

**BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY
BUCKINGHAMSHIRE FIRE AND RESCUE SERVICE**



Director of Legal & Governance, Graham Britten
Buckinghamshire Fire & Rescue Service
Brigade HQ, Stocklake, Aylesbury, Bucks HP20 1BD
Tel: 01296 744441

Chief Fire Officer and Chief Executive
Jason Thelwell

To: The Members of the Executive Committee

**MEMBERS OF THE PRESS
AND PUBLIC**

Please note the content of
Page 2 of this Agenda Pack

4 July 2022

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, BUCKINGHAMSHIRE FIRE AND RESCUE SERVICE HEADQUARTERS, STOCKLAKE, AYLESBURY, BUCKS, HP20 1BD** on **WEDNESDAY 13 JULY 2022 at 10.00 AM** when the business set out overleaf will be transacted.

Yours faithfully

Graham Britten
Director of Legal and Governance

Health and Safety:

There will be limited facilities for members of the public to observe the meeting in person. A recording of the meeting will be available after the meeting, at the web address provided overleaf.

Councillors: Christensen, Hall, Hopkins, Lambert, Marland, McLean, Rouse and Walsh



MAKING YOU SAFER

www.bucksfire.gov.uk



Recording of the meeting

The Authority supports the principles of openness and transparency. To enable members of the press and public to see or hear the meeting, this meeting will be recorded. Please visit:

<https://www.youtube.com/channel/UCWmIXPWAscxpL3vliv7bh1Q>

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 adjourn a Meeting to hear a member 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.

A request to speak on a specified agenda item should be submitted by email to gbritten@bucksfire.gov.uk by 4pm on the Monday prior to the meeting. Please state if you would like the Director of Legal and Governance to read out the statement on your behalf, or if you would like to be sent a 'teams' meeting invitation to join the meeting at the specified agenda item.

If the meeting is then adjourned, prior to inviting a member of the public to speak, the Chairman should advise that they:

- (a) speak for no more than four minutes,
- (b) 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.

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. Such attendance will be facilitated if requests are made to enquiries@bucksfire.gov.uk at least two clear working days before the meeting. Statements can be read out on behalf of the Member by the Director of Legal and Governance, or the Member may request a 'teams' meeting invitation to join the meeting at the specified agenda item.

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*, 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. Election of Chairman

To elect a Chairman for 2022/23

2. Appointment of Vice-Chairman

To appoint a Vice-Chairman for 2022/23

3. Apologies

4. Minutes

To approve, and sign as a correct record the Minutes of the meeting of the Executive Committee held on 23 March 2022 (Item 4) **(Pages 7 - 14)**

5. Matters Arising from the Previous Meeting

The Chairman to invite officers to provide verbal updates on any actions noted in the Minutes from the previous meeting.

6. 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.

7. Questions

To receive questions in accordance with Standing Order SOA7.

8. Budget Monitoring Report April 2021-March 2022 (Provisional Outturn)

To consider Item 8 **(Pages 15 - 24)**

9. Partnership Governance Update

To consider Item 9 **(Pages 25 - 30)**

10. Emergency Services Mobile Communications Programme

To consider Item 10 **(Pages 31 - 48)**

11. Home Office White Paper Consultation

To consider Item 11 **(to follow)**

12. Operational KPIs - a verbal update

To receive a verbal update regarding a selection of operational KPIs

13. Date of next meeting

To note that the next meeting of the Executive Committee will be held on Wednesday 14 September 2022 at 10 am.

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

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Buckinghamshire & Milton Keynes Fire Authority

Minutes of the Meeting of the EXECUTIVE COMMITTEE of the BUCKINGHAMSHIRE AND MILTON KEYNES FIRE AUTHORITY held on WEDNESDAY 23 MARCH 2022 at 11.00 AM.

