluated (option 5 stand-alone at Lewes HQ) is very expensive and very high risk in comparison to the other options considered. It is reliant on a time-consuming procurement exercise, would leave the Service reliant on critical legacy systems well beyond their end of life, offers none of the operational benefits enabled by other options, and would result in a further upward pressure on operating costs of £2.455m over 5 years.

As a result the recommendation to the Fire Authority remains that Option 1 - partnership with Surrey FRS should be taken forward for implementation.

RECOMMENDATION

That the Fire Authority:

- i. consider the Final Due Diligence Report from Mott MacDonald and the associated report by the Deputy Chief Fire Officer as previously presented to the Fire Authority, in parallel with the supplementary information provided in this report; and
 - ii. note the recommendation from the Senior Leadership Team to the Fire Authority that Option 1 - partner with Surrey Fire & Rescue Service – remains the preferred option; and
 - iii. approve that option to be implemented by Project 21.
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2.2 The additional diagram below summarises the evolution of options to date through each of stages of this process. The rationale for de-selection of options from stage to stage is then described in more detail.



2.3 In September 2018, during the “discovery” phase, ESFRS commissioned Mott MacDonald to undertake an initial options study. The study identified an acceptable long-list of options. A number of organisational principles were supplied by the Service and used to agree evaluation criteria for the options – these are set out below and reflect the preferred direction of travel given the Service’s experience of delivering SCC and its related capabilities. It is acknowledged that the SCC project was slow to deliver and came under negative external scrutiny; therefore, the future mobilising principles below reflect the Service’s suppressed appetite for risk.

2.3.1 Principles

General

- A highly resilient and available control and mobilising service
- The new solution should cost no more than the current provision

Partner/ Providers

- Relationship should be such that if one party left, ESFRS would not be alone
- It is not ESFRS preference to be a ‘provider’ (under Section 16).

Mobilising System

- No research projects - any solution should be proven
- The mobilising system should be a stable, developed system.
- The supplier of the mobilising system should be (financially) sustainable.
- ESFRS do not want to procure a mobilising system in isolation.

2.4 Long-list to shortlist:

2.4.1 As previously presented to the Fire Authority and as set out in full in the Mott MacDonald report “ESFRS Control Services Options Study, 30 November 2018”, each longlisted option was discussed and reviewed in light of its feasibility and acceptability dependent on meeting the above principles. The table below provides the summary rationale used to select the shortlisted options and de-select others:

Longlist to shortlist rationale

Ref	Option	Feasible Yes/ No	Shortlist Yes/ No	Rationale
1	Standalone control room at the SCC	Yes	No	[REDACTED]
2	Standalone control room but co-locate with Sussex Police	Yes	No	[REDACTED]
3	Co-locate with Sussex Police and Partner with Kent FRS plus an option for additional FRS' to join	Yes	Yes	[REDACTED]
4	Co-locate with Sussex Police and Partner with Essex FRS	Yes	No	[REDACTED]
5	Co-locate with Sussex Police Partner with NFCSP	Yes	Yes	[REDACTED]
6	Outsource to Kent FRS	Yes	No	[REDACTED]
7	Outsource to London Fire Brigade	Yes	No	[REDACTED]
8	Outsource to NFCSP	Yes	No	[REDACTED]
9	Outsource to NWFC	Yes	Yes	[REDACTED]

2.4.2 It has been suggested by Members that some additional options should have been considered at long-list stage. The other options in question are:

- Partner with SECAMB

¹ Based on current SCC costs extrapolated for standalone working.

- Partner with Sussex Police
- Standalone option at an ESFRS site other than Lewes HQ (e.g. Preston Circus)

2.4.3 None of the above 3 options were put forward by Mott Macdonald as viable at the time of the initial discovery phase.

2.4.4 Taking each of the above additional options in turn, partnering with SECamb is not considered a viable option because no FRS in the UK operates on the NHS mobilising platform. This is because the NHS platform is not comparable or compatible with fire control requirements and does not support fire service concept of operations. In addition, they have significantly higher call volumes, meaning ESFRS would be very much the junior partner.

2.4.5 Sussex Police operate on the “Steria Storm” mobilising system. [REDACTED]
[REDACTED]
[REDACTED] the fire module of that system does not adequately support the full spectrum of fire service operational requirements. It is on this basis that this option has been excluded.

2.4.6 Finally, a standalone option on an ESFRS site other than Lewes HQ (e.g. Preston Circus) is in effect a duplicate of the new Option 5 described later, other than it would be on a different site and therefore not provide the potential inter-agency collaboration benefits afforded by co-locating with Sussex Police at Lewes HQ. As will be demonstrated in the description and evaluation of Option 5 later in this report, the location related cost elements (rent, facilities etc.) of each option are very minor in comparison to the IT and staffing costs – they are in fact <1% of the overall costs and as such not material to option selection. However, the premises transition costs of moving to an alternative ESFRS premises are likely to be substantially higher than the premises transition costs of Option 5 as outlined below.

2.5 **Short-list to pre-qualification:**

2.5.1 The initial shortlisting process summarised above proposed that the following 3 options were taken forward for further evaluation during the “pre-qualification” stage:

- With Kent at Lewes
- With Networked Fire Control Services Partnership (NFCSP) at Lewes
- Partner with North West Fire Control Ltd (NWFC)

2.5.2 However, in early 2019 one of the above options fell away and an additional option came to light. [REDACTED]
[REDACTED]
[REDACTED]

[REDACTED] The additional option that surfaced was a potential partnership with Surrey FRS, so this was added in.

