

BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY

BUCKINGHAMSHIRE FIRE AND RESCUE SERVICE

Director of Legal & Governance, Graham Britten
Buckinghamshire Fire & Rescue Service
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Chief Fire Officer and Chief Executive

Jason Thelwell

To: The Members of the Executive Committee

30 April 2018

**MEMBERS OF THE PRESS
AND PUBLIC**

**Please note the content of
Page 2 of this Agenda Pack**

Dear Councillor

Your attendance is requested at a meeting of the **EXECUTIVE COMMITTEE of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY** to be held in Meeting Room 1, Fire and Rescue Headquarters, Stocklake, Aylesbury, Bucks, HP20 1BD on **WEDNESDAY 9 MAY 2018 at 10.00 am** when the business set out overleaf will be transacted.

Yours faithfully

Graham Britten
Director of Legal and Governance

Chairman: Councillor Reed

Councillors: Carroll, Lambert, Marland, McCall, McDonald, McLean and Roberts



MAKING YOU SAFER

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Recording of the Meeting

The Authority supports the principles of openness and transparency. It allows filming, recording and taking photographs at its meetings that are open to the public. Requests to take photographs or undertake audio or visual recordings either by members of the public or by the media should wherever possible be made to enquiries@bucksfire.gov.uk at least two working days before the meeting.

The Authority also allows the use of social networking websites and blogging to communicate with people about what is happening, as it happens.

Adjournment and Rights to Speak – Public

The Authority may, when members of the public are present, adjourn a Meeting to hear the views of the public on a particular agenda item. The proposal to adjourn must be moved by a Member, seconded and agreed by a majority of the Members present and voting.

Prior to inviting the public to speak, the Chairman should advise that they:

- (a) raise their hands to indicate their wish to speak at the invitation of the Chairman,
- (b) speak for no more than four minutes,
- (c) should only speak once unless the Chairman agrees otherwise.

The Chairman should resume the Meeting as soon as possible, with the agreement of the other Members present.

Adjournments do not form part of the Meeting and should be confined to times when the views of the public need to be heard.

Rights to Speak - Members

A Member of the constituent Councils who is not a Member of the Authority may attend Meetings of the Authority or its Committees to make a statement on behalf of the Member's constituents in the case of any item under discussion which directly affects the Member's division, with the prior consent of the Chairman of the Meeting which will not be unreasonably withheld. The Member's statement will not last longer than four minutes.

Where the Chairman of a Committee has agreed to extend an invitation to all Members of the Authority to attend when major matters of policy are being considered, a Member who is not a member of the Committee may attend and speak at such Meetings at the invitation of the Chairman of that Committee.

Questions

Members of the Authority, or its constituent councils, District, or Parish Councils may submit written questions prior to the Meeting to allow their full and proper consideration. Such questions shall be received by the Monitoring Officer to the Authority, *in writing or by fax*, at least two clear working days before the day of the Meeting of the Authority or the Committee.

EXECUTIVE COMMITTEE

TERMS OF REFERENCE

1. To make all decisions on behalf of the Authority, except in so far as reserved to the full Authority by law or by these Terms of Reference.
2. To assess performance of the Authority against agreed organisational targets.
3. To determine matters relating to pay and remuneration where required by collective agreements or legislation.
4. To select on behalf of the Authority–the Chief Fire Officer and Chief Executive, and deputy to the Chief Fire Officer and Chief Executive, or equivalent , taking advice from suitable advisers and to make recommendations to the Authority as to the terms of appointment or dismissal.
5. To consider and make decisions on behalf of the Authority in respect of the appointment of a statutory finance officer ; a statutory monitoring officer; and any post to be contracted to “Gold Book” terms and conditions in whole or in part taking advice from the Chief Fire Officer and suitable advisers.
6. To act as the Employers’ Side of a negotiating and consultation forum for all matters relating to the employment contracts of the Chief Fire Officer and Chief Executive, deputy to the Chief Fire Officer and Chief Executive, or equivalent; and where relevant, employees contracted to “Gold Book” terms and conditions in whole or in part.
7. To hear appeals if required to do so in accordance with the Authority’s Policies.
8. To determine any human resources issues arising from the Authority’s budget process and improvement programme.
9. To determine policies, codes or guidance:
 - (a) after considering recommendations from the Overview and Audit Committee in respect of:
 - (i) regulating working relationships between members and co-opted members of the Authority and the employees of the Authority; and
 - (ii) governing the conduct of employees of the Authority
 - (b) relating to grievance, disciplinary, conduct, capability, dismissals and appeals relating to employees contracted to “Gold Book” terms and conditions in whole or in part.
10. To form a Human Resources Sub-Committee as it deems appropriate.

AGENDA

Item No:

1. Apologies

2. Minutes

To approve, and sign as a correct record, the Minutes of the meeting of the Committee held on 14 March 2018 (Item 2) **(Pages 5 - 8)**

3. Disclosure of Interests

Members to declare any disclosable pecuniary interests they may have in any matter being considered which are not entered onto the Authority's Register, and officers to disclose any interests they may have in any contract to be considered.

4. Questions

To receive questions in accordance with Standing Order S0A7.

5. Property Strategy 2018 to 2023

To consider Item 5 **(Pages 9 - 36)**

6. Budget Monitoring Performance and Debt Management April - February 2018

To consider Item 6 **(Pages 37 - 50)**

7. Emergency Services Mobile Communications Programme (ESMCP)

To consider Item 7 **(Pages 51 - 88)**

If you have any enquiries about this agenda please contact: Katie Nellist (Democratic Services Officer) – Tel: (01296) 744633 email: knellist@bucksfire.gov.uk

Minutes of the meeting of the EXECUTIVE COMMITTEE of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY held on WEDNESDAY 14 MARCH 2018 at 10.00 am.

Present: Councillors Lambert, Marland, McCall, McDonald (Vice Chairman), McLean and Roberts

Officers: G Britten (Director of Legal and Governance), L Swift (Director of People and Organisational Development), M Hemming (Deputy Director of Finance and Assets), N Boustred (Head of Service Delivery), K Nellist (Democratic Services Officer), F Mansfield (HR Services and Development Manager) and V Telford (Business Analyst and Information Officer)

Apologies: Councillors Carroll and Reed
(The Vice Chairman presiding)

EX37 MINUTES

RESOLVED –

That the Minutes of the meeting of the Executive Committee held on Wednesday 7 February 2018, be approved and signed by the Chairman as a correct record.

EX38 EXEMPT MINUTES

RESOLVED –

That the Exempt Minutes of the meeting of the Executive Committee held on Wednesday 7 February 2018, be approved and signed by the Chairman as a correct record.

EX39 RESERVES STRATEGY 2018/19 TO 20/21

The Deputy Director of Finance and Assets advised Members that the purpose of the report was to establish a Reserves Strategy for the Authority. This was a requirement of the new draft Fire and Rescue National Framework for England. Paragraph 5.7 stated that 'Each Fire and Rescue Authority should publish their reserves strategy on their website, either as part of their medium term financial plan or in a separate reserves strategy document.' The Reserves Strategy should set out the level of reserves and what the Authority planned to do with them.

The Deputy Director of Finance and Assets advised Members that in order to assess the adequacy of unallocated general reserves when setting the budget, account was taken of the strategic, operational and financial risks facing the Authority. The current and future planned level of each reserve included a reallocation between reserves that Members were asked to approve (Recommendation 2). The reallocation would increase the level of capital reserves available for future expenditure, as it was anticipated that significant expenditure would be required in the

south of the county over the medium term, in order to support the delivery of the Public Safety Plan.

A Member asked if the budget assumptions 'the treatment of demand led pressures' and 'the availability of reserves, government grants and other funds to deal with major contingencies and the adequacy of provisions' were based on any past records and was advised that it was prudent and based on what the worst case scenario could be.

A Member was concerned that the 'Redundancy and Early Retirement Reserve' had no forecast in the medium term, and was advised that based on past experience, the reserve had not been used in recent years, so it seemed overly prudent to keep it.

RESOLVED –

1. That the Reserves Strategy 2018/19 to 2020/21 be approved.
2. That the transfer to/from reserves detailed in Appendix A (Section 2.3) be approved.

EX40

GENDER PAY GAP REPORT

The Lead Member for People and Equality and Diversity introduced the report and advised Members that the gender pay gap showed the difference between the average earnings of males and females.

The HR Services and Development Manager advised Members that the Equalities Act 2010 (Specific Duties and Public Authorities) Regulations 2017 that came into effect in 2017 required all public sector organisations employing over 250 staff to carry out gender pay gap reporting. The data must be reported by 30 March each year. The snapshot date for public sector employers was 31 March each year.

The HR Services and Development Manager advised Members that in accordance with the Regulations, the Authority was required to annually publish six pieces of prescribed data about the pay and bonuses of male and female workers with the organisation:

- mean gender pay gap in hourly pay;
- median gender pay gap in hourly pay;
- mean bonus gender pay gap;
- median gender pay gap;
- proportion of males and females receiving a bonus payment;

- proportion of males and females in each pay quartile.

The HR Services and Development Manager advised Members that whilst there was no benchmarking data for year one, from year two onwards the Authority would have that data to give a better comparison of where it was against other fire and rescue services. The Action Plan in the report proposed what the Authority would do to reduce the pay gap.

Members requested that comparison data be brought back to the Committee as soon as practicable.

A Member asked why on the snapshot date of 31 March 2017 there were 16 employees missing due to not receiving their usual full pay within the pay period and was advised that there was a full list of criteria for those who wouldn't have been considered eligible to receive their full pay on the snapshot date.

The Vice Chairman asked if the full list of criteria could be circulated to Members after the meeting.

RESOLVED –

1. That the content of the gender pay gap report be noted, which would be submitted to the government's website (gov.uk) as per reporting requirement before 30 March 2018

It being proposed and seconded:

2. That the Action Plan for 2018/19 in the gender pay gap be amended prior to publication to include an additional action that a comparison data be obtained as soon as it was available.

EX41 DATE OF NEXT MEETING

The Committee noted that the date of the next Executive Committee meeting would be held on Wednesday 9 May 2018 at 10.00am.

THE CHAIRMAN CLOSED THE MEETING AT 10.43 AM.

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Buckinghamshire & Milton Keynes Fire Authority



MEETING	Executive Committee
DATE OF MEETING	9 May 2018
OFFICER	David Sutherland, Director of Finance & Assets
LEAD MEMBER	Councillor David Carroll
SUBJECT OF THE REPORT	Property Strategy 2018 - 2023
EXECUTIVE SUMMARY	<p>The aim of this Property Strategy is to set a clear framework for the management of property assets within the Authority. The strategy supports the development of a longer term vision of how property can help to deliver the Authority's aims and outcomes while working within a value for money framework in order to achieve efficiency savings.</p> <p>This Property Strategy 2018–2023 supersedes all previous strategies.</p> <p>It sets out a five year plan for property to achieve the following objectives:</p> <ul style="list-style-type: none"> • To provide a clear, corporate vision for the overall direction of property across the Authority. • To promote the benefits of a strategic approach to property. • To outline the current arrangements for property management within the Authority. • To ensure that where practically possible sustainable property issues are considered when making property decisions. • To outline the actions to be taken over the life of the strategy in order to continue to develop the Authority's strategic approach to property. • To ensure that the property portfolio supports Authority priorities as set out in both the Corporate Plan and Public Safety Plan • To be cognisant of the current financial position and to contribute to financial objectives as set out in the Authority's Medium Term Financial Plan.

ACTION	Decision.
RECOMMENDATIONS	That the 2018–2023 Property Strategy as drafted be approved.
RISK MANAGEMENT	<p>By agreeing the Property Strategy, the Authority will reduce or omit the risk of failure in the following areas:</p> <ul style="list-style-type: none"> • Property matching operational aspirations • Resource being allocated where need is highest • Community engagement being met • Building conditions forcing stations off the run • Contributing to overall Authority objectives.
FINANCIAL IMPLICATIONS	<p>The continued and increasing financial pressures being faced by all public bodies over the foreseeable future mean that it is more important than ever to ensure that investment in property and facilities is targeted and coherently planned to provide the right property, in the right place and at the right time.</p> <p>There is a need to continue work with other partner organisations to explore co-location initiatives and continue to utilise our property assets to achieve optimum effectiveness and efficiency.</p> <p>This revised property strategy builds upon the existing foundation for the effective and efficient use of all property related assets and provide a platform for structured and rigorous forward thinking and decision making about property management within the Authority.</p> <p>It will also aid the process of responding to property needs from the Public Safety Plan and as a consequence, operational response, as well as meeting the requirements of the Medium Term Financial Plan.</p>
LEGAL IMPLICATIONS	No direct impact.
CONSISTENCY WITH THE PRINCIPLES OF THE DUTY TO COLLABORATE	Sections 19-20 of the Property Strategy are specifically aimed at collaborative working and such opportunities will continue to be sought where possible and practicable to apply.
HEALTH AND SAFETY	No direct impact.
EQUALITY AND DIVERSITY	The strategy specifically sets out the aim to ensure all property processes are transparent, accountable and fair to all parties. This will include existing opportunities where practical, to update facilities to accommodate cross gender use as well as ensuring future projects include EDI compliant facilities.

USE OF RESOURCES	<p>The strategy aims to put in place a set of actions to ensure delivery of value for money which is in itself a key strand to delivering the requirements of the Medium Term Financial Plan.</p> <p>No additional expenditure is sought as part of implementing this strategy.</p> <p>The property management process is complementary to good asset management, though the main aim of any property strategy is to ensure value for money in the maintenance or purchase of any property asset.</p> <p>Key principles of good procurement practice in the maintenance and upkeep of the property portfolio are transparency, accountability, continuous improvement and fair competition and these principles are embodied as part of the strategy.</p> <p>Social and environmental awareness issues in respect of property are captured within the strategy.</p>
PROVENANCE SECTION & BACKGROUND PAPERS	<p>Background</p> <p>The Executive Committee agreed its current 10 year high level Strategic Asset Management Plan at its meeting of 18 March 2015.</p> <p>It was agreed as part of the report that this would be followed by more detailed strategies for individual areas and the subsequent Property Strategies arise from that agreement.</p> <p>The existing Property Strategy was agreed by the Executive Committee at its meeting of 29 July 2015 (Min EX 08).</p>
APPENDICES	Annex A: Property Strategy 2018-2023: Final Draft
TIME REQUIRED	15 minutes
REPORT ORIGINATOR AND CONTACT	<p>David Sutherland, Director of Finance & Assets</p> <p>dsutherland@bucksfire.gov.uk</p> <p>01296 744662</p>

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BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY

PROPERTY STRATEGY

2018 - 2023

Contents

1. Introduction
2. Background
3. Strategic Business Requirements
4. Resources
5. Influences for Change
6. Condition Survey
7. Use of outside consultants
8. Future use of Properties
9. Domestic Dwellings
10. Day to Day Activity
11. Energy Efficiency
12. Asbestos and Legionella
13. Aerial Sites
14. Accessibility to Fire Stations
15. Leased / Rented Buildings
16. District Council and Milton Keynes Council Plans
17. Risk Management
18. Community use of Fire Stations and other premises
19. Collaborative Opportunities
20. Blue Light Hub – West Ashland MK
21. High Wycombe, Beaconsfield and Stokenchurch Fire Stations - History
22. Proposed strategy for High Wycombe, Beaconsfield and Stokenchurch
23. Buckingham Fire Station
24. Links to other plans and strategies
25. PIA / Equality and Diversity
26. Property Portfolio Records & Performance Indicators
27. Action Plan

1 Introduction

- 1.1 The Fire Authority has made significant investment in the property portfolio over the past five years with major refurbishment, alterations, improvements, planned maintenance and reactive repairs being carried out across the board to the 20 fire stations and Brigade HQ.
- 1.2 The continued and increasing financial pressures being faced by all public bodies mean that it is more important than ever to ensure that investment in property and facilities is targeted and coherently planned to provide the right property, in the right place and at the right time. There is a need to continue to work with other partner organisations to explore co-location initiatives and continue to utilise our property assets to achieve optimum effectiveness and efficiency.
- 1.3 This updated property strategy builds upon the existing foundation for the effective and efficient use of all property related assets and provides a platform for structured and rigorous forward thinking and decision making about property management within the Authority. It will also aid the process of responding to property needs from the Public Safety Plan and as a consequence, operational response, as well as meeting the requirements of the Medium Term Financial Plan.