Present: Councillors Clarke OBE, Hopkins, Marland and Walsh

Officers: J Thelwell (Chief Fire Officer), M Osborne (Deputy Chief Fire Officer), G Britten (Director of Legal and Governance), M Hemming (Director of Finance and Assets), A Stunell (Head of Human Resources), F Mansfield (HR and Advisory Manager), A Collett (Organisational Development Manager) J Humphrey (Station Commander On Call North and South), G Darvell (On Call Support Manager North) and K Nellist (Democratic Services Officer)

Remotely: S Tuffley (Head of Covid-19 Preparedness and Response) and S Wells (Head of Prevention, Response and Resilience)

Apologies: Councillor Christensen, Hall, Lambert and McLean

The Chairman advised the Committee that the meeting was being recorded and would be uploaded on to the Authority's YouTube channel after the meeting.

<https://www.youtube.com/channel/UCWmIXPWAscxpL3vIiv7bh1Q>

EX39 MINUTES

RESOLVED –

That the Minutes and the Exempt Minutes of the meeting of the Executive Committee held on Wednesday 9 February 2022, be approved, and signed by the Chairman as a correct record.

EX40 MATTERS ARISING FROM THE PREVIOUS MINUTES

In respect of Minute EX29 Great Holm Update, the Director of Finance and Assets advised Members that at the last meeting, he was asked what provision would be made for electric vehicle charging points on site. He had emailed the Executive Committee Members initially saying there would be at least one charging point, but having now seen the planning application, there would be three charging points on site.

The Director of Finance and Assets also advised that at the last meeting, he advised Members that he was due to meet a Milton Keynes

Councillor and her colleague regarding the issue of graffiti on site. The meeting had now taken place, and one of the suggestions was to get large pictures to go on the worst affected areas of boarding.

The Milton Keynes Councillor had provided contact details of a company in Milton Keynes that had done this for other buildings, so contact would be made with the company to see what the cost would be.

The Director of Finance and Assets also advised that he had now seen the near final version of the planning documents. He was content with them, and subject to cosmetic changes being made, they would be submitted to Milton Keynes Council next week.

The Chairman asked if the entry points had been discussed, and the Director of Finance and Assets confirmed they had. The new owners cannot use the old emergency access and egress roads for domestic vehicles going in and out of the site, because of the speed of exit and entry from the highway. There would be some discussions about whether they could be used by some emergency services coming onto the site, but it would not be part of the planning application.

EX41 DISCLOSURE OF INTERESTS

None.

EX42 GENDER PAY GAP 2021

The HR Advisory and Development Manager advised Members that as an organisation, the Authority had a duty to carry out gender pay gap reporting, and to publish six pieces of prescribed data about the pay and bonuses of male and female employees on an annual basis by 30 March. The snapshot date for public sector employers was 31 March each year, and the data presented within the report, was based on data as at 31 March 2021.

The HR Advisory and Development Manager advised Members that the gender pay gap showed the difference between the average earnings of males, compared to females, irrespective of role or seniority. It examined the difference in the average pay gap, expressed as a percentage of male earnings. It was important to note that a gender pay gap was not unlawful and the presence of a gender pay gap does not mean the Authority was discriminating against groups of individuals. A gender pay gap was a reflection of a workforce profile at a specific time, i.e. the snapshot date. In comparison, equal pay was a legal obligation and about unequal rewards for male and females carrying out the same job, similar job or work of equal value, as set out in the Equality Act 2010.

Organisations can have a gender pay gap without breaching equal pay provisions, and the Authority's gender pay gap was not as a result of any equal pay issues

The HR Advisory and Development Manager advised Members that this was the fifth year of undertaking gender pay gap reporting. And for 2021 both the mean (average) and median (mid-point) gender pay gaps had decreased, which was positive, and took the Authority's gender pay gap 1.6 percentage points below the UK national average for 2021, which was 15.4 per cent. Both the mean and median gender pay gaps for 2021 were the lowest since first reporting in 2017.

For 2021, the mean gender pay gap had decreased by 5 percentage points from 2020, to 13.8 per cent (from 18.8 per cent) and the median gender pay gap had decreased by 6.3 percentage points from 2020, to 9.0 per cent (from 15.3).

The gender pay gap report had highlighted that the Authority continued to have a gender pay gap. However, figures were not expected to reduce significantly within the short to medium term, as the issues driving gender pay gaps required a longer-term commitment.