2.5.3 The final list of options taken forward for further evaluation in the pre-qualification stage was therefore as follows – 3 potential suppliers with two variants for each, making 6 options in total:

Suppliers:

Diligence Conclusion v1.0, 1 October 2019” also describes this stage of the process in full.

2.7.3 Further to the 25 October Fire Authority meeting, and at the direct request of the Fire Authority, a fifth option (standalone at Lewes) has now been scoped and costed such that it can be considered alongside the other four options previously presented.

2.7.4 The following section of the report (Section 3) sets out the scope, cost, benefit and risks of this Option 5 and how this contrasts with the other four options under consideration. It should be noted that officers have had limited time since the Fire Authority meeting on the 25 October to assess this option and it has not therefore been subject to the same detailed due diligence exercise that the other four options previously presented have. However, officers consider that the level of analysis provided is robust and presents the material factors (cost/risk/time) accurately.

2.7.5 Throughout the option evaluation process for Project 21, officers have sought to keep the Fire Authority informed of progress. For the record, the series of previous updates that have been provided on this topic are as follows:

- 6/8/19 - verbal update on SCC and Exit to Urgency Panel (agenda item 28)
- 6/9/18 - verbal update on start of Project 21 to FA (agenda item 61)
- 24/1/19 - PowerPoint slide update to Members Seminar
- 4/6/19 - further PowerPoint slide update to Members Seminar
- 3/7/19 - SCC & Future Mobilising Options update paper to FA (agenda Item 22)
- 25/9/19 - comprehensive SCC history and P21 update to Members Seminar
- 25/10/19 - Project 21 recommendation paper to extraordinary FA (agenda items 23 & 25)

2.7.6 In addition to the above, the Fire Authority requested that officers set out what communication and engagement had taken place to involve current SCC staff in the Project 21 option evaluation process. The table provided in Appendix C sets out the engagement activity that has taken place – it is extensive, spans the entire timeframe of the option evaluation process right up until the present time, and officers are confident that the appropriate level of “hands on” knowledge and experience has been brought to bear throughout the process.

3 SUMMARY OF NEW OPTION 5 – STANDALONE AT LEWES

3.1 An additional option, “standalone at Lewes”, has been scoped and costed at the request of the Fire Authority for comparison with the four other options that were assessed during the original detailed due diligence process. These other four options are as set out in the introduction and option evaluation above (see 1.5 and 2.7.1).

3.2 The standalone at Lewes option is defined as ESFRS maintaining a standalone “in house” control room and team, co-located with Sussex Police at Lewes HQ, utilising its own independently procured and maintained set of mobilising systems over the same lifespan as previously applied to the other four options, i.e. to 2025/26.

3.3 It should be noted right from the outset that this timeframe goes well beyond the lifespan of the existing ICCS (Integrated Command and Communications System provided by a company called Frequentis) and Remsdaq 4i mobilising system (the

main CAD - "Computer Aided Dispatch"- mobilising software). This option therefore would inherently involve the need for the Authority to go through a full and time-consuming procurement process to purchase a new ICCS and CAD.

3.4 The timeframe for Project 21 options also covers the period within which ESFRS control will have to become ESN compliant (ESN is the "Emergency Services Network", the Government led project to replace "Airwave", the current national emergency services' voice and data communication system). This is the same for all options previously considered, all of which were scoped to include a move to new ESN compliant mobilising systems when existing systems pass "end of life", albeit via an alternative supplier (via Surrey in the case of the recommended option).

3.5 The first step in evaluating Option 5 was to scope and cost this option against the same criteria as that previously applied to the other four options under consideration. Procurement of new mobilising systems is inherently a very lengthy process, and the costings presented below (and set out in more detail in Appendix A) are based directly on a similar single fire service mobilising system procurement exercise recently undertaken by telent (this Authority's technology partner) on behalf of another fire service.

3.6 The principles and assumption which define Option 5 for costing purposes are:

- That we would procure a new ICCS & CAD, commencing in Jan. 2020
- That procurement process would entail i) 6 months market evaluation followed by ii) 18 months contract negotiations – based on the timescales from the benchmark service
- The implementation period (following i) and ii) above) would be a further 18 months, making go-live on the "new" set of systems June 2023
- That the Service would only move the East Sussex control team once - to Lewes in June 2023, remaining at Haywards Heath until then
- That the East Sussex control team would remain at its agreed post West Sussex exit headcount of 28FTE until the "new" systems become available in June 2023
- That the Service would not move the existing mobilising systems out of Haywards Heath - they will be decommissioned after June 2023 when the "new" systems become available
- That the Service would retain Maresfield (the Service Training Centre) as secondary control for the same period to June 2023, subject to an alternative arrangement for fall-back being provided as part of the "new" systems
- That the "new" set of systems would include ESN connectivity before the end of Dec 2022

- [REDACTED]
- [REDACTED]
- That the Service would progress the replacement of station end equipment and mobile data terminals (these are two other elements of the overall end-to-end mobilising set of systems) through 2019/20 and 2020/21, irrespective of the procurement timeframe above. This is in line with the approach recommend with the other four options.