2 Background

- 2.1 In March 2015 the Executive Committee agreed a ten year high level strategic asset management strategy that set out a number of key parameters for all asset management, including property.
- 2.2 At the same time the Executive Committee confirmed the Strategic Business Requirements (SBR's) that set out the required objectives of the property function, (see Section 3). This updated strategy further embeds those core principles for the next five years and will provide a solid foundation in supporting all business requirements.
- 2.3 Other major factors to be taken into account in setting out this strategy include the continued impact of operational decisions as to crewing and response models, as well as the very recent full condition survey which was carried out during the autumn of 2017 and which provides clear evidence of where the Authority should prioritise its future investment to the existing property portfolio.
- 2.4 The Fire Authority owns land and buildings with a book value of £30.664m as at March 2017. Though this is broadly classified as land/buildings, it is important to recognise that the majority of the buildings have no great commercial value other than as Fire Stations.

3 Strategic Business Requirements (SBR's)

3.1 A fundamental aim of this strategy is to continue to embed and deliver the agreed SBR's as set out below:

Strategy

1. There is a clear direction for Property, based on clear policy from the Strategic Management Board (SMB) and the Fire Authority and an up-to-date, comprehensive, coherent Property Strategy for the organisation;
2. The Property Service and Portfolio has clear senior sponsorship and ownership at SMB and Fire Authority level;
3. The Property Service is the centre of excellence that translates the strategy and policy into an action plan and helps to deliver it;
4. The business needs of the organisation are supported in a strategic, proactive and positive manner, by taking the Public Safety Plan and Corporate Plan and interpreting what they mean for the Property Service;
5. A Property Strategy is developed and maintained, covering which properties are required, their locations and respective purposes, including service delivery and community use;
6. Property portfolio management is done in a way that recognises the strategic business need, local property pricing, and available leasing/financing solutions, to ensure the optimum portfolio for the best combination of cost and risk;
7. The Property Service is provided through the most economic, efficient and effective sourcing routes, with a clear position on in-sourcing and outsourcing;
8. The Service seeks to use renewable energy and lower its carbon footprint wherever possible and is cost-effective.

Customers

1. The property services provided to customers are assessed, agreed and published, ensuring that they deliver best value for money;
2. A service-wide property standard is in use and maintained, including expected facilities, operational principles, space usage, security, and sustainability factors (e.g. carbon footprint, energy usage and efficiency, water usage, recycling, sustainable procurement and sustainable construction);
3. Responsibilities and authorities with regard to the planning, procurement, delivery and budgetary management of Property Services are clear;
4. Performance and financial reporting are clearly defined, in use, managed and monitored;

5. Facilities management and maintenance are done to the right quality, timeliness and cost;
6. The Property Service works with local property stakeholders and organisations to understand and proactively manage changes and developments related to property.

People

1. The Property Service operates professionally and proactively, and is credible in the eyes of its customers;
2. An effective organisational structure, with clear roles and appropriately skilled and experienced managers and staff is in place to deliver the strategy;
3. The Property Service is robustly supported by senior management;
4. The Property Service team are professionally qualified and have the skills and capabilities necessary to deliver a professional property service;
5. The Property Service is appropriately resourced, professional in its experience, and with the capacity to provide all necessary support and development;
6. The Property Service is customer-centric, supportive, approachable, engaging, enabling, and "can do";
7. The Property Service takes responsibility for the organisation being able to do its work, and provides solutions;
8. The Property Service is routinely up-skilled as requirements change;
9. The Property Service challenges and scrutinises any proposed property solutions to ensure fit with the Property Strategy;
10. The Property Service challenges and offers potential solutions where it believes that the organisation is not maximising its potential.

Processes

1. All processes and responsibilities within the acquisition, maintenance and disposal aspects of the Property Service are clear and deliver agreed outcomes;
2. An effective property governance framework is used for the development and maintenance of the property strategy and for the authorisation of property portfolio management, maintenance and performance;
3. There are clear processes and principles for procuring external support for property maintenance;
4. Property data is defined, collected and managed, to ensure an up-to-date and secure property portfolio;
5. Contracts are proactively managed, to ensure the delivery of what is agreed.

Technology

1. A fit-for-purpose, flexible and integrated property infrastructure is in place to support the full property life cycle, covering acquisition, maintenance and disposal;
2. Timely and accurate property status, performance and cost data are defined and maintained with appropriate and easy access for managers;
3. New technologies (e.g. solar technology) and their cost/benefit to the service are proactively identified and evaluated, with proactive recommendations to the service where there is potential to improve.

4. Resources

- 4.1 During 2017/18 total budgeted spend for Property Services is expected to be:

Gross Revenue Spend: £1.70m

Capital Programme: £13.1m (Includes Blue Light Hub mostly slipping to 18/19)

Income Generation: £90k

The revenue budget broadly consists of the following:

Staff Costs: £267k

Reactive Maintenance: £180k

Planned Maintenance: £90k

Utilities: £286k

Rents / Hire £158k

Rates: £635k

The staff costs include facilities management services, i.e. cleaning, reception and directorate administration team etc.

5. Influences for change

- 5.1 The influences for change are significant. Changing patterns of operational risk as well as new responsibilities and operational requirements will need to be understood and assessed for their effect upon the property requirement so that it can be aligned to need.
- 5.2 Environmental responsibilities are a key influence in our investment into property. Our buildings need to be energy efficient and used in an environmentally responsible manner. Much has been done in recent years, but there will always be a strong focus on energy efficiency and the impact

of investment into energy efficient solutions for our buildings will be a key influence upon our investment decisions. (See also Section 11)

- 5.3 Diversity and welfare are also important change factors as we continue to respond to our increasingly diverse community and workforce. This will link directly to our response on community engagement and workforce issues such as increasing numbers of female operational staff and the apprentice intake. Equality and diversity is a continuously developing area that will require regular review of our facilities to match.
- 5.4 A need has arisen to identify possible overnight accommodation at a station in the middle/north of the county for duty officers that may have to stay overnight as part of their response duties. A site and possible alterations required need to be identified and discussed with Service Delivery as soon as possible. This will be in line with the current arrangements achieved at Marlow Fire Station.
- 5.5 Security is another influence for change. As a key emergency service provider there is a need to ensure that our buildings, which contain expensive appliances and vehicles, as well as information and ICT systems, are well protected. Indeed there are legal responsibilities we must honour and physical security is one of them.
- 5.6 The continuing pressure on public service expenditure remains unparalleled and continues to have a significant impact. This will mean that the policy and practices associated with maintaining, developing and using our property portfolio will need to be kept under constant review as well as contribute with efficiency savings to meet the requirements of the Medium Term Financial Plan.
- 5.7 Given all the above, the following represents specific issues for the Authority with some commentary on how each should be dealt with, which will culminate in an outline plan of action.

6. Condition Survey

- 6.1 A full independent survey of the property portfolio was undertaken and completed in November 2017 and this shows a much improving position compared to the last full survey. Although not included as part of this document, the survey is available upon request, however the following summarises the survey outcome.
- 6.2 The entirety of the Buckinghamshire Fire and Rescue Service estate was surveyed in 2013 and reported that an investment of £4.4m over a five year period would be required to both maintain and bring the stations to good order.

- 6.3 The sites were subsequently resurveyed in autumn 2017 with a revised five year plan showing required investment of £2.4m. This like for like reduction in investment required, shows the positive impact of the increased investment by the Authority against a continually ageing estate.
- 6.4 It is clear that significant improvements in the condition and quality of stations have resulted from investment made between 2013 to 2017, with Beaconsfield, Gerrards Cross and Princes Risborough seeing substantial reductions in required expenditure.
- 6.5 These improvements include the provision of new dormitory accommodation at Beaconsfield (replacing the life-expired temporary accommodation) and new windows and internal refurbishments at Princes Risborough and Gerrards Cross.
- 6.6 The single largest increase in backlog however (£426k) relates to the Aylesbury HQ buildings where the air conditioning plant is now beyond its expected life, with issues of parts obsolescence.
- 6.7 Stokenchurch Station continues to require substantial investment (£250k) to bring the building up to modern standards and ensure the structure remains wind and water tight. The roof show signs of timber defects with windows and doors in poor condition. The sanitary accommodation is also not fit for purpose and in poor condition.
- 6.8 Elsewhere across the estate the investment required remains static with investment made to improve sanitary accommodation and ablutions offset by ageing fixtures, finishes and plant and equipment and goes to highlight the need for constant investment in an estate of the size and complexity of Buckinghamshire Fire and Rescue Service.
- 6.9 Arising from the first condition survey in 2013, a 'Property Standard' will be continue to be maintained setting out the minimum acceptable criteria for all Authority buildings.
- 6.10 Appendix 1 – shows the summary table arising from the condition survey 2017.

7. Use of outside consultants

- 7.1 The Authority does not carry all the requisite skills in house that are necessary to manage its property portfolio. Due to its size, the Authority has to rely on commissioning professional services such as Architects, Structural Engineers and Quantity Surveyors etc., as required. These have been procured in the past via a formal tender exercise and those arrangements have been in place for several years.
- 7.2 During the period of the last strategy, such services were predominantly provided through HUB Professional Services, primarily because they were

successful in providing the services for the proposed Blue Light Hub in Milton Keynes. However, during 2018/19 it is intended to run a new tendering exercise for the provision of property related professional services, although HUB Professional Services will continue their obligations during the construction period of the Blue Light Hub through to the end of 2019 at least.

8 Future use of Properties

8.1 It is clear from the recently completed condition survey that the primary challenges for the Authority arise in three locations:

- High Wycombe
- Beaconsfield
- Stokenchurch

The focus of the action points within this strategy will, therefore, be toward the south of the county.

8.2 In addition, the Authority must retain its commitment to exit Unit 7 as soon as it is practicable to do so, likely to be after occupation of the new Blue Light Hub in Milton Keynes.

9 Domestic Dwellings

9.1 The Authority no longer owns any domestic dwellings with the last two having been sold off as part of the previous strategy. It does however retain nomination rights through London & Quadrant (L&Q) Housing Trust for housing in close proximity to Gerrards Cross Fire Station. Also, the Authority has nominations rights in a separate agreement over any of L&Q's housing stock within the area of Buckinghamshire bounded by the M4 and M40 for up to six, 2 or 3 bedroom, dwellings (until 8 February 2054). There is no operational proximity requirement, merely that the prospective tenant is employed by the Authority.

10 Day to day activity

10.1 There are four main areas of what is recognised as 'day to day' activity in the management of property:

- Planned Maintenance
- Responsive Repairs and Maintenance (R&M)
- Major refurbishments
- Facilities Management (Hard and Soft Services)

10.2 By and large the above activities are carried out using risk assessed criteria that comprises of (in no particular order) health and safety, weather-proofing and security. Historically it is those factors that determine the

priorities for action and in times of financial restraint including limited capital funds availability, there is little room for other factors to influence priorities.

- 10.3 That position will be continually reviewed over the life of this strategy to ensure it remains valid and to determine whether other factors should be added to, or replace the current criteria.
- 10.4 In respect of the day to day activities, there is an on-going commitment to continual improvement funded through the capital programme. The independent condition survey has determined with greater certainty where the authority needs to commit its resources over the next five years.
- 10.5 The current strategy in respect of planned maintenance is to ensure that as much as is affordable is covered by a planned maintenance programme and this naturally reduces the risk of any responsive repair and maintenance having to be carried out. This strategy has evolved as a good practice rather than being specifically set out as a strategic goal, but should remain in place. All the major refurbishment investment into heating and mechanical systems in recent years have been followed up with a planned maintenance programme to protect that investment and this should continue.
- 10.6 In setting the budgets for each financial year an exercise will be carried out to analyse and subsequently allocate the correct funding required for each location for planned maintenance. These budgets will be managed by the respective Station Managers given that they are predictable and there is a proper measure of control by the budget holder. Brigade HQ planned maintenance budgets will continue to be managed by the Property Manager.
- 10.7 A continual 're-balancing' of available responsive and planned maintenance budgets is required to ensure that as better planning creates more planned maintenance contracts, responsive repair budgets are subsequently reduced. This also allows the budgets to, by and large, cope with the inevitable unexpected issues that arise. This continual refinement of budgets has proved successful in recent years so though there is now less scope for movement during the life of this strategy, nevertheless a review will always be undertaken each year.
- 10.8 The Capital programme requirements, informed by the condition survey and recent works, will be considered during budget setting each year along with all other potential bids. This does not preclude other capital investment being considered during the course of the year.

10.9 In terms of procuring best value for money for all types of work, it is proposed to continue separating out both 'soft' services (cleaning, reception etc.) and 'hard' services (mechanical, electrical, etc.) into bundles of work that better serve the needs of the Authority, as well as appealing to a wider range of potential contractors that should lead to more competitive pricing.

11 Energy Efficiency

11.1 The Authority still has a number of properties, within the present portfolio, where because of age and condition the most energy efficient methods of construction, heating and boiler services plus other mechanical and lighting services are not up to modern standards and expectations.

11.2 However, good practice has evolved over recent years that has seen this position fully rectified at every available opportunity and has seen, for example, the introduction of solar panelling at Brigade HQ, Workshops, Broughton and Winslow.

11.3 Analysis of Kw/H usage during the first two full years was included in the previous property strategy and showed an expected payback of 5.7 years. However, it also indicated that small scale installation such as that at Winslow, is only marginally beneficial and is something to be borne in mind for future applications. Whilst the 'payback' period per site will always be one key factor, other environmental factors remain significant.

11.4 For the present there are no plans to roll out further solar panelling at any sites except for the major investment being undertaken in such technology at the new blue light hub. This is primarily because roof sizes or positions don't lend themselves to justifying the capital investment, but the opportunities will always be kept under review, particularly as new technologies emerge.

11.5 With respect to energy supplies, the Authority currently utilises the services of an independent company, specialising in utility management, including securing the best utility market rates available. This service will be retained for the foreseeable future to negotiate on the Authority's behalf on a two year procurement cycle.