The HR Advisory and Development Manager advised Members that the gender pay gap was generally caused by underrepresentation of female employees in higher paid or senior roles. In order to lower the gap, attention must be paid to the recruitment, retention and development of females into those areas, and a range of strategies adopted to support this. It was positive to note, that 2021 had seen an increased representation of females in senior roles, with this year seeing the highest representation since first reporting in 2017. A number of key areas of activity to lower the gender pay gap had been identified, as detailed in the action plan within the report. Whilst the foundations for improvement had been laid through these initiatives, and progress was being made, it would be several years before there was a significant impact on gender parity within pay. The Authority would continue to strive to increase gender diversity in all areas of the organisation and lowering the gender pay gap.

RESOLVED –

That the content of the Gender Pay Gap Report 2021 be noted and approved for submission to the Government's website (gov.uk) as per reporting requirements.

EX43

FUNDING PHASE 2 LEADERSHIP & MANAGEMENT DEVELOPMENT PROGRAMME

The Organisational Development Manager advised that this paper was asking Members to note the positive evaluation of Phase 1 of the Leadership & Management Development Programme and to approve

the transfer of a £51k underspend from the 2021/22 Training Needs Analysis budget, into a future funding reserve, to be used in 2022/23 to procure Phase 2 of the programme and fund a delegate onto the Executive Leadership Programme. Members approved a partial growth bid of £50k for investment into the Leadership & Management Development Programme in 2021/22, with an invitation to present a further bid, for the remaining funds needed to fully roll out the programme. Since then, it had become apparent through reviewing the budget for the Training Needs Analysis (TNA) 2021/22 vs what had been procured, that there may no longer be a need for a growth bid, and that a forecasted underspend could be used to fund Phase 2 instead.

Phase 2 involved rolling the programme out to the remaining established managers, this included support staff, watch commanders and crew commander if timings, crewing and funding allowed. The underspend would also be used to fund one Executive Leadership Programme place in 2023, which the Authority had two senior managers being successful in their application for.

The Organisational Development Manager advised that this proposal had been produced in consultation with finance, the training strategy group and procurement, to ensure it met all of their requirements. To ensure the leadership programme content was fit for purpose and that both facilitators and delegates were engaged and finding value in attending, initial feedback, in the form of a survey, was sought from the attendees of cohorts 1 and 2. A summary of the feedback was contained within Appendix 2 and would be used to develop the content for the remaining cohorts of Phase 1, Phase 2 and adapt the facilitators approach where necessary. A more in-depth evaluation would be undertaken as part of the project, which would include re-visiting the initial audit undertaken as part of this project, reviewing of appraisal performance ratings and the culture survey outcomes.

For Members information, once all existing managers had completed the programme, it would then become acquisition training for all new managers/leaders and development for any potential future managers/leaders. This would be delivered internally via the Learning and Development team, therefore no longer requiring additional funding to procure delivery by the external provider.

The Chairman asked about the initial evaluation, under the heading 'Facilitator' how many people were the 13 per cent who were not engaged with the facilitator throughout.

The Organisational and Development Manager advised that this was two people. The programme served more as a refresher for the two people rather than new learning.

A Member asked for clarification regarding train the trainer, that the Service would not now need to use an external trainer and was advised that was correct.

RESOLVED -

1. That the positive evaluation of Phase 1 of the Leadership & Management Development Programme be noted.
2. That the transfer of the £51k underspend from the 2021/22 Training Needs Analysis budget, into a future funding reserve, to be used in 2022/23 to procure phase 2 of the Leadership & Management Development Programme and fund a delegate onto the Executive Leadership Programme be approved.

EX44 ON-CALL FIREFIGHTER UPDATE

The Station Commander On Call North and South and the On Call Support Manager North, gave Members a presentation on the On-Call Firefighter Update.

The presentation is available to view [here](#).

A Member asked about the website recruitment, it mentioned the pay that could be expected for the new contract and being out two or three times a week for a few hours at a time. When factoring in someone getting to a competent stage, the numbers look substantially better than what the website stated. Perhaps it might be better to look at the average time out, the average pay etc.