3.7 Previously, the final Mott MacDonald report concluded that all of the previous four options under consideration were extremely close in terms of whole-life cost (to 2025/26). A small change of only +/- £150,000 (1.5%) would have changed the ranking of these four options from a financial point of view, therefore making cost a non-differentiating factor between those options.

3.8 The same cannot be said for Option 5. The cost comparison table below (and further breakdown provided in Appendix A) shows that Option 5 is significantly more expensive than any of the other four options under consideration – it is 35% (£3.46m) more expensive overall than the recommended Option 1, and 30% (£1.91m) more expensive in terms of revenue cost over 5 years. The primary factors driving these additional costs are:

- the extended timescale necessary to procure a new mobilising system (see 2.7 above - go-live would not be achieved until June 2023)
- the cost of the procurement process itself
- the protracted period we would need to maintain a standalone single service control room on past end-of-life equipment

3.9 Summary cost modelling and efficiency scores

	Option 1 Partner Surrey	Option 2 Hybrid Surrey	Option 3 Partner NWFC	Option 4 Hybrid NWFC	Option 5 Standalone at Lewes
Transition costs	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
Revenue costs	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
Total cost	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
NPV	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
Efficiency Score	1.95	1.89	2.00	1.76	1.45
Ranking	2	3	1	4	5

NB: Given the delay in decision on which option is to be implemented and the now much higher likelihood of not achieving a March 2021 go-live, it is essential that the Service ensures that the existing mobilising systems remain reliable and are supported for longer into the future. [REDACTED]



3.10 Preferred Option – cost v. available funding (updated from CFA 25/10/19)

	Total 2019/20 – 2025/26
	£m
Transitional cost	5.445
Funding available	1.066
Funding gap	4.379
Annual rev. cost	5.990
Base budget	5.370
Funding Gap	0.620

3.11 For completeness the table above shows the impact of the additional cost of renewing hardware on the preferred option (originally shown as table 1 in agenda item 23 for the CFA on 25 October 2019).

3.12 Other material factors in the comparison of Option 5 with the other four final options are considered below under the same headings as the previous Fire Authority recommendation report (CFA Public Report - Project 21 Future Mobilising - Final Options Appraisal_FINAL_161019 – referenced as a background paper previously provided to Members and available on request).

3.13 In terms of timescale, Option 5 is considerably higher risk than any of the four other options being considered. The extended timescale necessary to procure a new mobilising system, with go-live not achieved until June 2023, would miss the nominal implementation target date of end of March 2021 by well over two years. This in turn means that the Service would have to extend the life of legacy mobilising systems much further than would be the case in any of the other four options. This carries the significant risk of being past end-of-life on critical systems



3.14 In addition, Members are reminded that:

- whilst considering options for the original ESFRS SCC Project, this Authority previously agreed in 2011 to move away from having a standalone “in-house” Fire Control
- HMICFRS (Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services – the inspecting body for fire and rescue services) has a responsibility to assess the effectiveness and efficiency of a fire service’s control arrangements. As a standalone option is demonstrably not as effective as other options and is certainly not as efficient, this may well result in them wishing to scrutinise this Authority’s business case as part of any future inspection.

3.15 In terms of cost, the analysis above already demonstrates that Option 5 is significantly more expensive than any of the other options in both overall and revenue terms. Furthermore Option 5 carries some additional financial risks as follows:

- That the Service may subsequently be forced to source another ICCS to cover the interim period between end-of-life of the current ICCS (May 2020) and June 2023 if Frequentis cannot extend support for the existing ICCS
- That the Service may be unable to secure tenure for the East Sussex Fire Control team at Haywards Heath until June 2023 and be forced to move them somewhere in the interim
- [REDACTED]

3.16 All of the above would require additional investment over and above the figures set out in the cost comparison table above, further widening the cost gap between this and other options.

3.17 In terms of benefits, remaining as a standalone service on a separate mobilising system would offer none of the potential operational benefits enabled by moving onto a common mobilising system and sharing a single control room with a geographically adjacent service, as per the preferred option of partnering with Surrey FRS. In this sense Option 5 is no more operationally beneficial than the NWFC options. Operational benefits are dealt with in more detail in Section 4 below.

3.18 Finally, in terms of quality, the new system performance and stability once we reach June 2023 and the commissioning of a new set of mobilising systems would likely be good. However, the issue here again is the time it will take to get to that state, and the 2.5 years we will be left reliant on past end-of-life critical systems.

3.19 With all of the above in mind, the risk profile of Option 5 (Standalone at Lewes) compares as follows with the other options under consideration:

Risk scale:

Very low	Very low
Low	Low
Medium	Medium
High	High
Very high	Very high

Risk of:	SFRS		NWFC		Standalone at Lewes
	Partner	Hybrid	Partner	Hybrid	
Late delivery	[REDACTED]				
Increased cost					
Reduced benefits					
Poor stability					
Increased complexity					

3.20 Option 5 is demonstrably very expensive and very high risk in comparison to all four of the other options under consideration. It is reliant on a costly and time-consuming re-procurement exercise, would leave the Service reliant on critical legacy systems well beyond their planned end of life (for over 2 years), offers none of the operational benefits enabled by other available options and would result in a further upward pressure on operating costs of £2.457m over 5 years (on top of the £0.426m p/a pressure already identified that results from the preferred option) once the cost of borrowing is included.