11.6 Wherever and whenever works allow for more energy efficient installations, such opportunities will continue to be taken.

12 Asbestos & Legionella

12.1 Asbestos – the Authority fulfils the requirements of The Control of Asbestos Regulations (2012) and associated Approved Codes of Practice to ensure

that asbestos is correctly managed on all Authority premises so that no person is exposed to asbestos material in a form that can cause harm.

- 12.2 A program of removal has been undertaken in recent years either as part of refurbishment projects or where a specific need has arisen, thus reducing the number of properties with asbestos. These sites are then covered and managed under the Authority's procedure statement 'The Management of Asbestos in Authority Premises'.
- 12.3 Legionella – The Authority provides safe and clean water for all purposes of use by staff or visitors at all premises and also works to the 'Approved Codes of Practice' in the control of legionella bacteria in premises water systems.
- 12.4 A program of renewal/removal has been undertaken in recent years either as part of refurbishment projects, or where a specific need has arisen, thus reducing the number of properties with the need of treatment programmes. The premises that then remain with a risk are then covered and managed under the Authorities procedure statement 'Premises Water Hygiene'.
- 12.5 As part of the continuing drive to minimise risk as much as is practically reasonable, it is proposed to continue with a suitable programme of works.

13 Aerial Sites

- 13.1 It is pleasing to set out that the extremely uncertain position with regard to maintaining income from mobile mast licences that was set out in the previous strategy has very largely been mitigated due to some protracted and tough negotiation with the operators. A gross income stream of some £185k p.a. has now been secured for the next 20 years and includes recharge arrangements and fees for site call outs. No further action is required during the course of this strategy.

14 Accessibility to Fire Stations

- 14.1 The Authority takes its obligations to provide accessibility to all members of the community very seriously and will continue to do so. Wherever and whenever undertaking major refurbishments or new build works relating to accessibility will be carried out, where it is cost effective to do so, within an operational environment.

15 Leased/Rented Buildings

- 15.1 The Authority presently leases just one building as part of its overall property portfolio, this being Unit 7, Garside Way, Aylesbury – Office accommodation, Stores, USAR.

15.2 In March 2017, this lease was re-negotiated to provide the Fire Authority with more flexible exit options following the opening of the blue light hub. For a relatively small increase in the annual rent, the Authority was able to agree new break clauses at the end of December 2019, 2020 and 2021. The original lease break clause at the end of 2022 also remains, with the full term expiring 24 December 2027.

15.3 Whilst there are no specific plans to lease or rent other property during the course of this strategy, an open mind will be kept in relation to any possibilities that may present themselves in the south of the county and which make economic sense.

16 District Council and Milton Keynes Council Plans

16.1 The four district councils within Buckinghamshire and the unitary Milton Keynes Council all have various district plans in place that look to re-develop, improve or refurbish town centres and other locations around the county.

16.2 The Authority is aware that some of these plans contain specific proposals that impact upon the current locations of some fire stations, notably in High Wycombe and Princes Risborough.

16.3 Officers will continue to work with Members, colleagues and the relevant council's to ensure the interests of the Fire Authority are protected at all times and that any subsequent outcomes that involve any re-locations are thus planned for accordingly.

16.4 Part of the work with the district councils, particularly in the south of the county, will be to make representations with regard to key worker housing. This will be a key feature of other Authority strategies, in particular the next People Strategy due for 2020/21.

16.5 A strategy for moving forward with High Wycombe Fire Station is set out elsewhere in this document.

16.6 The Authority is mindful of the recent unitary 'minded to' decision (see 22.1), however, it is too early to speculate on how this will impact existing district council plans.

17. Risk Management

17.1 For all actions arising from this strategy the appropriate risk assessment(s) will be undertaken. The strategy itself will mitigate against the risk of uncoordinated property management activities being

undertaken and not meeting priorities. In addition, following the recent condition survey, the outcomes will continue to be RAG assessed as they are now in line with existing or amended risk criteria that may be determined. Nevertheless staff and public safety will remain at the forefront of any risk assessment.

- 17.2 In terms of operational risk, the Property Service will work closely with operational response colleagues to ensure that any proposed location changes that may arise for any reason in the future are fully informed by advice from operational response colleagues as to risk.

18 Community use of Fire Stations and other premises

- 18.1 At present there is limited community use of the Authority's premises. Some research was carried out as part of the 2012 strategy to determine whether there was any demand for meeting rooms, but the market appeared to be saturated at that time often with better facilities than this Authority could offer.
- 18.2 Since 2012 there has been an increase in the use of premises by other organisations where there is a mutual benefit for the fire and rescue service. Rooms have been used, at no cost, by groups associated with the Safeguarding Boards in both Buckinghamshire and Milton Keynes for multi-agency meetings and training purposes. This Service has also supported the NHS Falls Prevention team by providing rooms for stability classes as well as blood donor sessions. This aligns with the organisational approach to fire safety as those who are vulnerable to falling are at far greater risk from fires in their homes.
- 18.3 During this strategy period we will seek to facilitate other community groups that express an interest as part of a policy to work with the wider community. Whilst each case will be judged on its merits there is no plan to raise income from this objective and all cases will be subject to security and safety concerns being properly met and balanced with overall corporate objectives and wider collaborative working.

19 Collaborative Opportunities

- 19.1 In line with the existing Memorandum of Understanding (MoU) for estates, the Authority has for many years had a healthy dialogue with Thames Valley Police (TVP) colleagues on the possibilities of co-location or sharing of existing facilities. A lease agreement for the use of the 'Annex' at Broughton by TVP has been in place for some years and of course the proposals at the blue light hub have taken such arrangements to new heights with both TVP and South Central Ambulance Service (SCAS).

- 19.2 There are, however, some smaller scale co-location opportunities being actively pursued with TVP which, if all goes well, will come to fruition during the course of this strategy.
- 19.3 These are at Princes Risborough, Newport Pagnell and Waddesdon. All allow for small extensions to be constructed, to be funded by TVP and the projects led by them. The Fire Authority is essentially providing the land at a peppercorn rent and allowing some use of communal facilities for which there will be an annual service charge. In the case of Princes Risborough the opportunity is being taken to add a new meeting room for fire service use for which an agreed contribution will be made.
- 19.4 The 'Heads of Terms' for the arrangements at two of these locations should be concluded early in 2018. The build timing is in the hands of TVP who will need to seek the appropriate planning permissions etc. but it is hoped that two schemes will complete during 2018.
- 19.5 The Authority will always actively pursue estate related collaborative opportunities where it is feasible to do so.

20 Blue Light Hub – West Ashland, Milton Keynes

- 20.1 Since the last Property Strategy the arrangements for the Blue Light Hub project have moved on significantly. The site is now purchased and a start on construction is expected in April 2018, with occupation due in the autumn of 2019.
- 20.2 The detailed requirements, particularly during the construction period are too extensive to reproduce in this document, however outside of the actual construction the main activities during the life of this strategy will be as follows:
- Realise best value for the sites at Great Holm and Bletchley
 - Agree lease terms with South Central Ambulance and Thames Valley Police
 - Work up the joint building management arrangements
 - Agree site catering arrangements
 - Apply a policy for community use (working with Community Action MK)
 - Complete planning condition requirements
 - Continue working with interested parties to secure lets on 2nd Floor
 - Complete landscaping and drainage works on southern edge of site

This is not an exhaustive list but it does give a flavour of some of the main non-construction tasks required in the lead up to occupation.

21 High Wycombe, Beaconsfield and Stokenchurch Fire Stations – Recent History

- 21.1 The Fire Authority has for many years faced challenges in respect of both the location and condition of the above stations. If all the right conditions could be met, then ideally the Authority would probably replace all three of these stations and provide alternative sites to the east and west of High Wycombe.
- 21.2 Wycombe Council has made it clear in their site allocation plans over the years that they have a wish to see the fire station in High Wycombe relocate elsewhere, to enable their vision of a much clearer line of sight and much more aesthetically pleasing view towards and around the Wycombe Swan Theatre.
- 21.3 Both High Wycombe and Stokenchurch Fire Stations require major investment. Beaconsfield has had recent investment, however, its challenge is around site movement as it sits on what was once a landfill site. Although movement has been slight in recent years, it does nevertheless present a long term challenge and the dilemma is always how much more to invest in a site that is susceptible to land movement.
- 21.4 The condition of the fire station at High Wycombe has now reached a 'tipping point'. After many years of informal discussion with Wycombe Council and to a lesser extent with the other blue light services there is now a need for some decisive action so that the Authority can present a building that is fit for purpose and secure the most effective response for the foreseeable future.
- 21.5 The 'make do and mend' approach is no longer sustainable.
- 21.6 Stokenchurch is a very challenging site. The Authority has kept the building in a serviceable condition over the years to enable operations to continue, but it is a very old building and if operations are to continue there in the long term, then almost certainly it would be more cost effective to demolish the existing building and build a new station on the plot. The plot itself has some issues being long and narrow thus making it difficult to make effective use of the site.
- 21.7 In addition, Stokenchurch has become a very difficult station to respond from as it has become harder to attract retained firefighters able to meet the response requirements for the location with available firefighters generally being used to provide second or third line response to High Wycombe or Marlow stations.

- 21.8 For the Authority the ideal situation would be to provide two new stations and to make the whole exercise cost neutral by utilising funds from the sale of the three existing sites to enable two new stations to be built.
- 21.9 However, this scenario has for many years been an unlikely one. Firstly, there have never been any sites identified either to the east or west of High Wycombe that could successfully house a new fire station. Wycombe Council have made informal suggestions over the years on possible sites to move High Wycombe Station, however, all have proved problematical for one reason or another and have never been seriously pursued.
- 21.10 The question of land values is also problematical, i.e. given the wish of Wycombe Council to move High Wycombe Fire Station and to have that retained in their Delivery and Site Allocations Plan 2013, does raise a question at the very least as to how that affects the land value because that will impact upon the ability on any prospective purchaser to develop the site.
- 21.11 Given that in over a decade of informal discussions Wycombe Council have never stated any intent to buy the site and have not been able to identify a suitable site to relocate to, there seems no reasonable prospect of the Fire Authority being able to relocate and gain the full value of the existing site.
- 21.12 Additionally, and perhaps most importantly, whilst there is some appetite amongst a number of stakeholders for a blue light hub in the south of the county, there is actually no pressing requirement for either Police or Fire to relocate both having perfectly adequate town centre locations, notwithstanding the fire station condition issue. A 2017 bid to win One Public Estate funding to commission a feasibility study for a blue light hub failed primarily because of a lack of commitment by all three blue light services and no obvious lead authority.
- 21.13 A short and long term strategy for all three sites is therefore required to enable the most effective service to be provided to residents in the south of the county.

22 Proposed strategy for High Wycombe, Beaconsfield and Stokenchurch Fire Stations

- 22.1 At the time of drafting this strategy there has been on 12 March 2018 a statement from the Secretary of State for Housing, Communities and Local Government Sajid Javid on the future of local government for Buckinghamshire which sets out that "Having carefully considered all the material and representations I have received, I am minded to implement,

subject to Parliamentary approval and further discussions, the locally-led proposal to replace the existing five councils across Buckinghamshire with a single council for the area”.

- 22.2 It is too early to gauge what the impact of this announcement will be in respect of Wycombe Council’s ability to work with any of the blue light services to secure a satisfactory outcome for the future. In all probability the question of a blue light hub for Wycombe will be a low priority of business for the Council over the next two years or so.
- 22.2 The dilemma for the Fire Authority now is how to break the circle of inaction that has persisted for so many years and at the same time try and meet the needs of different stakeholders.
- 22.3 The way ahead must focus on the needs of the growing community and the role of this strategy, particularly in the next year or so, must be to look at the possible options but to perhaps focus on the existing High Wycombe Station location as the key to the way ahead.
- 22.4 It is not the role of this strategy to prejudge any outcomes, merely to set out an intention that during 2018/19 work will commence with a view to presenting back to Members a range of costed options for the south of the county by the financial year end.
- 22.5 There will be funding challenges so affordability of any given option will be a key part of any recommended way forward.

23 Buckingham Fire Station

- 23.1 The Authority has for some time been exploring options for either re-locating or making better use of the land at Buckingham Fire Station. This has not progressed in any formal way primarily because of the more resource hungry blue light hub project.
- 23.2 Some indicative plans have been commissioned that show it is feasible to split the site approximately 50/50 allowing one half to be disposed of, with the resulting capital receipt funding a new station. It is felt this is still worth pursuing during the life of this strategy.
- 23.3 Final recommendations will be informed by future crewing models at Buckingham and this strategy seeks approval to continue the work at Buckingham as a major priority within this strategy period. As with other major schemes, Members can expect fully detailed and costed proposals and for this scheme that should be targeted for the end of the financial year 2018/19.

- 23.4 There is a tentative indication that Thames Valley Police would be interested in some form of co-location in Buckingham and any proposals for the future will include that.

24 Links to other Plans and Strategies

- 24.1 It is fully intended to ensure that any actions arising from this strategy are cognisant of other plans and strategies that the Authority has in place, specifically:

- Corporate Plan
 - The Property Service is a strategic enabler that seeks to ensure *we provide high quality, cost effective assets and equipment with sufficient flexibility to adapt to changing requirements*. 'Assets' in this context includes property.
- Public Safety Plan
 - Most aspects of the PSP require proper, fit for purpose, safe buildings and facilities and forms an integral part of the property service provision.
- Procurement Strategy
 - All procurement related to property services will be in line with the Procurement Strategy.
- Medium Term Financial Plan
 - The service understands it is operating in a challenging financial environment and will seek to provide service within budget and will remain vigilant to opportunities to provide better value for money at all times.

25 Integrated Impact Assessment/Equality and Diversity issues

- 25.1 The current Property Strategy was formulated in consultation with the Equality and Diversity Manager and a People Impact Assessment (PIA) was completed, where it was determined that for the nine protected characteristics the impact of the strategy was neutral. That position has not changed for this refreshed strategy.

- 25.2 However, where specific actions or projects are undertaken in the future as a result of this refreshed strategy, it is expected that a specific PIA will be completed as appropriate.

26 Property Portfolio Records & Performance Indicators

- 26.1 **Premises Data Record** - The Property Service has a complete set of Premises Data Records for each property that sets out key information for each building including - current condition, projected remedial works, budget base and energy consumption and will significantly inform the evaluation of any proposed schemes within the property portfolio (See example Appendix 2).
- 26.2 In addition the Property team will continue to maintain a web portal for storage of this data and all other legislative documents relating to the Authorities estate, such as - Asbestos Registers, Land Registry, Site Plans, Building layout plans, Building Contracts, Tenants contracts/Licences etc. This was introduced with a 'one stop shop' and business continuity planning approach in mind.