The Station Commander On Call North and South, advised Members that he would share a dashboard with them, which was being utilised in social media and was having a good impact. This was from another fire and rescue service but was something that he wanted to adopt and integrate into the Service's social media posts. The dashboard gave an overview of the On Call station, the number of incidents, and the time the person would be out at an incident. It would be useful information to show their employer. It could also highlight the average earnings for that station.

A Member asked if the Service was recruiting On Call firefighters in Milton Keynes to cover absentees within wholetime firefighters in Milton Keynes.

The Deputy Chief Fire Officer advised that there were On Call firefighters in Milton Keynes, Olney for example, was a standalone On Call fire station. There were also two on call pumps at West Ashland and one at Broughton. If the Milton Keynes area does get busy, those On Call firefighters provide resilience, they do not cover absentees within wholetime firefighters.

The Chairman asked if some potential On Call staff were not at the appropriate level, for example in maths, were they helped to get up to the correct level.

The Station Commander On Call North and South advised Members that, in conjunction with Human Resources, they were now offering a support mechanism for each area of the process. Also, for those candidates that come very close to the pass mark, they were offered the chance to try again.

The Chairman also asked why there was a 12-18 month timeframe to put the strategy in place.

The Station Commander On Call North and South advised that it was to allow the Service time to work on improving the recruitment strategy and that was also the time frame before results would be seen. The new recruitment campaign would see recruits coming in August 2022 and the next new intake would have been January 2023, but it had been delayed by a couple of months to March 2023 to allow for work on the strategy.

The Chairman asked whether there were any issues with the new contracts, did they take away any benefits from the firefighters.

The Station Commander On Call North and South advised that they had run a number of engagement sessions, and consulted with the rep bodies, to advise that it would not impact the On Call firefighters financially. The new contract really provided an improved response. On call firefighters could provide 90 hours, split between 60 hours of immediate response and 30 hours of tiered response. Less immediate response hours than currently, which would give them a better work life balance. It was also an increase financially of £300 per annum.

The Chairman asked how they would be 'defining the target audience'

The Station Commander On Call North and South advised that along with the Communication, Marketing and Engagement Manager, they were building personas which would help drive the recruitment campaigns, targeting people who would be able to provide that crucial daytime availability. Gender neutral and looking at diverse sections of the community, building semi-fictional assignments, and creating a number of personas. Creating posts that could be pushed out on social media.

The Chairman also asked that once the On Call firefighter had done their modular training over 12 months, were many lost to other fire and rescue services because they were now trained.

The Station Commander On Call North and South advised that with regards to retention, at the awareness events, they gave as much information as they possibly could without holding back, and that was

done to alleviate people losing interest because of the true expectations of being an on call firefighter. From when a potential recruit attends an awareness event, to being deemed a competent firefighter, can take up to 12 months. The Service was looking to streamline this process.

The Chairman asked how Members could assist with recruitment. Members visit different parts of the community, perhaps that was something that could be considered and asked whether something could be sent out to residents' associations, as there may be local people looking for employment.

The Deputy Chief Fire Officer advised that literature was being developed that would be available to send out to potential interested parties.

The Vice Chairman also suggested using parish magazines to put out information, at little or no cost. He felt that whilst social media was very popular, people trusted parish magazines.

The Vice Chairman asked how many On Call firefighters, joined as wholetime firefighters as a way into the service.

The Station Commander On Call North and South advised that it was sometimes a direct route. The Service took on call firefighters into the flexi firefighter roles. The NFCC were also working on a process where an on call firefighter could go directly into a wholetime firefighter role.

The Vice Chairman asked if the remuneration rates were set nationally and was advised that the actual retainer (base pay) was set nationally, but it actually depended on the number of call outs. There were other opportunities to earn, as on call firefighters get paid for their training hours. Once an On Call firefighter was competent and fully skilled, if its not a detriment to their 'home' appliance, they could undertake bank shifts as well.

The Vice Chairman asked if the intake months of January and August were set, or if they could be moved to March and October for example.

The Station Commander On Call North and South advised that the intake months were set by the Service as twice a year. This was to get ten new recruits in, as ten was the key number for training courses.

The Chairman felt it would be worth officers talking to the Local Enterprise Partnerships and Bucks Business First regarding recruitment for on call firefighters.