3.21 **Comparison of Revenue Budget Pressure**

	2020/ 21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	2025/26 £m	Total £m
Option 1	█	█	█	█	█	█	█
Option 5	█	█	█	█	█	█	█
Difference	0	0.761	0.800	0.388	0.254	0.254	2.457

3.22 The above sets out the additional revenue cost of the new mobilising service plus the estimated borrowing costs of the one off investment required (transitional cost plus cost of hardware replacement) for the previously recommended Option 1 v Option 5.

3.23 On this basis, the Project Executive’s (DCFO O’Brien) previous recommendation to the Fire Authority that Option 1 - partnership with Surrey FRS should be taken forward for implementation stands. Furthermore Option 5 should be discounted from further consideration, recognising that it was previously de-selected from the original long-list of options by SLT over a year ago in late 2018. It should be noted by Members that, in the view of officers, Options 5’s relative cost is so high that to pursue this option would have a significant impact on how this Service delivers other front-line services.

4 FURTHER INFORMATION ON PARTNERSHIP WITH SURREY FRS

4.1 **Key activity since 25/10/19**

4.1.1 Since the Fire Authority meeting on the 25 October, Surrey FRS have (as of 4/12/19) successfully taken on responsibility for control and mobilising services for West Sussex FRS at their Salfords Control Room from SCC at Haywards Heath.

█
█

4.1.2 There is a considerable amount of positive learning from this experience for all three services involved, much of which would be directly applicable to the subsequent transition of ESFRS control to Salfords in due course, should the recommended option for Project 21 be taken forwards.

4.1.3 █
█
█
█

4.1.4 [Redacted]

- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]

4.1.5 In relation to the detail and assurance around the previously reported “priority 1” level faults by Surrey in the Capita system (highlighted in the Mott McDonald report), this is covered later in this report.

4.1.6 [Redacted]

4.1.7 There was a discussion specifically about the proposed governance model and robustness of the decision making and performance monitoring of any partnership arrangement, [Redacted]. An outline of the basis of the proposed structure was provided (see later in this report) and it was confirmed that these arrangements will need to be robust for the protection of all partners.

4.1.8 It was agreed that all partners will need to consider the appropriate mechanism for reports to go to the respective Fire Authorities and this Authority will retain decision making power on any key issues, such as agreeing the legal agreements, governance arrangements and financial framework, and that would be the case no matter which future control solution is selected.

4.1.9 In terms of operational benefits, officers from both of the other Services were very clear on these and the plans to progress with associated joint working to mutual benefit. It was explained that both Authorities are using the project on mobilising as a platform for much broader collaboration. Further details on the operational benefits are outlined below.

4.1.10 [Redacted]

4.2 Operational benefits

- 4.2.1 At the 25 October 2019 meeting of the Fire Authority, and within the associated supporting report from the DCFO, one of the primary reasons for recommending Option 1 (partner with Surrey FRS) was the view that the selection of this option would support and enable a significant number of potential operational benefits. The Authority requested further information on these benefits and have asked that the potential to achieve these benefits is compared and contrasted across all of the final options under consideration. This section of this supplementary report provides that comparative analysis.
- 4.2.2 Fire service control room functions are central to the delivery of emergency response services. The investment in the delivery of emergency call handling, mobilising and resource management services is therefore of the same importance as the investment in fire appliances and emergency response equipment used by firefighters at the scene of the emergency. The effectiveness with which the control room functions are delivered has a direct consequential effect on the effectiveness of the rest of the response and the resolution of the emergency.
- 4.2.3 The national context that actively supports and encourages fire services to collaborate, and the definition of “intra-operability” achievable by geographically adjacent FRS was set out in the previous Project 21 report to the 25 October 2019 Fire Authority meeting (referenced as a background paper previously provided to Members and available on request).
- 4.2.4 Fundamentally for neighbouring fire services, a shared control room creates the ability to share resources (officers, crews or fleet) and to mobilise the quickest nearest appliance across borders. The proposed tri-service solution will see calls routed through one single control room, using a single common system with visibility of both neighbouring services resources, plus a system with the ability to mobilise the optimum number of resources from either of both adjacent services. This would result in the need for less communication, a simpler command chain, faster mobilisation and ultimately a more appropriate response to incidents. This would be more effective, more resilient and far more efficient.
- 4.2.5 Evidence also suggests that a single control room managing geographically adjacent fire services’ assets also enables more effective incident management and resourcing during larger incidents such as wide area flooding or major incidents. Alignment of such a shared control room across West Sussex, East Sussex and Surrey with the two partner Local Resilience Forums (Surrey LRF and Sussex LRF) would offer a number of advantages specifically around early information sharing, joint situational awareness, joint assessment of operational risk and joint decision making during the initial stages of a major incident.
- 4.2.6 At the request of the Fire Authority we have now undertaken, for all five options, a more detailed analysis of which operational benefits each option would support and enable. The concept of intra-operability described above has been broken down into 23 specific elements. These individual operational benefits are set out in full in the table contained within Appendix B. The table below summarises what proportion of the total 23 operational benefits are supported by each of the options under consideration:
- 4.2.7 **Proportion of Operational benefits supported by option**

	Option 1 Partner Surrey	Option 2 Hybrid Surrey	Option 3 Partner NWFC	Option 4 Hybrid NWFC	Option 5 Standalone at Lewes
No. of benefits	23 / 23	18 / 23	6 / 23	5 / 23	3 / 23

4.2.8 It remains the view of officers therefore, that Surrey’s geographical proximity and the fact that the relationship would be a full tri-service partnership (along with WSFRS) offers far more potential operational benefit than other options and provides the opportunity to collaborate in other areas over NWFC or remaining standalone. The proposed “partnership” governance arrangements will also support this. Sharing a control or mobilising function with adjacent services makes sharing resources easier, as all information flows through the single control room and suite of systems which sits at the heart of the organisation.