27 **Action Plan**

Ref	Recommended Actions	Date
1	Continue to prioritise all actions relating to the construction and occupation of the new Blue Light Hub facility in Milton Keynes	April 2018- Dec 2019
2	Review use of external professional services to assess whether value for money is being achieved	2018/19
3	Review and cost possible options covering location and response in the south of the County with a view to presenting such options back to Members by the end of the financial year 2018/19	March 2019
4	Review requirement to remain in Unit 7 following occupation of Blue Light Hub	Post December 2019
5	Facilitate continued community use of fire stations and develop new opportunities as they arise as part of the policy to work with the wider community	Ongoing
6	Complete collaborative work with Thames Valley Police to co-locate at Princes Risborough	March 2019
7	Complete collaborative work with Thames Valley Police to co-locate at Newport Pagnell	March 2019
8	Continue to seek out and develop collaborative estates opportunities where it is feasible to do so	Ongoing
9	Present detailed and costed options for the future of the Buckingham Fire Station site	March 2019
10	Identify feasible overnight accommodations in Mid/North of County for duty officer including potential works.	July 2018
11	Carry out an interim review and refresh of the Property Strategy 2018-2023	By July 2021
12	Commission next full condition survey	2022/23

N.B. The Action Plan does not seek to include normal 'day to day' repair and maintenance projects that form part of normal revenue or capital programme activity.



Bucks & Milton Keynes Fire Authority		Site Total	53,580m ²	Backlog Summary	£s	Site Location & Description
Various Fire Stations		GIA Total	12,646m ²	Priority 1	£188,700	Oakleaf Surveying Ltd surveyed 18 fire stations located within Buckinghamshire. The buildings varied in style from concrete and steel framed structures typical of the 1960s to 1990s through to solid brick fire stations contemporary to the 1930s.
Buckinghamshire		Building Year	1930-2010	Priority 2	£1,364,080	
		Total Backlog	£1,067,346	Priority 3	£694,299	
		Total Budget	£1,331,550	Priority 4	£151,817	
		Building Value Total	£13,081,482	Total Cost	£2,398,896	
Survey Date	Sept/Oct 2017					
Land Value Total	£10,059,941					



Condition Backlog Maintenance Works

Total remedial work required for the BUILDING and M&E Elements:

Building	£764,596
M&E	£302,750
Backlog Total Cost	£1,067,346

Condition Future Planned Costs for Future Maintenance Works (5 years)

Building	£926,450
M&E	£405,100
Future Planned Total Cost	£1,331,550

Combined Total Cost (Backlog & Budget) £2,398,896

Breakdown of Priority Grading

Priority 1 - Urgent Work	9.8%	£188,700
Priority 2 - Essential Work	66.4%	£1,364,080
Priority 3 - Desirable Work	13.6%	£694,299
Priority 4 - Long Term Aspirational Work	10.3%	£151,817

Space Utilisation

Utilisation of Total Space	m ²	%
Front Line	12818.6	96.4
Back Office	1954.5	2.4
Storage	137.1	0.3
Total	15233.2	100
Total Rented Space	323	0.9

Please note, circulation areas are excluded from the totals.

Chart showing % of Cost by Element

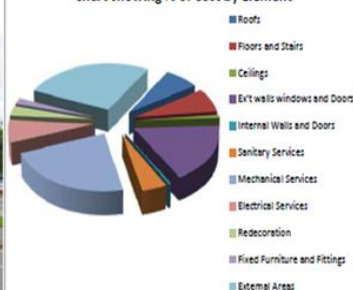
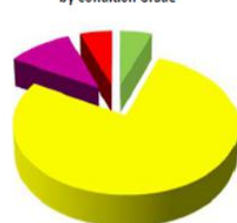
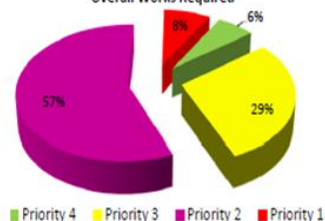


Chart showing % of buildings by Condition Grade



■ A ■ B ■ C ■ D

Priority Grading as a % of Overall Works Required

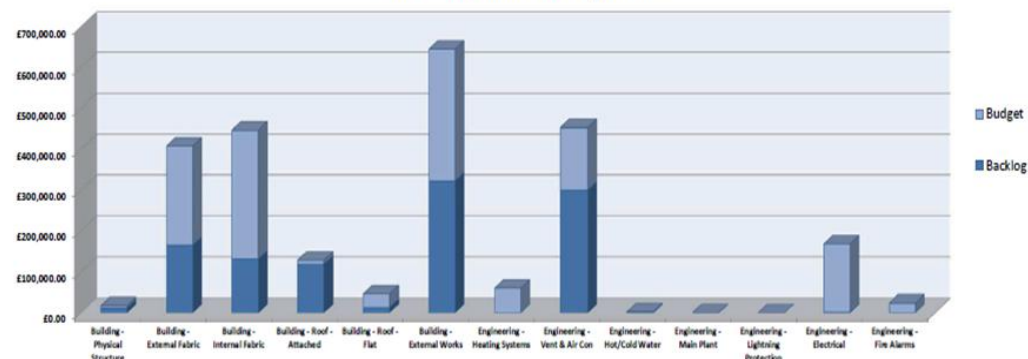


■ Priority 4 ■ Priority 3 ■ Priority 2 ■ Priority 1

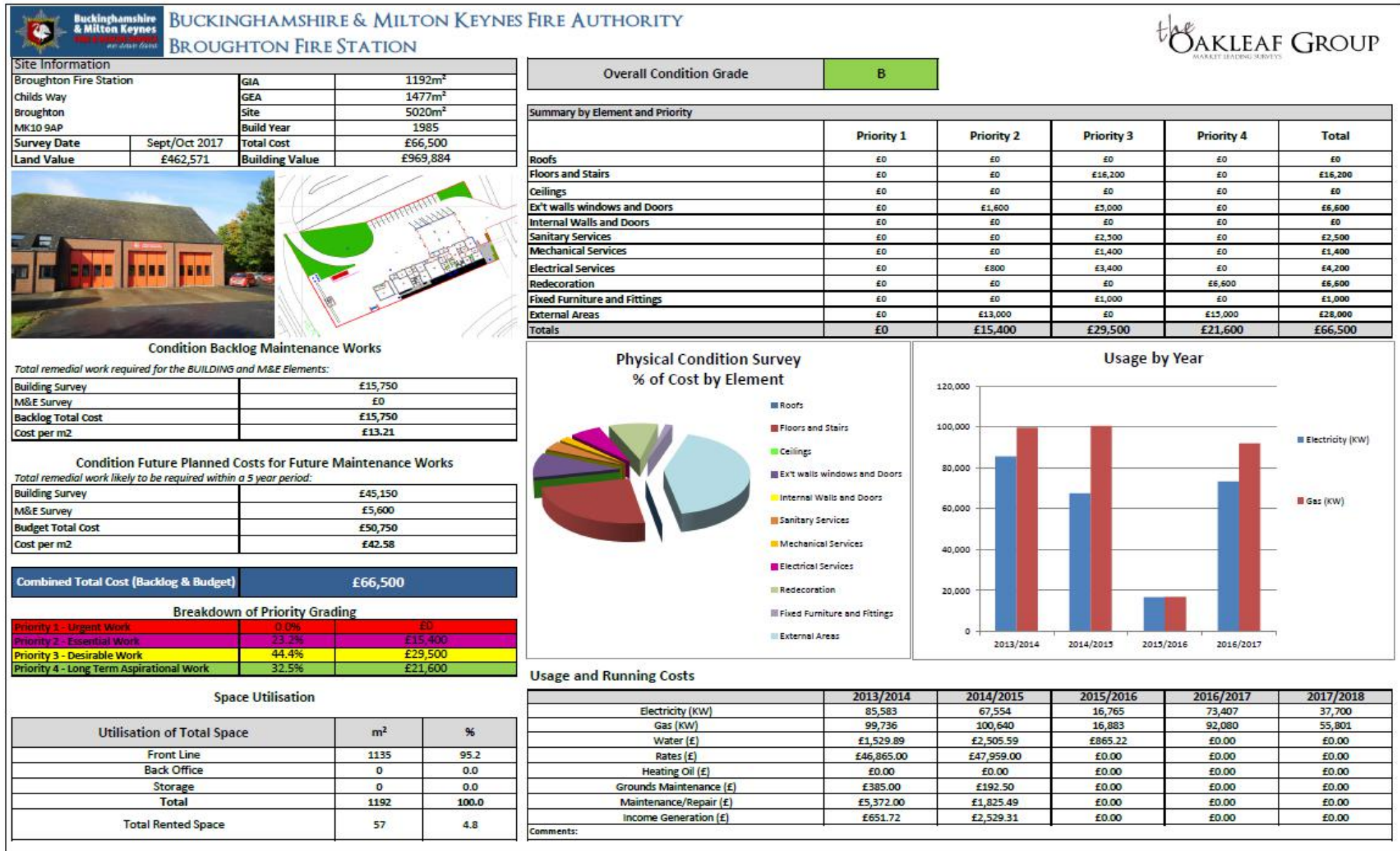
Block No	Block Name	GIA (m ²)	Total Cost (2012-2017)	Cost by Year						Overall Grade			
				2018	2019	2020	2021	2022	2023	Condition Grade	M&E Grade	Site Grade	Overall Grade
001	Amersham Fire Station	350	£113,090	£8,440.60	£0.00	£577.20	£24,478.40	£22,893.80	£56,700.00	B	B	B	B
002	Aylesbury Fire Station	4519	£514,000	£305,150.00	£1,950.00	£21,200.00	£14,700.00	£46,250.00	£124,750.00	B	C	B	B
003	Beaconsfield Fire Station	649	£237,150	£175,690.00	£3,850.00	£2,700.00	£3,600.00	£4,850.00	£46,500.00	C	B	C	C
005	Brill Fire Station	125	£45,194	£23,594.80	£0.00	£3,997.00	£15,551.00	£0.00	£2,111.60	B	B	B	B
006	Broughton Fire Station	1192	£66,500	£15,750.00	£6,500.00	£2,600.00	£3,000.00	£11,450.00	£27,200.00	B	B	C	B
007	Buckingham Fire Station	446	£129,163	£105,650.00	£9,800.00	£2,215.80	£7,100.00	£1,189.20	£3,208.00	C	B	C	C
008	Chesham Fire Station	415	£83,393	£800.00	£0.00	£12,700.00	£25,255.00	£22,488.40	£22,150.00	B	B	B	B
009	Gerrards Cross Fire Station	545	£65,000	£16,450.00	£5,950.00	£1,150.00	£3,800.00	£9,300.00	£28,350.00	B	B	C	B
010	Great Missenden Fire Station	188	£76,034	£37,841.60	£0.00	£0.00	£500.00	£32,000.00	£5,692.40	B	B	C	B
012	Haddenham Fire Station	647	£104,439	£8,885.20	£1,550.00	£3,800.00	£12,522.40	£31,845.80	£45,855.60	B	B	B	B
013	High Wycombe Fire Station	1270	£230,600	£102,500.00	£49,250.00	£29,200.00	£18,200.00	£2,950.00	£28,500.00	C	B	B	B
014	Marlow Fire Station	920	£130,253	£8,052.80	£0.00	£11,191.60	£6,758.80	£90,250.00	£14,000.00	A	A	A	A
015	Newport Pagnell Fire Station	370	£112,750	£13,450.00	£50,300.00	£1,350.00	£800.00	£9,000.00	£37,850.00	B	B	B	B
016	Olney Fire Station	265	£71,875	£7,950.00	£7,775.00	£44,200.00	£450.00	£2,100.00	£9,400.00	B	B	B	B
017	Princes Risborough Fire Station	245	£98,155	£9,250.00	£150.00	£0.00	£5,000.00	£82,315.00	£1,440.40	B	B	B	B
018	Stokenchurch Fire Station	185	£248,108	£217,158.00	£2,200.00	£24,050.00	£0.00	£3,500.00	£1,200.00	D	C	D	D
019	Waddesdon Fire Station	155	£51,186	£3,522.40	£8,650.00	£0.00	£2,367.80	£3,433.60	£33,212.00	B	B	B	B
020	Winslow Fire Station	160	£21,984	£7,250.00	£0.00	£135.20	£395.20	£2,278.40	£11,925.60	B	B	B	B
		12,646	£2,398,896	£1,067,345.40	£147,925.00	£161,096.80	£144,478.60	£378,094.20	£500,045.60				

Grade Key	A - Good, Performing as intended	B - Satisfactory, Performing as intended, minor deterioration
	C - Poor, Exhibiting defects and/or not operating as intended	D - Basic life support system, serious risk of equipment failure

Chart showing Condition Costs by Element



Appendix 2 - Premises Dashboard (Example)



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Buckinghamshire & Milton Keynes Fire Authority

MEETING	Executive Committee
DATE OF MEETING	9 May 2018
OFFICER	David Sutherland, Director of Finance & Assets
LEAD MEMBER	Councillor Peter McDonald
SUBJECT OF THE REPORT	Budget Monitoring Performance and Debt Management April – February 2018
EXECUTIVE SUMMARY	<p>To present the provisional revenue and capital outturn position and debt management performance to 28 February 2018.</p> <p>The report in Appendix A sets out the Authority's revenue and capital spending position as at 28 February 2018, together with the projected outturn position for the financial year.</p> <p>Managers have positively and proactively controlled spend and forecast an underspend of £304k, against a revenue budget of £28.210m. This represents a 1% variance against the budget.</p> <p>This is an increase in the forecast underspend of £42k since Quarter 3. The main reasons for the movement in the forecast variance are:</p> <ul style="list-style-type: none"> • £138k backdated income for aerial site rentals and one off payments following the successful renegotiation of contracts • Additional IT and Communications expenditure of £83k.
ACTION	Noting.
RECOMMENDATIONS	That the latest projected outturn forecast for the Authority as at 28 February 2018 be noted.
RISK MANAGEMENT	Management of our financial resources is a key risk to the Authority and the performance reports to Committee inform Members of the main financial risks facing the Authority in year.
FINANCIAL IMPLICATIONS	As set out in the main body of the report.
LEGAL IMPLICATIONS	None.
CONSISTENCY WITH	None.

THE PRINCIPLES OF THE DUTY TO COLLABORATE	
HEALTH AND SAFETY	None.
EQUALITY AND DIVERSITY	None.
USE OF RESOURCES	The paper sets out how work has been progressing for achieving greater financial ownership and accountability for resources attached to the delivery of specific aims and objectives of the Authority.
PROVENANCE SECTION & BACKGROUND PAPERS	Background Medium Term Financial Plan 2017/18 to 2020/21, CFA Meeting 8 February 2017: http://bucksfire.gov.uk/files/3914/8578/3188/ITEM_7_Medium_Term_Financial_Plan_201718_to_201920.pdf
APPENDICES	Appendix A – Budget Monitoring Performance and Debt Management April – February 2018
TIME REQUIRED	10 Minutes
REPORT ORIGINATOR AND CONTACT	Taiye Sanwo (Revenue) and Asif Hussain (Capital) tsanwo@bucksfire.gov.uk ahussain@bucksfire.gov.uk 01296 744425 and 01296 744421

Appendix A

Table 1 - Revenue Forecasts by Service Area

The table below shows the budget and actual expenditure for each directorate as at the end of February 2018.

The budget of £28.210m is compared to the forecast outturn to give a forecast year-end underspend of £304k.