Members discussed the Armed Forces Covenant and whether there could be a Firefighters Covenant. The Chief Fire Officer would raise this with the National Fire Chiefs Council.

EX45 DATE OF NEXT MEETING

The Committee noted that the date of the next Executive Committee meeting would be held on Wednesday 13 July 2022 at 10.00am.

THE CHAIRMAN CLOSED THE MEETING AT 11.15 AM.

DRAFT



Buckinghamshire & Milton Keynes Fire Authority

Meeting and date: Executive Committee, 13 July 2022

Report title: Budget Monitoring Report April 2021 - March 2022 (Provisional Outturn)

Lead Member: Councillor Matthew Walsh

Report sponsor: Mark Hemming, Director of Finance and Assets

Author and contact: Asif Hussain, Deputy Director of Finance and Assets
ahussain@bucksfire.gov.uk, 01296 744421

Action: Decision

Recommendations:

1. That the provisional outturn forecast for the Authority as at 31 March 2022 be noted.
2. That the slippage of £1.514m on the capital programme is approved to be carried forward into 2022/23.
3. That the underspend of £0.225m is transferred into Revenue Contribution to Capital Reserve (RCCO).
4. That delegated authority be given to the Chief Finance Officer to authorise any late changes to the movements in reserves and capital slippage amounts resulting from accounting adjustments needing to be made during the year-end closedown process.
5. That should any changes to the amounts referred to above be required, then the Chief Finance Officer will report these to Members at the next available meeting.

Executive summary:

The report in Appendix A sets out the Authority's revenue and capital spending position as at 31 March 2022, together with the projected outturn position for the financial year.

The report at Appendix A is a provisional position pending final audit recommendations and confirmation of any accounting adjustments to go through before a final position is reached.

The provisional outturn figure for the year is a net underspend of £0.225m. It is recommended that £0.225m be transferred to the Revenue Contribution to Capital Reserve in line with the approved Medium Term Financial Plan.

Financial implications: As set out in the main body of the report.

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.

Legal implications: None.

Privacy and security implications: None.

Duty to collaborate: None.

Health and safety implications: None.

Environmental implications: None.

Equality, diversity, and inclusion implications: None.

Consultation and communication: None.

Background papers:

Medium Term Financial Plan 2021/22 to 2025/26, Fire Authority Meeting 16 February 2022.
<https://bucksfire.gov.uk/documents/2022/02/fa-item-9b-16022022.pdf/>

Appendix	Title	Protective Marking
A	Appendix A – Budget Monitoring Report April 2021 – March 2022 Provisional Outturn	None

1. Revenue Forecasts by Service Area

Table 1 shows the budget and provisional outturn for each Directorate as at the end of 2021/22 financial year. The budget of £32.277m compared to the forecast outturn of £31.301m gives a forecast yearend underspend of £0.976m. Furthermore, the level of funding is showing a favourable variance of £0.362m. Due to these underspends, we were not required to utilise the £1.113m planned use of reserves and therefore no transfer was needed from reserves. This has resulted in a net underspend of £0.225k.

Table 1

Directorate	Total Budget	Provisional Outturn	Provisional Year End Variance
	£	£	£
Corporate Core	1,605,460	1,432,560	-172,900
Finance & Assets	6,419,300	5,986,856	-432,444
Human Resources	528,430	470,490	-57,940
Delivery, Corp. Dev. Planning	21,693,770	21,413,077	-280,693
Statutory Acc. & Contingency	2,030,240	1,998,001	-32,239
Total Expenditure	32,277,200	31,300,983	-976,217
Total Funding	-31,164,200	-31,526,293	-362,093
Use of Reserves	-1,113,000	0	1,113,000
Net Position	0	-225,310	-225,310

Variance by Directorate

Corporate Core £0.173m under - The underspend of £0.097m within Legal & Governance and £0.076m within Corporate Management predominantly relates to staffing costs being less than budgeted due to vacancies.