4.3 **Future Governance**

4.3.1 The Fire Authority has also requested further information on the likely governance arrangements that would be put in place for the recommended option of partnering with Surrey FRS. It is anticipated that this will take the form of a Section 16 partnership agreement with an associated performance management process and key performance indicators, along with a supporting governance framework.

4.3.2 The precise form of that Section 16 agreement will only be determined after the Fire Authority have made a decision on which option to pursue. However, the structure of such a legal agreement would typically be as follows:

4.3.3 *Section 16 Agreement*

Definitions

Commencement & duration

- Term
- Consents, Warranty and Due Diligence

The Services

- Supply
- Target Service Levels
- Service Standards
- Health & Safety
- Business Continuity

Charges & Payment

- Payment
- Personnel Used
- TUPE

Contract Management

- Reporting & Meetings
- Monitoring
- Change Control and Continuous Improvement
- Dispute Resolution

- Sub-contracting & Assignments

Liability

- Indemnities
- Limitation of Liability
- Insurance

Information

- Freedom of Information
- Data Protection
- Information Security

Confidentiality

Termination

- Termination for Breach
- Termination on Notice
- Force Majeure

Consequence of Termination

General Provisions

- Waiver
- Cumulation of Remedies
- Severability
- Partnership or Agency
- Third Party Rights
- Notices
- Entire Agreement
- Governing Law & Jurisdiction

Supporting Schedules & Specifications

- Schedules
- Specifications
- Service Level Agreements
- KPI's

4.3.4 The supporting governance framework would consist of a number of layers, as per the governance arrangements now in place between Surrey FRS and West Sussex. It is worth noting that in partnering with Surrey we would be joining this pre-existing governance framework rather than creating something separate in parallel. The layers proposed are as follows:

4.3.5 **A joint Strategic Governance Board** (facilitated by the 'host' service):

Purpose:

Providing strategic oversight and direction, reporting to the leadership teams and Fire and Rescue Authorities

Frequency:

Twice a financial year; additions by exception.

Membership:

This is a management board drawn from Principal Officers from each FRS, Area Commander/Managers responsible for Mobilising & Control, Finance, Human Resources, IT representation as necessary.

4.3.6 **A joint Tactical Governance Board** (facilitated by the 'host' service for wider collaboration):

Purpose:

Providing tactical management of the transition programme and subsequent service management and reporting to the Strategic Governance Board and individual service management teams.

Frequency:

Quarterly; additions by exception.

Membership:

Area Commander/Managers responsible for Mobilising Control, Group Commander/Managers responsible for Mobilising Control, Mobilising and Communications Officers, Finance, Human Resources, and IT.

4.3.7 **A joint Operational Governance Board** (facilitated by the host service):

Purpose:

Responsible for the day to day operation and provision of the Joint Mobilising Control Centre.

Frequency:

Monthly; additions by exception.

Membership:

Group Commander/Managers responsible for Mobilising Control, Mobilising and Communications Officers, Finance, Human Resources, and IT.

4.3.8 The supporting performance management process would likely involve the following and form part of the joint Operational Governance Board oversight:

- Operational service monitored and measured in accordance with agreed performance standards
- The service provider will produce performance reports
- The provider will submit a Quarterly Performance Management Report to the Governance Boards, which will include, but not be limited to, the following:
 - Achievement of the KPI targets
 - Identify and categorise the reason for any incidence of non-performance of any KPI or Measure.
- If performance of the operational service falls below any of the performance standards, each partner would be able to request more frequent performance management information reports and Surrey FRS will provide such reports for that relevant KPI and/or Measure until the performance standard is improved and meets the agreed target as set out in the Section

4.3.9 The above process and structure for the legal agreement, supporting governance structure and associated performance management and reporting is very typical of similar arrangements, reflect discussions with Surrey and WSFRS, and in that sense are not a concern to officers at this stage.

4.4 **IT stability:**

4.4.1 As set out in paragraph 1.2 of the Introduction, the final topic this supplementary report was required to address was the provision of further information on the stability of the recommended Surrey IT solution following concerns raised by Members about the higher than expected number of faults reported.

4.4.2 Within Appendix A to the previous Fire Authority report on Project 21 [REDACTED] the following observation was made;

“Although both potential suppliers mobilising systems are well established industry standard products, SFRS have had a relatively high number of Priority 1 incidents (42) relating to the mobilising system and ICCS in the last twelve months”.

4.4.3 Members raised concerns about the above, so some further analysis of Surrey’s historic system performance statistics has been undertaken as set out below.

4.4.4 The previously reported P1 incident figures were obtained from Surrey as part of the detailed due diligence work. It was assumed at the time that the definition / classification of these incidents was as per ESFRS own IT incident classification system, which defines a P1 in terms of the two dimensions “impact” and “severity”, as follows:

High impact: Impact on safety, reputation, staff payment or where >50% of end users / workstations are affected

High severity: Mobilisation or associated business function affected or full / major system failure or accelerating failures across multiple platforms

4.4.5 Anything less than “High” in terms of both impact and severity would not be classified as a P1 incident within ESFRS. We only record a P1 when the ability to Mobilise is directly affected or compromised.