Directorate	Area Manager	Total Budget £	Actual Year to Date £	Forecast Outturn £	Projected Year End Variance £
Corporate Core	Corporate Management	1,149,430	979,055	1,019,351	-130,079
	Legal & Governance	296,560	278,917	307,464	10,904
Corporate Core Total		1,445,990	1,257,971	1,326,815	-119,175
Finance & Assets	Finance & Procurement	897,390	853,981	942,257	44,867
	Resource Management	2,015,100	1,732,772	1,999,186	-15,914
Finance & Assets Total		2,912,490	2,586,753	2,941,443	28,953
People & Organisation Development	Training & Development	1,929,590	2,177,439	1,761,441	-168,149
	Operations & Services	709,350	657,066	710,055	705
People & Organisation Development Total		2,638,940	2,834,506	2,471,496	-167,444
Delivery, Corporate Development & Planning	Service Delivery	16,305,360	13,798,862	15,530,764	-774,596
	Service Development	538,290	667,139	536,847	-1,443
	IT & Communications	1,599,010	1,436,687	1,646,087	47,077
Delivery, Corporate Development & Planning Total		18,442,660	15,902,687	17,713,698	-728,962
Statutory Accounting & Contingency	Capital Charges	1,976,000	0	1,984,000	8,000
	Contingency	595,020	0	856,794	261,774
	Non Distributed Costs	218,940	336,931	341,740	122,800
	Savings	-19,890	0	0	19,890
Statutory Accounting & Contingency Total		2,770,070	336,931	3,182,534	412,464
Total Expenditure		28,210,150	22,918,848	27,635,986	-574,164
Total Funding		-28,210,150	-26,500,806	-27,940,150	270,000
Net Position		0	-3,581,958	-304,164	-304,164

The key variations in directorate budgets compared to year-end outturn shown above in Table 1 are:

Finance & Assets £29k over – This mainly relates to overspends on employees and supplies and services budgets. This is due to additional spend on operational equipment relating to the new appliances, replacement of equipment, protective clothing for new frontline operational staff and the replacement of obsolete protective clothing.

The above overspends in Finance and Assets are partially offset by underspends on transport, premises related expenditure and over-achievement of income.

People & Organisation Development (POD) £167k under – The overall underspend contains a projected underspend on support apprentices in Prevention & Protection and Community Safety, as recruitment has been delayed due to changes in the apprenticeship frameworks. In addition, POD is forecast to underspend on its employees budget and over-achieve on the income budget due to the extension of seconded officers.

Delivery, Corporate Development & Planning £729k under – The overall underspend for the Directorate is primarily due to on-call firefighter employment being significantly below budgeted establishment levels. There are a number of reasons for the reduction in the overall forecast underspend from last quarter, including reductions in the forecasts for bank and sessional staff and community safety budgets not being utilised to the extent originally forecast.

IT and Communications is forecasting additional spend of £83k for email scanning and disaster recovery installation and configuration.

The above underspends offset overspends on the Wholetime firefighters budget, premises and transport related expenditure.

Statutory Accounting & Contingency £413k over – The forecast overspend primarily relates to the planned recruitment of additional firefighter apprentices in order to ensure sufficient staff numbers are available to deliver our resourcing model. This area also shows some one-off costs for back-dated injury awards, following a review undertaken by our firefighters pension administrators.

2. Direct Employee Costs

Table 2 shows the budget and provisional outturn for each sub-heading within the direct employees subjective as at the end of February 2018.

Staffing	Total Plan £	Actual Year to Date £	Forecast Outturn £	Projected Year End Variance £
Wholetime	12,657,045	11,438,241	12,789,265	132,220
Support	4,066,345	3,609,596	3,943,225	-123,120
On-Call	1,631,030	1,333,960	1,169,245	-461,785
Technicians	253,320	201,353	221,211	-32,109
Sessional	147,450	89,824	94,998	-52,452
Agency Staff	12,380	589,810	248,280	235,900
Grand Total	18,767,570	17,262,785	18,466,224	-301,346

Wholetime – The overall wholetime firefighters budget is forecast to over-spend due to higher bank costs than planned

Support Staff – There is a forecast net underspend on support staff budgets across the directorates.

On Call – on-call firefighter employment is currently significantly under budgeted establishment levels.

Technicians – There is a forecast underspend as the vehicle workshop was under the established budget by one post for the majority of the year.

Agency Staff – agency staff have been used to cover interim vacancies and this offsets the underspend on support staff and technicians.

3. Bank cost analysis

The graph and Table 3 below show wholetime operational staff costs from 2013/14 onwards, with Bank payments forming a significant part of these from 2015/16.

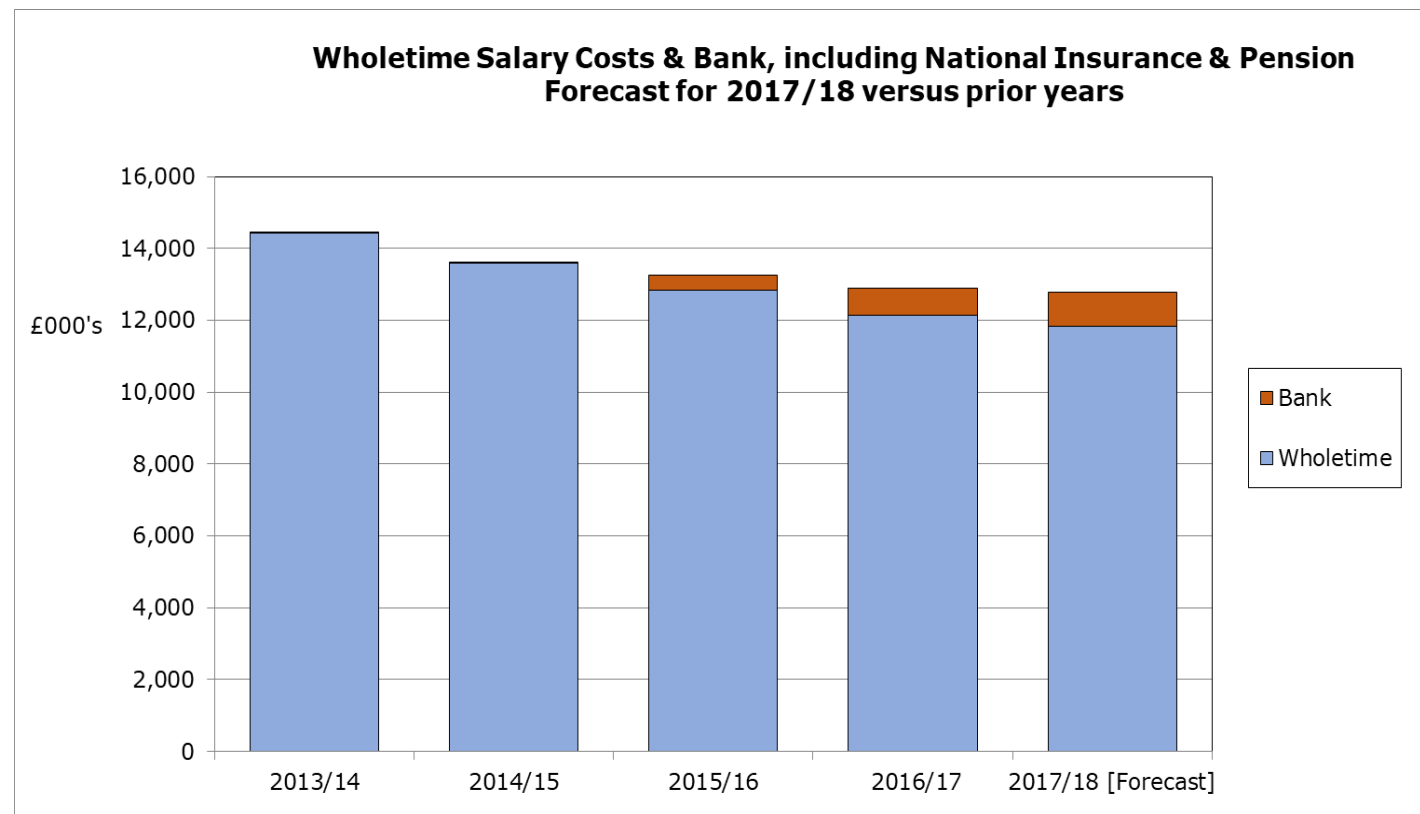


Table 3

WT & Bank	2013/14	2014/15	2015/16	2016/17	2017/18 [Forecast]
Wholetime	14,425,095	13,603,248	12,844,792	12,133,692	11,820,265
Bank	4,236	24,592	411,864	766,632	969,000
Total	14,429,331	13,627,840	13,256,657	12,900,324	12,789,265

The Authority has been proactive in developing resilient resourcing models in order to meet known risk and demand levels of the service, while maintaining response standards. Examples of this approach include operating with a smaller regular establishment, which is reinforced by on-call and whole-time firefighters working 'Bank' shifts, as well as a number of firefighters on more flexible local terms and conditions.

With a smaller regular establishment being achieved via falling staff numbers from 2013/14 due to retirements and leavers, the 'Bank system' offers a flexible resource, designed to maintain appliance availability in the event of crewing shortfalls.

The aforementioned figures show how costs have continued to fall over the last few years, driven by the introduction of this more flexible resource.

4. Major Risk Areas

The monitoring process will focus more attention on areas identified by management as high risk. An initial assessment of the main financial risks faced has been undertaken by Finance against the following categories:

- High value budgets
- Historically volatile budgets
- Demand led income and expenditure budgets

		Total Budget £	Actual Year to Date £	Forecast Outturn £	Projected Year End Variance £
A.	Employee Direct Costs	18,767,570	17,262,785	18,466,224	-301,346
B.	Knowledge & Information Services	1,482,670	1,357,197	1,498,791	16,121
C.	Fuel Charges	285,670	225,223	255,000	-30,670
D.	Energy / Utilities	250,200	157,549	199,656	-50,544
E.	Employment Agencies /Consultants	12,380	589,810	248,280	235,900

- The variances for A. and E. are as noted in Section 2 above.

5. Funding

The table below details the budget and forecast outturn for each category of funding.

Funding	Total Budget £	Actual Year to Date £	Forecast Outturn £	Projected Year End Variance £	Previous month Year End Variance £
Government Funding	-3,356,210	-3,952,813	-3,356,210	0	0
Specific Grants	-1,088,600	-974,368	-1,088,600	0	0
NNDR	-3,372,920	-3,205,015	-3,372,920	0	0
Top-up / Pooling Receipts	-1,914,720	-1,528,970	-1,794,720	120,000	120,000
Precept	-18,327,700	-16,839,640	-18,327,700	0	0
Movement in Reserves	-150,000	0	0	150,000	150,000
Grand Total	-28,210,150	-26,500,806	-27,940,150	270,000	270,000

Current projections show the majority of funding streams to budget with the exception of NNDR pooling arrangements.

The planned £150k use of reserves for Joint Funded Sprinklers will not be utilised this financial year.

6. Savings and efficiencies

Of the £2,184k savings offered up in the 2017/18 Medium Term Financial Plan, £18k is from Corporate Core, £108k from Finance & Assets, £10k from POD, £1,690k from Delivery, Corporate Development and Planning, £318k from Statutory Accounting & Contingency and £40k from Funding.

Directorate	Target Saving £000	Forecast Actual Saving £000	Under/ (Over) Recovery £000
Corporate Core	18	18	-
Finance & Assets	108	108	-
People & Organisation Development	10	10	-
Delivery, Corporate Development and Planning	1,690	1,690	-
Statutory Accounting & Contingency	318	318	-
Funding	40	40	-
Total Savings	2,184	2,184	-

Corporate Core, Finance and Assets and POD – Supplies and services budgets have been reduced based on historical analysis of actual spend in this area.

Delivery, Corporate Development and Planning – The savings primarily relate to the reduction in numbers of wholetime firefighters. The number of wholetime firefighters is currently slightly below the budgeted establishment level.

7. Capital Forecasts

The capital programme for 2017/18 is £16.217m, which includes £13.553m worth of carry forwards from 2016/17 and additional funding approved at Fire Authority in June in relation to the Blue Light Hub (£1.330m).

Project Name	Original Budget 2017-18	Agreed 16-17 Carry Forwards	In Year Approvals	Revised Budget 2017-18	Actual Year to Date	Commitments	Forecast Outturn	Slippage to 2018/19	Year End Variance
Property	500,000	150,000	0	650,000	165,270	125,237	250,000	400,000	0
Property Review	0	11,132,813	1,330,000	12,462,813	1,710,268	181,459	1,738,000	10,724,813	0
Sub Total	500,000	11,282,813	1,330,000	13,112,813	1,875,538	306,696	1,988,000	11,124,813	0
CCTV Cameras	0	51,250	0	51,250	0	10,531	51,250	0	0
Operational Vehicles Red Fleet	500,000	2,091,762	-36,500	2,555,262	1,863,490	436,525	2,175,262	300,000	-80,000
Operational Vehicles White Fleet	16,000	31,601	36,500	84,101	58,007	0	58,007	26,094	0
Hydraulic Equipment	56,000	0	0	56,000	51,980	0	51,980	0	-4,020
Digital Radios	90,000	0	0	90,000	0	0	0	90,000	0
Operational Equipment	85,000	54,053	0	139,053	53,094	78,918	132,000	7,053	0
Sub Total	747,000	2,228,666	0	2,975,666	2,026,571	525,974	2,468,499	423,147	-84,020
ICT	87,000	42,000	0	129,000	62,933	0	63,000	66,000	0
Sub Total	87,000	42,000	0	129,000	62,933	0	63,000	66,000	0
Total	1,334,000	13,553,479	1,330,000	16,217,479	3,965,042	832,670	4,519,499	11,613,960	-84,020

Capital Funding

The capital programme will be funded as follows:

Funding	Balance at 1 April 2017 £000	Estimated Transfers (In) £000	Estimated Transfers Out £000	Estimated Balance at 31 March 2018 £000
Usable Capital Receipts Reserve	-245	-368	92	-521
Revenue Contribution to Capital	-6,156	-4,264	4,427	-5,993
Transformation Funding	-2,248	0	0	-2,248
Total	-8,649	-4,632	4,519	-8,762

Property Portfolio

Capital property works have progressed throughout this financial year in line with the property condition survey. Several stations have had works carried out such as refurbishment of ablution blocks, new bay doors and general refurbishments. Current in quarter 4, there are works ongoing at Aylesbury Station and workshops.

Currently a slippage of £400k is being reported against the property budgets in relation to the replacement of the air handling system and reconfiguration of the main floor at Brigade Headquarters. This is expected to commence in the 2018/19 financial year.

The tender for the main contractor for the blue light hub has been awarded and the pre-commencement stage is underway. The land on where the blue light hub will be built was purchased in January 2018. Due to the main building works unlikely to take commence until 2018/19, a slippage of £10,725k is currently being reported.

Fire Appliances & Equipment

A budget of £747k was approved for the purchase of two red fleet appliances, one white fleet vehicle, operational equipment and digital radios. Orders have been placed for the two red fleet appliances, one white fleet vehicle and operational equipment. These two red fleet appliances are expected to be delivered in April 2018 resulting in a slippage of £300k to cover final stage payments.

A slippage of £2,217k was brought forward from 2016/17 capital programme which predominantly related to the purchase of eight operational and two training red fleet appliances (orders placed in 2016/17). All ten appliances have been delivered to the Authority.