Finance & Assets £0.432m under - The underspend is mainly attributable to rebate due on business rates. An external organisation carried out a review of the business rates we pay for all our estates. Upon review and challenge, the rates have been reduced and resulted in an underspend of £0.308m against the business rates budget for 2021/22. Most of this was a one-off saving as it relates to backdated payments from 2017 as this was the furthest, we could backdate our claim. In addition to this, there are underspends within employee costs as a result of vacant positions and underspends within supplies and services.

Human Resources £0.058m under - The underspend of £39k relates to staffing costs due to a vacant position for part of the year; not all employees opting into in the LGPS pension scheme and an employee working less than the budgeted 100% FTE. Additional £20k underspend is seen under other supplies and services elements.

Delivery, Corporate Development & Planning £0.281m under - The overall underspend for the directorate is primarily due to underspends seen within pension costs, on-call activity and Wholetime posts which are not top of pay scale. As a result of new recruits joining the 2015 pension scheme which has lower employer contributions than the 1992 pension scheme, underspends are also seen within the pension budgets. As part of the pension legislation, all operational staff have transferred into the 2015 pension scheme from 1st April 2022 and therefore the budget has been revised and updated as part of the Medium-Term Financial Plan process. On-call Firefighter activity relating to attendances are lower than projected levels which also contribute towards the underspend.

Statutory Accounting and Contingency £0.032m under - The underspend relate to funds set aside for pay awards relating to employees earning below £24k. We did not need to utilise this budget as this additional cost relating to the pay award was covered from existing underspends.

Funding - The level of funding exceeded the budget by £0.362m. This is made up of a carried forward Protection Grant of £0.145m that relates to the expenditure incurred in relation to the requirements of the grant. We currently have £0.236m remaining from this ring-fenced grant which will be carried forward into next year. Furthermore, we received additional funding of £0.142m in relation to local tax income guarantee grant.

In March 2022, we were also allocated an additional grant of £0.079m from Home Office as a one-off COVID grant and in relation to Pension administration expenditure. We have also seen some additional in year S106 grants totaling £0.022m which is offset by a reduction in Airwave grant for 2021/22 compared to the original allocation as a result of an error Home Office made in their calculations.

2. Direct Employee Variances

Table 2 shows the breakdown of all the favourable (-) and adverse (+) variances for each sub-heading within the direct employees subjective as at the 31 March 2022:

Subjective	Salary (Including Training costs) £	Allowances £	NI £	Pension £	Total £
Wholetime	145,849	-30,749	134,664	-282,095	-32,331
On-Call	184,196	-212,950	46,308	-28,443	-10,889
Support	-272,618	-1,176	-25,588	-89,724	-389,106
Technicians	-21,581	0	-2,979	-4,151	-28,711
Sessional	-20,300	2,711	508	0	-17,081
Agency	34,441	0	0	0	34,441
Grand Total	49,988	-242,164	152,913	-404,414	-443,677

Wholetime – The underspend of £0.032m predominantly within pensions, which relates to new recruits joining the 2015 scheme and replacing existing post holders who may have been on a 1992 scheme which have higher employer contributions. From April 2022, all Wholetime staff have been budgeted on the 2015 scheme as per the change in pension regulations.

On Call – Underspends predominantly seen within allowances which is based on activity/training in year.

Support Staff – There is a net underspend on support staff budgets across the directorates predominantly due to a delay in recruitment caused by the COVID-19 pandemic and generally difficulties in recruiting staff to specialist roles in the current environment, which has resulted in several posts not being recruited too.

Agency Staff – Agency staff have been used to partly cover interim vacancies within support staff roles and this partially offsets the underspend on support staff.

3. COVID-19 Spend Analysis

Table 3

Subjective	2020/21 Actuals £	2021/22 Actuals £	Total £
Staffing Costs	471,615*	296,379	767,994
Protective Equipment	115,277	8,130	123,407
Other Costs	71,467	6,079	77,546
Total	658,359	310,588	968,947

* This figure includes £3k in actual costs which were incurred in March 2020 and therefore the total figure includes all COVID-19 related costs since the start of the Pandemic.

Funding - Central Government have distributed funding of £0.850m of which £0.090m was received in March 2020 and £0.711m over two tranches in the financial year 2020/21. An additional grant of £0.049m was confirmed in March 2022 and has been paid to the Fire Authority in relation to COVID related costs. Table 3 provides a breakdown of the expenditure to date against the total grant funding of £0.850m.