4.4.6 In light of Members concerns on this matter, the due diligence team have revisited these statistics and have discussed them in detail with Surrey, including further investigation of Surrey’s own IT incident classification and incident reporting process.

4.4.7 The findings from this further discussion are revealing. Fundamentally, Surrey’s criteria and process for registering P1 incidents with Capita (their IT service provider) is different to that of ESFRS. [REDACTED]

[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]

4.4.8 On the basis of the above, Surrey’s P1 incident statistics simply cannot be viewed in the same light or given the same weight as the equivalent ESFRS figures; they reflect different things. [REDACTED]

4.4.9 [REDACTED]

4.4.10 Since our discussions on this matter with Surrey they have revisited the statistics previously supplied with the understanding of ESFRS incident classification process in mind and sought to clarify how many of these incidents represented a true risk to mobilising functionality. [REDACTED] Only 6 of the previously reported P1 incidents would represent the equivalent of true P1’s to ESFRS, making their mobilising system stability comparable to our own.

4.4.11 On the above basis it is officers’ view that IT system stability should no longer be considered a concern for the Surrey options. Fundamentally Surrey are fully confident in their systems and would not have gone ahead with the recent successful on-boarding of WSFRS unless they were assured of system stability and reliability.

5 RECOMMENDATION

5.1 In light of the analysis previously provided to Members, and additional analysis set out above, it remains the professional recommendation of the Project Executive (DCFO O’Brien) and SLT to the Fire Authority that Option 1 - Partnership with Surrey FRS should be taken forward for implementation.

5.2 It is accepted that joining a Surrey partnership model will require more time, cost and effort for transition than NWFC, but it would be substantially quicker and lower risk than the standalone Option 5 which involves the need for a lengthy and expensive procurement exercise. In addition, as has been demonstrated through

this report, the immediate and potential operational advantages of partnering with Surrey FRS are greater than for any other option.

- 5.3 There are risks relating to timing due to Surrey’s current on boarding of WSFRS, as well as with the confidence of the technical delivery of the necessary ground-based Airwave interface. However, these risks are significantly lower than those of the standalone Option 5 where new systems would not be available until mid-2023.
- 5.4 In order to mitigate the risks associated with the proposed Surrey outsource it is still proposed to seek the following assurances from Surrey over the coming months should the Fire Authority agree with the recommendation of officers:
- Confirmation of the joint governance arrangements outlined above, including roles and responsibilities, for both the transition period and subsequent BAU operations
 - Details of Surrey and WSFRS joint plans and delivery dates to end of March ‘22 for key system integration milestones such as SAN-H re-purposing, e-IRS, MDT rollout and incident report data warehouse
 - A final draft “Cooperation Agreement” setting out the terms of engagement and responsibilities of all parties throughout the transition period
- 5.5 Surrey’s geographical proximity and developing partnership with WSFRS offers the potential to deliver immediate operational benefits that have now been set out in far more detail than previously in this paper. Sharing a control or mobilising systems with geographically adjacent services makes sharing resources easier as all information flows through the control room which sits at the heart of the organisation. The “partnership” governance arrangements through which this Service will be an equal partner will support this.

Appendix A – 7 year cost modelling for Option 5

Appendix B - Operational Benefits of recommended option (Partner with Surrey FRS) v other options

Business Benefits									
Item	Benefit / Idea Description	Type	Category	Surrey Partner	Surrey Hybrid	NWFC Partner	NWFC Hybrid	Standalone	Timeframe
	"Borderless working" and associated intraoperability benefits from 3 adjacent FRS working together utilising a single control room and mobilising system.								
A	People:								
1	Supports mobilisation of the optimum combination of crews from any of the 3 adjacent services to any incident within their combined ground, increasing fireground effectiveness and efficiency and reducing the potential for duplication of resources.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Medium-term
2	Supports mobilisation of the optimum combination of Officers from any of the 3 adjacent services to any incident within their combined ground, increasing fireground effectiveness and efficiency and reducing the potential for duplication of resources.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Medium-term
3	Presents the opportunity to standardise training across 3 adjacent services to ensure common and complementary skill sets amongst Officers and crews, which also supports the ability to mobilise the optimum combination of skill sets to any incident within their combined ground.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Medium-term
4	Presents the opportunity to put in place a common / shared incident command structure across 3 adjacent services providing enhanced command and control capability for major incidents via enhanced situational awareness and increased visibility of assets across a larger area.	Operational	Effectiveness / Resilience	Y					Medium-term
5	Presents the opportunity to improve the visibility of all combined resources across 3 adjacent services and their status / availability - providing enhanced situational awareness hence improved decision making - potentially via a common instance of Firewatch, which in turn would support the mobilisation of the optimum combination of resources irrespective of service within their combined ground.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Immediate
6	Provides increased control room crewing resilience to cover spare conditions, major incidents or illness via a larger overall crewing compliment concentrated around a single control room. The larger crewing pool could also enable alternative and potentially more efficient demand-led crewing models to be developed over time for a single control room.	Operational	Resilience / Efficiency	Y		Y			Immediate
7	Presents the opportunity to improve overall workforce planning across 3 adjacent services via a greater overall combined resource pool, for example providing increased portability of skills across the 3 services.	Operational	Effectiveness / Efficiency	Y					Long-term