Currently a £80k underspend is being projected which is due to the joint tender carried out with neighboring authorities achieving better economies of scales by ordering the appliances collaboratively.

In June, the Fire Authority approved the purchase of the USAR canine vehicle and equipment which will be funded from existing underspends in the red fleet budget. An order is expected to be placed in April 2018, resulting in a slippage of £26k.

Support

From the budget of £129k for ICT, £54k relates to the Wi-Fi upgrade and £75k is for the replacement of hardware. The initial Wi-Fi upgrade is complete but the on-going annual Wi-Fi updates are still due to take place. The Wi-Fi updates will need to be charged to revenue as it is an annual maintenance cost which cannot be capitalised. Therefore the revenue contribution to capital will be reduced by £12k and the funds will be transferred to the revenue budget to fund these costs. The remaining budget of £75k allocated to hardware replacement, of which £39k has been spent on ICT hardware. A slippage of £66k is currently being reported which relates to hardware purchases which will be made in the first quarter of 2018/19.

8. Reserves

The table below shows the projected movement in reserves during the year.

Reserves	Balance at start of year £000	Projected Movement £000	Projected Use of £000
General Fund	-3,035	1,535	-1,500
Earmarked Reserves (Revenue) *	-2,203	446	-1,757
Earmarked Reserves (Capital)	-6,401	-113	-6,514
Total	-11,639	1,868	-9,771

* Earmarked Reserves includes £369k, which represents this Authority's share of the joint control room renewals fund (which is held by Oxfordshire Fire and Rescue Service)

8. Performance Indicators

The table below shows the performance targets and actuals (rolling averages) for the year to date.

Description	2016/17 Actual	2017/18 Target	2017/18 Actual (rolling average)
Budget Monitoring Training	100.0%	100.0%	100.0%
Managers accessing Integra Cost Centre Report	100.0%	100.0%	100.0%
% invoices paid within 30 days	99.8%	100.0%	91%
Budget Mon. Report turn-around (working days)	7 days	7 days	7 days

Budget monitoring training is provided to managers assuming responsibility for budget management and control. A risk based approach is applied to budget monitoring with resources allocated to high risk areas. This supports a proactive challenge role for Finance and budget holder engagement. Compliance to date has been at 100%.

The % of invoices paid on time is 91%, this is due to the changeover of the new finance system between March and April. Suppliers have been reminded to send all invoices directly to finance as the reason for late payment is due to finance not receiving these. In addition the authority has also rejected a number of invoices with no purchase order which suppliers have not dealt with immediately causing delay in payment.

9. Debt Management

The table below shows the key debtor performance figures for the year:

DEBTOR KEY PERFORMANCE INDICATORS 2017/18	Q1	Q2	Q3	As of February 2018
Debts over 60 days overdue	£14,864	£11,580	£12,069	£9,646
Total Debt outstanding	£17,447	£38,912	£47,130	£34,489
Debts over 60 days overdue as a % of total debt outstanding	88%	31.30%	27.70%	32.25%
Average time from raising invoices to receipt of income	7 days	11 days	11 days	21 days

The above figures show the quarterly average of debt during 2017/18. As at the end of February, the average total debt outstanding was £34k of which £10k relates to debt 60 days overdue. Total debt outstanding as at the end of February 2018 was £19k, with the actual value of debts over 60 days overdue being £8k.

The majority of the debts (90%) over 60 days overdue at the end of February 2018 relate to legal costs recoverable to Bucks Fire and Rescue Service against defendants after being successfully prosecuted for breaches of the fire safety regulations. Once a court order has been made the Authority has little control over the timing of these payments.

The average time from raising invoices to receipt of income is 21 days.



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>
FINANCIAL IMPLICATIONS	<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>
LEGAL IMPLICATIONS	<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>
CONSISTENCY WITH THE PRINCIPLES OF THE DUTY TO COLLABORATE	<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>
HEALTH AND SAFETY	<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>
EQUALITY AND DIVERSITY	<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>

USE OF RESOURCES	<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>
PROVENANCE SECTION & BACKGROUND PAPERS	<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>
APPENDICES	<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>
TIME REQUIRED	<p>10 Minutes</p>
REPORT ORIGINATOR AND CONTACT	<p>Marie Crothers</p> <p>mcrothers@bucksfire.gov.uk</p> <p>07765 001907</p>

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Emergency Services Mobile Communication Programme

Executive Committee Update

May 2018

1. Purpose

This report provides an update regarding the Emergency Services Mobile Communications Programme (ESMCP). The last update regarding the programme was provided to Members in November 2017.

This programme will upgrade the radio system used by emergency services with an Emergency Services Network (ESN), a system that has not yet been implemented anywhere else in the world and as such carries significant risk. The current system in use (Airwave), whilst very reliable, has limited data capability and is an expensive system.

The procurement of the new system the ESN will be provided by two commercial companies (Motorola and EE) and will utilise the Public Services Network via mobile network operators using 4G LTE (Long Term Evolution) for the transmission of voice and data traffic between emergency service resources.

2. Programme update

a. Programme Re-set / timescale for delivery

On 21 February 2018, members of the Programme Team appeared at a further recall hearing of the Public Accounts Committee (PAC). They provided an update of the review and reset of the Programme and the subsequent re-planning exercise. Questions regarding a number of elements were posed not least the provision of a detailed set of dates for delivery. The Programme will be subject to further appearances before the PAC in the future. Prior to this meeting, a letter was sent to Meg Hillier MP, Chair of the PAC by Sir Philip Rutnam which provided a written update on programme progress. A copy of this letter can be seen at *Appendix B*.

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.

b. Fire Sector Review

Since its inception in 2011 the Emergency Services Mobile Communications Programme (ESMCP) has engaged with its emergency services stakeholders, with the initial FRS contact being through the Operations Communications Lead working initially under the Chief Fire Officers Association (CFOA) umbrella, but now with a remit under the newly formed National Fire Chiefs Council (NFCC).

The original timescales for delivery of the Programme were ambitious, and this has set the pace and tone for much of the structures and processes initiated to date. A nine month delay was announced in late 2016 with 'service ready' no earlier than April 2018 and two months of verification and operational trials to follow prior to transition formally commencing. A re-forecast of the overall plan is now being developed to provide a plan with high levels of confidence all round,

however the Programme is reporting that transition will now not commence before 2019.

The Fire and Rescue Service (FRS) as a sector has worked with other emergency services senior users to review the new plan and its impact on preparations for transition. A high level plan has now been drafted by the Programme following input from users which proposes that implementation will continue beyond the current Airwave shut down date of December 2019.

As the National Audit Office (NAO) acknowledged in their report of September 2016, the Emergency Services Network (ESN) is inherently high risk and the timescale is ambitious.

A Police Gateway Review was undertaken in the first half of 2017 which identified a number of issues, some of which were considered to be common to the FRS sector and following discussion at the Fire Customer Group in August 2017, it was decided to undertake a review into FRS arrangements. The purpose of this review was to ensure the fire sector was correctly positioned and engaged during the Programme's mobilisation phase and in preparation for transition onto ESN.

The Review examined FRS positioning, engagement, governance and interfacing to prepare for the transition onto the Emergency Services Network and looked at these at individual organisation level, as well as across the sector as a whole and examination not just relationships with the Programme, but also with other relevant stakeholders.

The final report following this review has now been released and can be seen at *Appendix C*. It identifies positive aspects including that fire services seem to be reasonably prepared for the stage that ESMCP is currently at. They have personnel and teams in place and found that everyone interviewed from the fire services fully supported the philosophy of ESMCP / ESN as being the right way forward for future 3ES communications. The report makes 5 recommendations:-

- *Recommendation: 1*
Carefully test the selected option to ensure it meets all service criteria. [in the context of incremental capability, Airwave extension and dual running costs]
- *Recommendation: 2*
Review the new Communication and Engagement Strategy/Plan to ensure that it addresses the issues identified by the FRS.
- *Recommendation: 3*
Develop a FRS national integrated risk management process to allow the escalation/de-escalation of key risks to the FRS.
- *Recommendation: 4*
Carry out scenario planning of reset options to assess risks, associated cost and benefits.
- *Recommendation: 5*
Provide additional resources skilled in programme communications and risk management.

The report was presented at the Fire Customer Group on 20 March 2018, in particular to identify a way forward to consider and where appropriate progress the recommendations.

c. Approach to delivery (Plan B)

The current published Programme Plan and Full Business Case, commonly referred to as 'Plan A', outlines a 'big bang' approach of delivering all items and activities within the plan prior to using any aspect of the Emergency Services Network (ESN). It has now been confirmed by the Programme Director that Plan A is no longer considered to be a viable option and that an incremental approach is to be the likely solution adopted.

Work has commenced to develop this 'Plan B' approach which will deliver the Programme in incremental stages. Elements of the ESN will be delivered as they become available before the existing communications network, Airwave, is transitioned off.

These incremental approach options are currently being developed by a dedicated team under the heading of 'Project Pegasus'. There are NFCC representatives involved in this work so the fire sector is being represented. 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 out.

In order that the views of User Organisations regarding this approach are captured, the NFCC have been facilitating workshops to explore alternative models for transition. This will be an evolving process and is expected to be refined throughout the year. A number of concerns have been raised via the Fire Customer Group to these workshops e.g. how will this approach benefit fire services? Will the alternative approach be cost prohibitive? How will the Airwave shutdown be managed and what additional costs will be incurred and what coverage assurance will there be?

The information from each workshop is now being collated into a report being collated by the NFCC leads and presented to the Fire Business Change Lead, Ian Taylor. It will be discussed at the next Fire Customer Group meeting to agree an approach for the Fire sector. Once the report has been considered the Regional Co-Ordination Managers (Fire) will be holding a series of further workshops (in regions) to determine local preferences for transition (as a service and as part of the SC region and TVFCS consortia). It is likely that these meetings will take place at very short notice and during May sometime. Information will be collated and fed into the proposals for the revised business case.

A copy of the February 2018 Emergency Service Mobile Communications Programme update can be found at *Appendix D*.

d. Non-deliverable requirements

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. As a result the Programme facilitated a series of workshops to assess the User Organisations views on proposed workarounds. These workshops took place throughout February 2018 together with a series of informal discussions with ESN teams.

The outcomes from these discussions have been captured and form a paper that will be discussed by the Fire Customer Group on 20 March. The paper has been discussed at the South Central Programme Board level and the recommendations made were accepted.

e. Funding

The financial risk to the Programme is seen as high due to the delay to delivery and the ongoing uncertainty around the extension to the Airwave contract. The financial risk consists of three different aspects:

- **Delivery**

The NFCC team has been engaging with government departments regarding a range of funding options for the User Organisations in England. It has been stated, however, that detailed answers will not be available before the revised Full Business Case is signed off in autumn 2018. The delay to transition will inevitably accrue further costs to User Organisations and as some regions are beginning to declare that their transition funds had now been used, the budget re-set was now of great interest. It is proposed that the fire sector concerns will be considered by the Fire Funding Group. 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.

- **Airwave costs**

The current radio provision for fire services is under 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. BFRS has enjoyed a high percentage rebate, which will shortly be reduced to a level playing field across User Organisations for the introduction of the Emergency Services Network.

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 has been necessary to make an adjustment to the 2018/19 base budget to ensure that the shortfall is covered.

As the implementation timescale for the delivery of ESN remains unclear, it is likely 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.

- **Future costs**

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.

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.

f. Technical update

- **Technical Workstream**

A Technical workstream has been established at Programme level and a presentation outlining responsibilities was presented to the Fire Customer Group by the Technical Lead, Steve Allen. It has been agreed that some technical workshops will be arranged for User Organisations in the near future. It has also been agreed that the technical team would produce updates regarding their progress and other useful information to share in the future.

- **Devices – handheld**

Members will recall that the procurement process for handheld devices was underway at the time of the last update submission. The procurement has been completed and Samsung have been awarded a place on the Framework to provide Handheld ruggedised devices (including intrinsically safe) and accessories to User Organisations. The process has now moved into the Contract Implementation phase.

A small number of Samsung Handheld devices which represent the final form factor are in the UK. These are not for Programme use, and are being used for Samsung to provide devices to Motorola and EE for testing to get their ruggedised device ESN approved.

An initial order of 1500 devices has been placed as part of the procurement and these will be used for testing by various workstreams across the

Programme. Further devices may be ordered and this is currently being assessed.

- **Devices – vehicles**

The procurement process to secure the provision of vehicle devices is underway and the ITT was due to be issued by the end of January however it has now been confirmed that this phase has been moved to April/May 2018. This will also result in the evaluation period being delayed. Further details are expected to be issued by the central Programme Team soon.

- **DNSP**

There has been no further response from the Central Team to the queries raised by officers of this organisation. We have, however, learned that this issue has now been escalated within the Central Team. It will now be part of the agenda to be discussed with the central Technical Team and the User Organisation Technical Leads group.

With regard to the DNSP installation for the Thames Valley Fire Control Service, the Primary Control site work was completed on 15 February 2018 and the Secondary Control completed w/c 26 January 2018.

- **Motorola / Airwave**

In the light of the work to develop a 'Plan B' approach, it is recognised that there will be a need to extend the Firelink / Airwave contracts and this is being considered by the Programme commercial team. A working group, which will report into the Fire Customer Group, has been established to look at the Firelink sustainability for the fire sector and to establish what elements will need to be upgraded or replaced in order to continue to use the Airwave network. The financial and funding requirements for the extension of the Airwave contract are currently being considered by the programme and this remains a source of concern for this Authority.

- An infographic showing progress made so far on the Emergency Services Network can be found at *Appendix E*

e. NFCC letter of concern

In November 2017, the Chair of the NFCC Roy Wilsher wrote to the Permanent Secretary Sir Philip Rutnam to outline the concerns of the fire sector regarding the progress of the ESMCP and the resulting financial concerns and the impacts on User Organisations. An offer for a meeting to take place between the two was made and this will take place in May. This meeting will also include a member of the Fire Customer Group.

f. Programme Director

It has been announced that the Programme Director, Gordon Shipley, has moved on from his post after 5 years with the Programme. A replacement for Gordon is has been appointed – he is Bryan Clark who joins the ESMCP from his former role as Director Digital and Change, National Offender Management Service.

[Report ends]



Sir Philip Rutnam KCB
Permanent Secretary

2 Marsham Street
London SW1P 4DF
www.homeoffice.gov.uk

Meg Hillier MP
Chair of the Public Accounts Committee

By email

13 February 2018

Dear Meg,

Emergency Services Mobile Communications Programme (ESMCP).

I wrote to you on 20 December regarding the Emergency Services Network (ESN) and the publication date of the Infrastructure Projects Authority (IPA) report. In that letter I agreed to give a written progress update on ESN before our appearance at the Committee on 21 February.