Staffing Costs – All additional employee costs (operational and support staff) incurred as a result of the Pandemic. An example of this has been the use of bank staff to provide the operational resilience when members of staff have had to isolate.

Protective Equipment – All costs in relation to the purchase of personal protective equipment (PPE) to ensure the safety of all employees and providing employees with the appropriate PPE in order to carry out their roles safely. This also includes cleaning materials to be used for all brigade sites by employees/visitors for sanitising and disinfecting areas before and after they are used.

Other Costs – Predominantly costs relating to IT upgrades to allow meetings to take place online and costs relating to signage put up on all sites in relation to COVID-19.

4. Funding

Table 4 details the budget and forecast outturn for each category of funding.

Funding	Total Budget £	Actual Year to Date £	Projected Year End Variance £
Government Funding	-3,544,210	-3,552,303	-8,093
Specific Grants	-1,459,080	-1,669,150	-210,070
NDR	-3,639,420	-3,785,304	-145,884
Top-up / Pooling Receipts	-1,844,350	-1,843,521	829
Precept	-20,677,140	-20,676,015	1,125
Use of Reserves	-1,113,000	0	1,113,000
Grand Total	-32,277,200	-31,526,293	750,907

The funding provisional outturn is £0.362m above the budgeted level; £0.145m relates to expenditure incurred in relation to the Protection grant. The residual balance (£0.236m) will be carried forward into 2022/23 and will be utilised in line with the conditions of the grant.

Furthermore, due to the COVID-19 Pandemic, the government introduced a local tax income guarantee which compensated local authorities for 75% of irrecoverable losses in council tax and business rates income in respect of 2020-21. We had taken a prudent approach in estimating what this additional funding would be and the actual amount is £0.142m higher than projected. In March 2022, we were also allocated an additional grant of £0.079m from Home Office as a one-off COVID grant and Pension administration related costs. We have also seen some additional in year S106 grants totaling £0.022m. This additional funding is partially offset by a reduction in Airwave grant for 2021/22 compared to the original allocation because of an error Home Office made in their calculations.

Due to the underspends seen in the expenditure budget and increased funding shown above, we have not utilised the £1.113m use of reserves and has resulted in a nil transfer from reserves.

5. Capital Monitoring

Capital Forecast

The capital programme for 2021/22 is £2.402m, including £0.472m from 2020/21 carry forward capital projects, less £0.050m in-year movement.

Project Name	Original Budget 2021/22 £	Carry Forwards 2020/21 £	In-Year Movements 2021/22 £	Revised Budget 2021/22 £	Provisional Outturn £	Slippage £	Projected Year End Variance £
Property	500,000	121,000	-50,000	571,000	409,302	150,000	-11,698
Property Review	0	0	0	0	465,884	0	465,884
Total Property Portfolio	500,000	121,000	-50,000	571,000	875,186	150,000	454,186
Hydraulic Equipment	65,000	10,000	0	75,000	54,549	10,000	-10,452
Operational Equipment	90,000	25,000	0	115,000	95,766	19,000	-234
Operational Red Fleet Vehicles	750,000	310,500	0	1,060,500	242,162	818,000	-338
Total Fire Appliances & Equipment	905,000	345,500	0	1,250,500	392,477	847,000	-11,023
ICT	575,000	5,000	0	580,000	63,435	516,500	-65
Total Support	575,000	5,000	0	580,000	63,435	516,500	-65
Grand Total	1,980,000	471,500	-50,000	2,401,500	1,331,098	1,513,500	443,098

Capital Funding

The capital programme will be funded as follows:

Funding	Balance at 1 April 2021 £000	Estimated Transfers (in) £000	Estimates Transfers Out £000	Estimate Balance at 31 March 2022 £000
Revenue Contribution to Capital*	-2,611	-2,560	1,285	-3,886
Other Capital Contributions	0	-46	46	0
Total Capital Funding	-2,611	-2,606	1,331	-3,886

* This includes £0.600m transfer from Referendum Reserve to capital reserves, which was approved at Fire Authority on 16 February 2022.