Business Benefits									
Item	Benefit / Idea Description	Type	Category	Surrey Partner	Surrey Hybrid	NWFC Partner	NWFC Hybrid	Standalone	Timeframe
	"Borderless working" and associated intraoperability benefits from 3 adjacent FRS working together utilising a single control room and mobilising system.								
B	Processes:								
1	Presents the opportunity to align and standardise policies across 3 adjacent FRS (eg SECAMB assistance) which in turn allows the further standardised PDA's which enables mobilisation of the optimum combination of resources to incidents within their combined ground.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Medium-term
2	Presents the opportunity to standardisation operational procedures across 3 adjacent FRS, including common incident types, PDA's and communication procedures enabling the optimum combination of resources to be mobilised irrespective of FRS and potentially speeding up the response hence increasing effectiveness.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Medium-term
C	Equipment & Facilities:								
1	Presents the opportunity to standardise equipment / appliances across 3 adjacent FRS, again supporting the standardisation of PDA's to common incident types enabling mobilisation of the optimum combination of appliances and equipment (e.g. BA) from any of the 3 adjacent services to any incident within their combined ground, increasing fireground effectiveness and efficiency and reducing the potential for duplication of resources.	Operational	Effectiveness / Efficiency / Resilience	Y	Y				Long-term
2	Supports optimisation of equipment / appliances, including "specials", across 3 adjacent FRS and associated economies of scale.	Operational	Effectiveness / Efficiency	Y	Y				Long-term
3	Provides the opportunity to optimise training facilities and resources (eg specialisms such as live fire training, incident command and IEC) across 3 adjacent services and remove potential duplication.	Operational	Effectiveness / Efficiency	Y					Long-term
D	Data & Reporting:								
1	Presents the opportunity to ensure more complete, standardised and integrated management information (common dashboard) is made available across 3 adjacted FRS enabling improved decision making to ensure best use of resources available. Boss remote incident view software will assist.	Operational	Effectiveness / Efficiency	Y	Y				Medium-term
2	Supports provision of improved real time data on firefighter location, incident ground risks, operational procedures and safe working practices via seamless integration of 3 adjacent FRS into a common mobilisation system and incident command and control structure, making management of the fireground clearer, easier and safer.	Operational	Effectiveness	Y	Y				Immediate
3	Provides the ability to share common secure data across 3 adjacent FRS with other agencies (other Category 1 and 2 responders) in real time, ensuring that the latest information is available on the incident ground, particular during major incidents and aligns fire services to the operational delivery mechanisms of the Local Resilience Forums pan Sussex and Surrey.	Operational	Effectiveness	Y					Immediate

Business Benefits									
Item	Benefit / Idea Description	Type	Category	Surrey Partner	Surrey Hybrid	NWFC Partner	NWFC Hybrid	Standalone	Timeframe
	"Borderless working" and associated intraoperability benefits from 3 adjacent FRS working together utilising a single control room and mobilising system.								
E	Systems:								
1	Provides a single mobilising systems platform and radio communications network across 3 adjacent FRS enabling all of the above interoperability benefits.	Operational	Effectiveness / Efficiency	Y	Y				Immediate
2	Provides the opportunity to move to a single instance Management Reporting system across 3 adjacent FRS with the associated economies of scale.	Operational	Effectiveness / Efficiency	Y	Y	Y	Y		Long-term
3	Presents the opportunity to share technology (eg SAN H) across FRS to reduce overall investment needs and enables collaboration on project implementation, data services and Code of Connection compliance.	Operational	Effectiveness / Efficiency	Y	Y	Y	Y		Medium-term
9	Provides a rationalised set of modern replacement and ESN ready Mobile Data Terminals across the ESFRS appliance fleet, removing the risks associated with retaining the previous end of life units. Also supports software upgrade for the VMDS to SC Response enabling the capture and communicate of additional information such as SSRI, form filling, hydrant condition and usage.	Operational	Effectiveness / Resilience	Y	Y	Y	Y	Y	Immediate
10	Provides the opportunity to integrate CRM (which manages risk information, home safety visits and fire safety information) across 3 adjacent services which would further enable convergence of Ways of Working.	Operational	Effectiveness / Efficiency	Y	Y				Medium-term
11	Provides updated Station End Equipment (including Firecoders) removing the risks associated with retaining the previous end of life units.	Operational	Effectiveness / Resilience	Y	Y	Y	Y	Y	Immediate
12	Provides a modern Paging and Alerting solution based on latest technology, with increased capability, resilience, flexibility and coverage by providing two way paging and better management information. This includes acknowledgment of alerts and provides a new audit trail. Also provides selective paging with integration to resource management systems.	Operational	Effectiveness / Resilience	Y	Y	Y	Y	Y	Immediate
F	Support services:								
1	Provides the opportunity to share support services (eg shared administration or approach to procurement) across 3 adjacent FRS with the associated economies of scale.	Operational	Effectiveness / Efficiency	Y	Y				Long-term
Count				23	18	6	5	3	
%				100%	78%	26%	22%	13%	