This programme is by an order of magnitude the most significant that I am responsible for as Permanent Secretary of the Home Office, and indeed across the emergency services more widely. Ensuring continuity in critical communications is absolutely essential. I am therefore pleased to confirm that agreement has been reached between Vodafone and Motorola on a replacement for the TDM system, ensuring the existing Airwave system can continue beyond March 2020. Other examples of progress since the November hearing are:

- On the network, EE now reports 4G coverage to approaching 90% of the country by geography (I attach some maps setting out progress).
- Following a competitive process, the programme has awarded a contract to Samsung Electronics to provide handheld devices, with testing expected to have completed by the spring.
- The first live demonstration of the ESN capability, linking together the live radio network with Motorola's ESN software, and proving prioritisation for emergency services communications has taken place.
- The performance of the software in testing has improved markedly; a major software upgrade providing the vast majority of functionality is due at the end of February.
- Mobility and load management testing (the ability for the device/service to operate effectively while moving to different locations and under high demand scenarios) began in January; so far 21 tests have been completed with no failures.
- EE's Rapid Response Vehicle (RRV) has passed Vehicle Certification Agency (VCA) Testing. The RRV is a complete remodelling and refit of a standard production vehicle to allow it to operate as a self-sufficient / stand-alone "Mobile Base Station". Production has begun with the first completed vehicles expected in March.
- TfL have now laid 'leaky feeder' cables in almost 100km of tunnels out of a total of 420km in the London Underground.

I am confident that ESN is the right strategic direction, and that significant progress is being made towards delivering it.

The complexity of the overall programme, the number of component projects within it, the amount of dependencies contained and the logistical and technical challenges in completing a fully integrated solution, are extensive.

The team is focusing on two areas; firstly a high level strategic review of the organisational health of the programme, investigating and implementing improvements to our governance, programme management, communications and commercial approach; secondly a large effort on re-planning in order to provide greater certainty to delivery timescales and closing out final technical design details, both of which will facilitate stricter assessments of programme deliverability and costs. Good progress is being made but it will not be possible to give firm dates or costs until this exercise has been completed with consequential commercial discussions with suppliers concluded, an aspect of the programme which has undergone substantial review since the November hearing and has been strengthened conspicuously by the arrival of a new Commercial Director

The review of the programme has led to evaluation of alternative delivery approaches which could see us rolling out capability in a more incremental way. This would give users an earlier opportunity to see and test earlier versions of the functionality and build their confidence in the solution. This alternative approach to delivery involves a substantial amount of work with suppliers and the emergency services, including re-planning and reconsidering the approach to tests and trials. We will be discussing progress at the Major Projects Review Group (MPRG) on 13th March and this should enable us to consolidate the analysis undertaken currently, and offer an assessment of the most viable approach to the overall delivery of ESN.

I am clear that the re-planning and reset work must be approached meticulously, allowing the necessary time to afford a high degree of confidence in the resulting conclusions, notably costs and timescales. I recognise the importance of this information to improve users' confidence in ESN delivery, but this confidence can only be maintained if the work is done comprehensively. I anticipate concluding this work no later than the summer parliamentary recess period.

In the meantime, the re-planning exercise is not distracting the core delivery work, which is proceeding well. Benefits of ESN are already being experienced in a small way. For example;

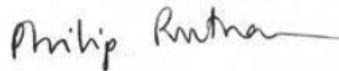
- Provision of mobile coverage to the general public in areas not previously covered by mobile networks; extensions to EE's network as a result of ESN are delivering this now.
- There have already been over 100 genuine 999 calls received through masts in place due to ESN where there was previously no coverage, demonstrating the ability of ESN to help save lives even before roll out is complete.

We are very aware of the points you raise about user uncertainty. We have advised users that transition will not commence during 2018. I addressed the

National Police Chiefs Council recently and discussed progress. I was encouraged by the support for both the programme's objectives and the need for the re-planning exercise. All the Emergency Services users we work with recognise the need for this work to be carried out as quickly as possible, but also thoroughly and in a way that will not compromise public safety in any way.

I hope this letter gives the Committee further reassurance that we are tackling all the issues rigorously and I look forward to updating the Committee further.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Philip Rutnam', with a long horizontal flourish extending to the right.

Sir Philip Rutnam
Permanent Secretary

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Local Partnerships is jointly owned by



Assurance Review 0

Strategic Assessment

National Fire Chief Council
Emergency Services Mobile Communication Programme,
Fire Service implementation programme

Version number: Final v01

Date of issue to PO: 22 January 2018

Project Owner: Ian Taylor

Gateway Review dates: 16/01/2018 to 19/01/2018

Review Team Leader:

Paul Monaghan

Review Team Members:

George Bird

John Massey

Clare Williams

This report is an evidence-based snapshot of the project's status at the time of the review. It reflects the views of the independent review team, based on information evaluated over a three to four day period, and is delivered to the Project Owner immediately at the conclusion of the review.

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Delivery Confidence Assessment

Delivery Confidence Assessment

AMBER/RED

The Review team finds that there is overwhelming support for the provision of a new secure Emergency Service Network (ESN) across the Fire and Rescue Service (FRS) community. Generally, the internal FRS governance is working well and held in high regard.

The augmented National Fire Chief Council (NFCC) team has been well received and internal FRS communication appears to be working well at local and regional level. The Review team also found there was good cross emergency service communication and liaison in the regions.

FRS stakeholders were taking a pragmatic, realistic and constructive approach and Regional Change Managers (RCMs) were largely effective and supported.

The principal concerns expressed in interviews in this review were that of communication from the programme, and concerns about costs, timelines and the lack of a meaningful ESMCP plan. In particular the lack of key information is having a detrimental effect on the ability of local planning activity and damaging confidence in the ESMCP.

Overall the Review Team consider the implementation programme to have an AMBER/RED Delivery Confidence assessment status, due to the current uncertainty about the status, scope and timing of the Emergency Services Mobile Communication Programme (ESMCP).

If we were solely judging the Delivery Confidence assessment status of readiness of the FRS to implement ESMCP we would have had a greater level of confidence in the likelihood of successful delivery.

The Delivery Confidence assessment RAG status should use the definitions below.

RAG	Criteria description
Green	Successful delivery of the project/programme to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly
Amber/Green	Successful delivery appears probable however constant attention will be needed to ensure risks do not materialise into major issues threatening delivery
Amber	Successful delivery appears feasible but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, should not present a cost/schedule overrun

Amber/Red	Successful delivery of the project/programme is in doubt with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed, and whether resolution is feasible
Red	Successful delivery of the project/programme appears to be unachievable. There are major issues on project/programme definition, schedule, budget required quality or benefits delivery, which at this stage does not appear to be manageable or resolvable. The Project/Programme may need re-baselining and/or overall viability re-assessed

Summary of report recommendations

The review team makes the following recommendations which are prioritised using the definitions below.

Ref	Recommendation	Critical /Essential / Recommended
1.	Carefully test the selected option to ensure it meets all service criteria.	Essential (following completion of reset)
2.	Review the new Communication and Engagement Strategy/Plan to ensure that it addresses the issues identified by the FRS.	Essential (following completion of the Communications Strategy/Plan)
3.	Develop a FRS national integrated risk management process to allow the escalation/de-escalation of key risks to the FRS.	Recommended
4.	Carry out scenario planning of reset options to assess risks, associated cost and benefits.	Essential (following completion of reset)
5.	Provide additional resources skilled in programme communications and risk management	Recommended

Critical (Do Now) – To increase the likelihood of a successful outcome it is of the greatest importance that the programme/project should take action immediately.

Essential (Do By) – To increase the likelihood of a successful outcome the programme/project should take action in the near future.

Recommended – The programme/project should benefit from the uptake of this recommendation.

Background

The aims of the programme:

The ESMCP was established to deliver the next generation of mobile communication for the emergency services. The new secure Emergency Services Network (ESN) will help keep people safe and provide the dedicated teams who work so hard protecting the public and saving lives with the most advanced communications system of its kind anywhere in the world.

The driving force for the programme:

The scope of the ESN programme nationally will include 44 police forces, 50 fire and rescue services (including those in Scotland and Wales) and 13 Ambulance Trusts. A range of other civil contingency user organisations will also join ESN as second tier users. Overall this means that the system is likely to have approximately 300,000 users.

The strategic objectives of the new ESN are:

- **Meeting Requirements (Better):** Users are increasingly relying on commercial broadband data to host their applications. ESN will provide this as a core service with appropriate levels of security coverage, and availability
- **Improved Flexibility (Smarter):** A menu of services ranging from fully operational to administrative only will enable Users to select and pay for only those features that they require to deliver their services effectively. These services will in turn enable further service transformation, driving further efficiencies and improvements
- **More Affordable (Cheaper):** ESN will be based on a commercial mobile communications network that can be re-competed more regularly to exploit Market forces and take advantage of technological evolution

The procurement/delivery status:

The HO ESMCP programme is currently reviewing options as part of a re-assessment of the full business case and is due to complete this in Autumn 2018.

Current position regarding Local Partnerships Reviews:

This will be the first review undertaken on the Fire Service ESMCP implementation programme. Separate reviews are being undertaken by the Cabinet office on the ESMCP overall programme. LP previously undertaken on the Police Service Implementation programme in June 2017.

Purposes and conduct of the Review

Purposes of the Review

The primary purposes of a Local Partnerships Review 0 are to review the outcomes and objectives for the programme (and the way they fit together) and confirm that they make the necessary contribution the authorities overall strategy.

Appendix A gives the full purposes statement for an Assurance Review 0.

Conduct of the Review

This Local Partnerships Assurance Review 0 was carried out from 17 January 2018 to 19 January 2018 at 18 Smith Square Westminster. The team members are listed on the front cover.

The people interviewed are listed in Appendix B.

The Review Team would like to thank Ian, Rowena, Nick and Sarah for their support during the review and the openness of interviewees and the FRS programme team, which contributed to the Review team's understanding of the Programme and the outcome of this review

Findings and recommendations

1: Programme scope and stakeholders

The Review team was advised that the Home Office has decided to re-assess options and carry out a full review of the Emergency Services Mobile Communications Programme (ESMCP) business case which is due to be completed in Autumn 2018. As part of this there will be a full reset of the programme plan and communication plan. It has also been decided to re-visit the options appraisal. All this will have a significant effect on the FRS preparation for implementation and wider emergency services planning and approach. We did not interview senior Home Office representatives from the funding sponsor body so are unable to comment on the ability to transfer risk and accountability from the Home Office to FRS's as ESMCP nears completion, nor comment on the broader aspirations and capability of the Emergency Services Network. It will be important in any re-assessment to ensure that all potential options are considered.

We understand a number of options are actively being considered as part of a current re-assessment of the ESMCP. One option the programme team is considering is an incremental approach to delivery to take advantage of those areas of the programme that are well advanced e.g. data. It will be important to ensure that the selected option is consistent with the original user requirement and meets the Service Acceptance Criteria.

It is clear that the Firelink [Airwave] contract will now need to be extended for a protracted period and this could result in a period of dual running. If so this will inevitably incur unanticipated costs and at this stage it is unclear how these will be met and by whom. The selected option will need to be carefully tested against affordability criteria.

Recommendation 1

Carefully test the selected option to ensure it meets all service criteria.

If an incremental approach to rollout is adopted this will increase complexity. It will be particularly important for any future definition of the Mobilisation and Transition phases. The processes for risk transfer from Programme to Service business as usual needs to be clearly defined and agreed. This is to ensure efficient and effective treatment of operational risk and enable exploitation of the new ESN service.

The Review team understands that the Home Office Programme team is currently undertaking a review of Communication and Engagement arrangements. This is welcomed as communication was a major area of concern of the majority of people interviewed in this review. It will be important to consider the user community views in any review of programme communications.

There are numerous informal communication interfaces between the programme and the FRS community. This is creating confusion within the FRS community on a range of programme issues including the scope of the current reassessment of the business case and options.

We also were aware that different approaches were being adopted to communicate with the three emergency services which was also a source of potential concern.

We are also advised information requests from the programme do not appear to be co-ordinated leading to pressure on limited user regional and local resources.

One of the main issues raised was the lack of a current, realistic and detailed ESMCP plan to allow FRS to complete meaningful costed and resourced implementation plans. Currently there appear to be a number of barriers to communication. The impact of these barriers results in a lack of coordination and consistency of messages when issued to the FRS community. This has an effect on limited FRS resources at local level and in reducing confidence in the programme.

Recommendation: 2

Review the new Communication and Engagement Strategy/Plan to ensure that it addresses the issues identified by the FRS.

3. Review of current phase

The FRS community appear to be well prepared for the transition approach and in most cases resource is in place. The current status of the ESMCP programme together with competing demands on the service will inevitably lead to a reassessment where local teams could be better tasked/used or stood down during the inevitable programme pause in delivery. There will be a lead time in reforming teams when the ESMCP plan becomes available and priorities change which will need to be built into any future planning, financial and risk management considerations.

There have been some changes to the programme with the introduction of a User Readiness team along with revised roles for ESMCP Transition Managers (ETMs) and Regional Change Managers (RCMs). The changes to the ETM role has been broadly welcomed by the FRS user community but there remains a potential for significant overlap of programme and user roles and responsibilities which may need further consideration.

4: Risk management

Each FRS region maintains and reports to the Programme its risk and issues. There is a need to develop a common method to collate and analyse the FRS risks captured and a coherent escalation route at FRS national level for risks that are likely to impact the programme.

Recommendation: 3

Develop a FRS national integrated risk management process to allow the escalation/de-escalation of key risks to the FRS.

Current re-visiting of the business case by the HO programme team provides an opportunity of the FRS user community to influence the selection of the preferred option and ensure that it is operationally acceptable and identify potential quick wins. It will be important for the FRS to consider how incremental deployment might be exploited operationally. This might result in a proposal to the programme.

In order to prepare effectively and de-risk the selected option, it would be prudent for the FRS to carry out scenario planning of the intended options, with the intention of identifying risk threats and risk opportunities. In addition, wider cost implications will need to be quantified, such as Airwave assets may have to be assessed in terms life expectancy to ensure that their longevity is aligned to the selected option. It will also be essential to revisit and revise the benefit profiles. To allow this it would be beneficial

for the FRS national user representation to have direct access to, and control of, specialised resources skilled in programme communication and programme risk management planning.

Recommendation: 4

Carry out scenario planning of reset options to assess risks, associated cost and benefits.

Recommendation: 5

Provide additional resources skilled in programme communications and risk management.

Any incremental approach that involves dual running (Airwave and ESN services working in tandem) will require careful analysis to ensure that it is operationally robust, affordable, and the implication for Mobilisation and Transition are understood. A number of those interviewed expressed concern that dual running would be an expensive option and delaying roll out would put further pressure on budgets.

The responsibility for the FRS has been transferred from the then Department for Communities and Local Government (DCLG) to the Home Office. The status of the “section 31” grant funding appears to be unclear to some stakeholders. We are advised that guidance has been provided on the new arrangements, but this needs to be further clarified and reinforced.

Concern was expressed that there is a lack of clarity of how ESN ‘in-life’ national contracts will be managed. This issue will become more complex with the potential introduction of an incremental approach. Roles and responsibilities for the future contract management need to be carefully explained and implications understood by the FRS

6: Readiness for next phase

The FRS has shown a very pragmatic and realistic approach in response to the changing environment within the programme. The Review team found a FRS community who are keen to engage and support the implementation of ESN. There is an opportunity through ESCMP reset for a more effective engagement of the FRS user organisations which will ensure the most effective and efficient option is developed and selected.

We are advised that some elements of ESN could be ready in late 2018/ early 2019. There may be a range of benefit in early adoption, such as proving coverage, more effective trials, proving robustness of technology, exploitation of data, and building confidence for future development.

We understand that an ESCMP Management Board has been formed to reduce the pressure on the Programme Board and create a forum for more detailed scrutiny and carrying out day-to-day management. This new Board is intended to allow business oversight of developing proposals.

There is concern that trials and mobilisation plans are being developed without sufficient early user involvement which may lead to problems. The Review team suggests earlier involvement of the FRS and wider emergency user community in the development of proposals would be beneficial to reduce the risk of nugatory work and will harness the evident commitment that the user community have for ESN. Going forward, as the programme gets closer to transition, it will be important that FRS can respond quickly to programme proposals. This may require adjustments to FRS governance to speed up decision making.

The next Local Partnerships Gateway Review is expected after the completion of the ESCMP revised business case has been issued to the emergency services use community in later 2018.

APPENDIX A

Purpose of a Local Partnerships Review 0: Strategic assessment

- Review the outcomes and objectives for the programme (and the way they fit together) and confirm that they make the necessary contribution to Authorities overall strategy.
- Ensure that the programme is supported by key stakeholders.
- Confirm that the programme's potential to succeed has been considered in the wider context of the Authorities delivery plans and change programmes.
- Review the arrangements for leading, managing and monitoring the programme as a whole and the links to individual parts of it (e.g. to any existing projects in the programme's portfolio).
- Review the arrangements for identifying and managing the main programme risks (and individual project risks), including external risks such as changing business priorities.
- Check that financial provision has been made for the programme (initially identified at programme initiation and committed later) and that plans for the work to be done through to the next stage are realistic, properly resourced with sufficient people of appropriate experience, and authorised.
- After the initial review, check progress against plans and the expected achievement of outcomes.
- Check that there is engagement with the market on the feasibility of achieving the required outcome.

APPENDIX B

Interviewees

NAME	ROLE
Ian Taylor	Assistant Chief Fire Officer ESMCP Business Change Lead (seconded to NFCC / ESMCP)
Phil Hales (phone interview)	Deputy Chief Fire Officer West Midlands
Kristina Evans	ESMCP Deputy Director of Mobilisation
Simon McCutcheon	Motorola Solutions Limited
Sarah Ormerod	ESMCP Deputy Director Coverage
Becca Jones	ESMCP Transition Director
Steve Foye	Deputy Chief Fire Officer Royal Berkshire FRS
Darryl Keen (phone interview)	Chief Fire Officer and Director of Community Protection Hertfordshire FRS and NFCC Operational Communications Lead
Derek Smith	Regional Programme Manager West Midlands
Steve Watson	ESMCP Deputy Director of Transition
Paul Netherton (phone interview)	Police Senior Reporting Officer South West Region
Julie Grosert	Group Manager NFCC ESMCP Regional Coordination Manager East of England and London
Dave McGarry	London Fire Brigade Programme Manager
Lucy Baker	EE Mobile Network
John Pratt	Strategic lead and SRO for Tyne and Wear Fire and Rescue Service (FRS)
Dean Fell	ESMCP Head of Communications
Chris Lucas	Ambulance Radio Programme BCAM (Business Change and Assurance Manager)
Dominic Hurndall	ESMCP Programme Reset Team
Richard De Kerbrech	ESMCP User Readiness Lead
Ian Julian	Regional Programme Manager (RPM) South West
Roy Wilshire	Chair of National Fire Chiefs Council
Charles Loft	Local Government Association (LGA) Officer
Ian O'Donovan	Northampton FRS Programme Manager
Debbie Powell	ESMCP Transition Portfolio Lead
Dale Harrison	Group Manager NFCC ESMCP Regional Coordination Manager North West
Liz Unwin	Regional Police Programme Manager South East and South Central region
Richard Morris	Police Business Change Lead for ESMCP
Sandra Fox (phone interview)	Scotland FRS representative
John Dickie (phone interview)	Scotland FRS representative
Andrew Mosely (phone interview)	Scotland Technical Lead for FRS
Richie Prendergast (phone interview)	Assistant Chief Fire Officer South Wales Fire who sits on JESG (Wales) ESMCP Strategy Group
Dave Topping	ESMCP Control Room Delivery Manager
Jeremy Kemp	ESMCP Senior Enterprise Architect- Devices
Paul Flaherty	Area Manager, South East Regional Lead

NAME	ROLE
Martin Reohorn	Finance Director Hereford and Worcester FRS and Fire Finance Network Lead for ESMCP
Lesley Troke	NFCC Collaborative Procurement also sits within LFB
Nick Carroll	Transition Support Coordinator
Mark Mulcahy	Delivery Partner Transition Support Lead
Jane Reynolds-Smith	Area Manager, NFCC ESMCP Business Change and Assurance Manager (BCAM) (Seconded to NFCC/ESMCP)
Kristian Irving	Delivery Partner Transition Lead
Ben Bush	West Yorkshire Fire Service
Nick Smith	Strategic lead and SRO for West Yorks FRS
Dan Stephens (phone interview)	Chief Fire Officer Merseyside Fire and Rescue service and chair of NFCC Operations Coordination Committee
Mark Jones (phone interview)	Merseyside FRS Programme Manager

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Appendix D

Emergency Services Mobile Communications Programme Update February 2018

To provide context to this update this should be read in conjunction with the recently issued ESMCP note to users and letter from Philip Rutnam to Meg Hillier, chair of PAC

On 21st February the Programme appeared at a recall hearing of the Public Accounts Committee (PAC). In the scheme of things this was a brief hearing where the Programme provided an update of the replanning exercise and questions around Airwave sustainability, extension and funding were posed. Clearly PAC would have liked to have received a more detailed set of dates, but these were not available as described below. It is clear that ESMCP is very much on the RADAR of PAC and Government and will be subject to further appearances into the future.

Following the appointment of Sir Philip Rutnam as Permanent Secretary to the Home Office last year he appointed an independent senior advisor, Simon Ricketts, to look into ESMCP. Simon who brings considerable knowledge and experience of leading complex Programmes recommended a Programme reset to identify a better way forward. This reset essentially consists of 3 main elements:-

- The production of a realistic integrated plan that combines the aspects of suppliers and Authority (Programme) led elements
- A revision to the full business case (FBC)
- A different way of doing business (the 'soft skills' part)

When first mooted it was hoped that a revised plan would be available for the end of 2017, however the reality is somewhat different and we have now revised expectations to Easter for the first version of this. Experience has shown that this may require some reworking and subsequent revision and a more credible version is now expected in the spring of 2018.

ESMCP is a complex Programme involving cutting edge technology, much of which is a world first. As identified in recent communications some of the technology for ESMCP has been developed and demonstrated, for example a successful demonstration of press to talk functionality (PTT) over a live public mobile network

<https://www.gov.uk/government/news/emergency-services-network-reaches-new-milestone> . Other elements are proving themselves much harder to deliver and as a result the Programme will not meet currently published milestones for the first transition off Airwave and onto the Emergency Services Network (ESN). With the current ESMCP FBC standing at around £5 billion over a 15 year lifespan the FBC revision will need to include all options going forward including:-

- Plan A the big bang approach of all items being delivered before any aspect of ESN can be used. This is the approach currently in the published Programme plan and FRS transition plans

- Plan B an incremental approach of using relevant aspects of ESN when they become available before transitioning off Airwave when all required ESN elements are delivered
- Contingencies

Incremental approach options and commercial aspects are being worked up by a dedicated Programme team at present under the banner of 'Project Pegasus' with NFCC having representation in the transition area of this. It is envisaged that the incremental approach will culminate in a small number of propositions for FRS's to consider. This will range from data or data and internet only through to whatever ESN voice capability may be deployed and available at a specific time pending full ESN maturity replicating all Airwave functionality. Although a full set of information is not currently available it is likely that the adoption of an incremental approach will entail considerable re-planning at local and regional level. Certainly accommodating a new set of dates will involve resource to revise existing plans and integrate with other programmes and works ongoing in FRS's.

The period during any replanning will also afford good opportunities to scope out and undertake further work to realise the business benefits of ESN. Whilst many Services are examining benefits of integrating some technologies there exists the potential for second order benefits through the development and use of applications using the secure and resilient mobile broadband data capability, some of which could be considered on a collaborative or even national basis.

The drivers that precipitated the current regional approach to transition have now been superseded and the NFCC ESMCP team supported by Programme colleagues will shortly be engaging with FRS's in a series of workshops looking to explore alternative models for transition. These workshops will incorporate the latest thinking on the incremental approach to provide as fuller picture as possible, but it is recognised that this will evolve and be refined during 2018.

In all of the above there will be an undisputed need to extend the Firelink / Airwave contracts and this is being considered by the Programme commercially. A Working group is forming to look into Firelink [Airwave] sustainability for the Fire and Rescue sector and will consider what may need to be replaced, upgraded or refreshed to continue to use Airwave, along with risk appetite and what we may wish to have in terms of a managed service post 2019 and financial aspects. This group will report into Fire Customer Group chaired by CFO Darryl Keen and will include representation from each region along with FRS's in the devolved administrations and Government Department. The Programme is working on the core / network aspects Airwave sustainability and commercial elements.

Ministers and the Programme have been unequivocal in the message that Airwave will remain in place until it is no longer required, and the programme is working with Motorola to ensure that the service continues to meet operational needs for this extended period of time. The financial and funding implications of any Airwave extension will need to be worked through with Government bodies once greater clarity is forthcoming.

In November 2017 Roy Wilsher wrote to Sir Philip Rutnam outlining the concerns of the FRS sector with regards to the progress of ESMCP, subsequent financial concerns and their

impacts upon individual Services and Authorities. In his response the Permanent Secretary offered a meeting to understand our concerns and start to work through them and this is scheduled for late May. NFCC will ensure appropriate representation and feedback as this progresses

Given the likely delay and uncertainty around Airwave the financial risk is seen as high and engagement is taking place with Finance Committee representatives to ensure that funding and financial aspects are captured in any future spending review submission. The NFCC team is working with Government department on many of the English funding aspects, however it is unlikely to have definitive answers before the FBC is signed off in the autumn. Colleagues from Wales and Scotland are similarly working with their respective Devolved Administrations.

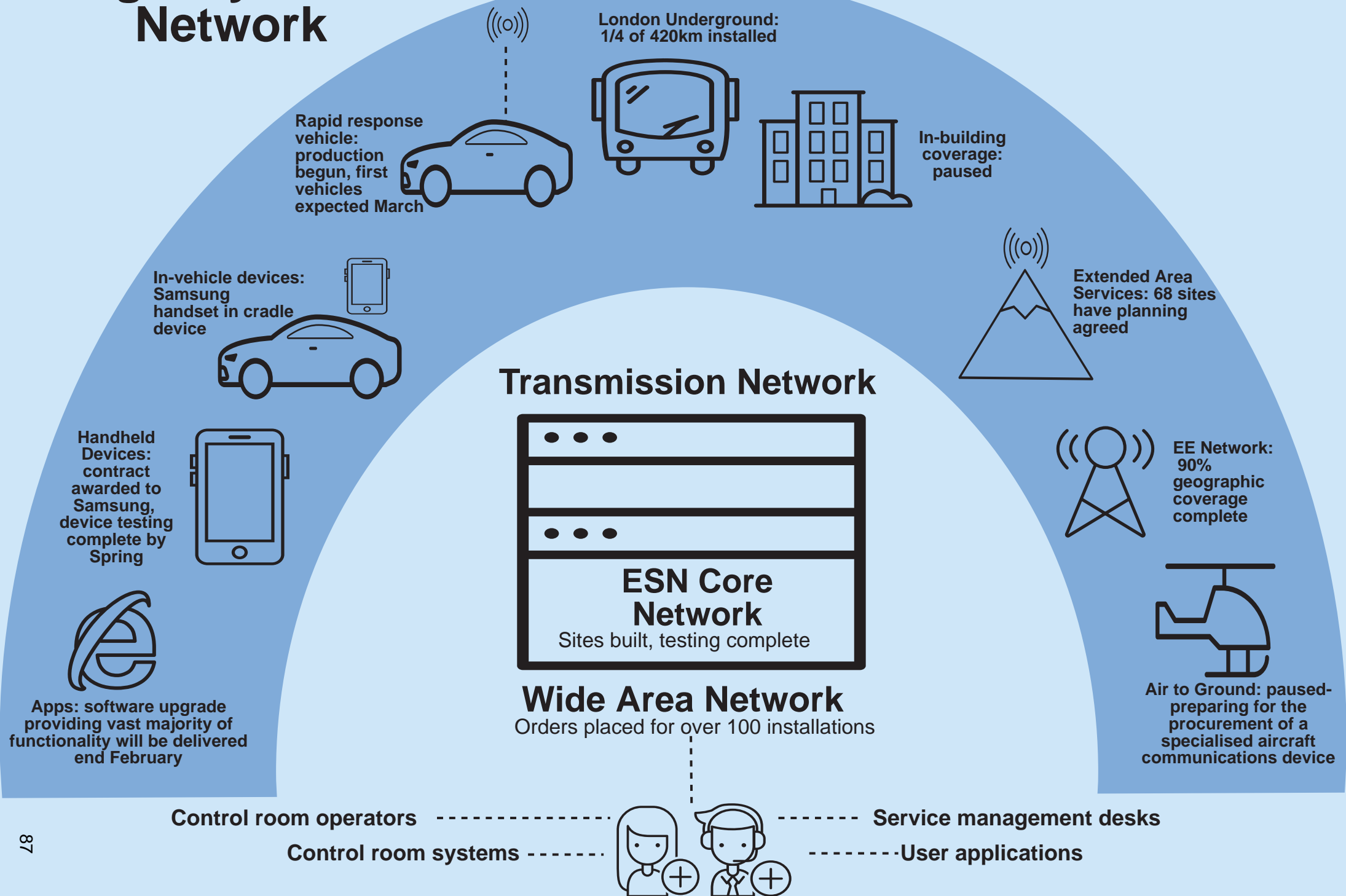
A submission is currently working its way through the machinery of Government with the intention of providing any remaining funding required to enable the upgrading of Control Rooms to accept ESN. Subject to approval it is hoped that this will be paid into accounts by means of sec. 31 grant before the end of this financial year. Discussions are ongoing with Government Department to ascertain if any funding may be available prior to the FBC sign off.

On 22nd February it was announced that Gordon Shipley, the Programme Director for ESMCP, will shortly be moving on from the Programme following 5 years in post. A new Programme Director is in the process of being appointed by Government but details have yet to be confirmed. Gordon Shipley's departure will undoubtedly cause some turbulence, however with two other senior Civil Servants at director level working on the Programme and 5 full time Business Change Leads from the Emergency Services and Devolved Administrations working closely with the Programme and able to support the new incumbent the risks associated with a change of leader should be minimised.

Last, but by no means least, as it currently stands there are somewhere in the region of 350 people working on ESMCP in a variety of roles. Unfortunately very few have experience or knowledge of the emergency services or Fire and Rescue Service in particular. Clearly some insight of how we work, in particular in relation to operational communications, will be invaluable in delivering ESMCP. Therefore the NFCC team working on ESMCP will be organising further familiarisation visits to Services to help ESMCP staff plug this knowledge gap. The continued support and cooperation of Services in facilitating these would be greatly appreciated.

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