Appendix C – SCC Staff Engagement and Communications in P21 option evaluation

No.	MESSAGE (WHAT)	AUDIENCE (WHO)	CHANNEL (WHERE)	DATE (WHEN)	TYPE	FROM:
1	Daily informal discussions with SCC staff by SCC GM	Duty SCC staff	Face to Face or phone	Daily	BAU	SCC GM
2	Notification of WSFRS decision to terminate current joint control arrangements by Feb. '20	All ESFRS staff	Email	22/8/18	Information	ESFRS Comms
3	Interview of SCC Training Manager as part of the data collection during Motts Control Services Options Study	SCC Training Manager (and Tech Team)	Face to Face	16/10/18	Interview	Motts
4	Workshop with Motts as part of the Motts Control Services Options Study	SCC Training Manager, SCC Ops Manager	Face to Face	19/11/18	Workshop	Motts
5	Update on changes to the future of mobilising arrangements for West and East Sussex Fire Services	SCC staff	Individual letter	Jan '19	Update	DCFO
6	Updates to formal Quarterly SCC Managers meetings	SCC Managers	Face to Face	Quarterly throughout 2019	Update	SCC GM
7	Update on WSFRS Exit from current joint control arrangements and 2021 options	All ESFRS staff	Service Brief	4/2/19	Update	ESFRS Comms
8	Update on future mobilising arrangements for West & East Sussex Fire and Rescue Services	SCC staff	Individual letter	22/3/19	Update	DCFO

9	Monthly briefing with FBU and FOA by SCC GM	FBU and FOA reps.	Face to Face	Monthly	Update	SCC GM
10	Further update on future mobilising arrangements + FAQ's (see item below)	SCC staff	Individual letter	15/4/19	Update	DCFO
11	FAQ's on changes to mobilisation arrangements	SCC staff	Appended to Individual letters	15/4/19	FAQ's	Project team & HR
12	Update on our long-term mobilisation plans (Project 21)	SCC staff	Email	26/4/19	Update	DCFO
13	Update on future mobilising - Project 21	All ESFRS staff	Service Brief	6/5/19	Update	ESFRS Comms
14	Information sharing and Q&A sessions on Exit and Project 21	SCC staff	Face to Face	3/6/19 & 6/6/19	Q&A	SCC GM & HR
15	Workshop with Motts as part of Due Diligence work to agree "what good look" for due diligence questionnaire	SCC Training Manager, SCC Ops Manager	Face to Face	11/6/19	Workshop	Motts
16	Site visit to NWFC in Warrington for due diligence assessment	SCC Training Manager, SCC Ops Manager	Face to Face	17/6/19 to 19/6/19	Site Visit	NWFC
17	Site visit to Sussex Police control room at Lewes for due diligence assessment	SCC Training Manager, SCC Ops Manager	Face to Face	25/6/19	Site Visit	Sussex police
18	Update on our long-term mobilisation plans (Project 21)	SCC staff	Email	25/6/19	Update	DCFO

19	Site visit to SFRS in Reigate for due diligence assessment	SCC Training Manager, SCC Ops Manager	Face to Face	26/6/19 & 27/6/19	Site Visit	SFRS
20	Due diligence evidence collation and discussion from site visits	SCC Training Manager, SCC Ops Manager, SCC GM	Face to Face	2/7/19	Face to Face	Project team
21	Further due diligence evidence discussion and P21 assessor training	SCC Training Manager, SCC Ops Manager, SCC GM	Face to Face	4/7/19	Face to Face	Motts
22	Due diligence Operational evidence discussion and evaluation	SCC Training Manager, SCC Ops Manager, SCC GM	Face to Face	5/7/19	Face to Face	Project team
23	Due diligence Operational evidence assessment and scoring	SCC Training Manager, SCC Ops Manager, SCC GM	Face to Face	13/7/19	Face to Face	Project team
24	Update on revised timeline for P21	SCC staff	Email	15/7/19	Update	DCFO
25	Update on revised timeline for P21	SCC staff	Face to Face	15/7/19 & 16/7/19	Q&A	DCFO & ACFO
26	Outstanding questions call with NWFC arising from due diligence assessment	SCC Training Manager and SCC Ops Manager	Phone	19/7/19	Q&A	Project team
27	1:1's for all SCC staff re future mobilising (Exit and Project 21)	SCC staff	Face to Face	31/7/19 & 1/8/19 @ 2/8/19	1:1	SCC GM & HR

28	Further site visit to Sussex Police control room at Lewes for due diligence assessment	SCC Training Manager	Face to Face	21/8/19	Site Visit	Sussex police
29	Project 21 - Update from DCFO Mark O'Brien	All ESFRS staff	Service Brief	14/10/19	Update	ESFRS Comms
30	Progress on Project 21 - our future mobilising options – notice of SLT recommendation to FA	SCC staff	Email	15/10/19	Information	DCFO
31	Progress on Project 21 - our future mobilising options – notice of SLT recommendation to FA	SCC staff	Face to Face	15/10/19 & 16/10/19 & 17/10/19 & 18/10/19	Q&A	DCFO & ACFO
32	Update on FA discussion on Project 21 recommended option	All ESFRS staff	Email	25/10/19	Update	ESFRS Comms
33	Update on FA discussion on Project 21 recommended option	SCC staff	Face to Face	25/10/19 & 26/10/19 & 28/10/19	Q&A	CFO & ACFO

Appendix D – Analysis of P1 failures on Capita systems