Property Portfolio

Property Portfolio capital budget for 2021/22 was £0.571m, which included carry forward budget from 2020/21 of £0.121m, less in-year movement of £0.050m. The capital funds have been utilised to carry out planned capital property works as highlighted in condition surveys and agreed at Business Transformation Board, which included £0.050m to be transferred to revenue to support the completion of non-capital works following recent station audits and fire risk assessment. The carry forward budget of £0.121m related to a number of planned capital works that were delayed due to COVID-19 pandemic and were completed during 2021/22. The key projects completed during 2021/22 included the build of the Urban Search and Rescue (USAR) rig, refurbishment of breathing apparatus (BA) facilities across a number of stations, installation of electric charging points on two stations and installation of air-handling systems in identified rooms on two sites. There is a slippage forecast of £0.150m which is for property works that will now be completed during 2022/23.

The West Ashland build is now complete, and the final account has been agreed. The final payments for the build are included in the 'Provisional Outturn' figure, however, some retention fees on the project are still to be paid with £0.086m to be paid in 2022/23. The Authority is also looking to recover some of the increased costs from the professional design team. The forecast variance for West Ashland total project costs is expected to be offset by additional capital receipts and contributions which will result in a net variance of circa £1m against the forecast expenditure and risks previously reported to Executive Committee.

Fire Appliances & Equipment

Fire Appliances & Equipment has a capital budget of £1.251m for 2021/22, which includes carry forward budget from 2020/21 of £0.346m. Most of the capital funds has been utilised to purchase red fleet appliances and to purchase operational equipment for these appliances in line with the fleet strategy. The carry forward budget of £0.346m relates to delays in the delivery of the two 2020/21 fire appliances and equipment due to COVID-19 pandemic which were delivered during 2021/22. A slippage of £0.837m has been forecast, due to delays in the delivery of the 2021/22 fire appliances and equipment, which are expected to be delivered in 2022/23. In addition, no further hydraulic equipment sets are required following the purchase of three sets in-year. This has resulted in a slippage of £0.010m to allow for four sets to be purchased in 2022/23.

Support

ICT has a capital budget of £0.580m for 2021/22, which includes carry forward budget from 2020/21 of £0.005m. This budget will be utilised for the purchase of ICT hardware equipment, as per the ICT replacement strategy. The £0.500m is for the replacement of Wide Area Network (WAN) & Local Area Network (LAN) across all Buckinghamshire and Milton Keynes estates, this capital project is expected to be delivered during 2022 calendar year.

Slippage into 2022/23

The provisional outturn figure is showing a slippage of £1.514m (subject to any late accounting changes) which predominantly relates to the delays in the delivery of a further three red fleet appliances & equipment, along with the property capital works and the ICT capital project to replace the stations WAN/LAN, which will be completed during 2022/23. Members are requested to approve the slippage of this budget into 2022/23.

6. Reserves

The table below shows the provisional movement in reserves during the year and will be finalised once our Statement of Accounts have been audited.

Reserves	Balance at Start of year £000	Projected Movement £000	Balance at End of Year £000
General Fund	-1,500	0	-1,500
Earmarked Reserves (Revenue)*	-2,422	498	-1,924
Earmarked Reserves (Capital)	-2,611	-1,275	-3,886
Total Reserves	-6,533	-777	-7,310

* This figure includes £0.637m, which represents this Authority's share of the joint control room renewals fund (which is held by Oxfordshire)



Buckinghamshire & Milton Keynes Fire Authority

Meeting and date: Executive Committee, 13 July 2022

Report title: Partnership Governance Update

Lead Member: Councillor Matthew Walsh

Report sponsor: Mark Hemming, Director of Finance and Assets

Author and contact: Mark Hemming mhemming@bucksfire.gov.uk

Action: Noting

Recommendations: That Members note the content of this report.

Executive summary:

In May 2014, the Executive approved a partnership strategy including a set of nine key principles that need to be determined to justify any relationship with another body as a true partnership.

In carrying out this review a formal Partnership Register was established together with a separate list of joint working groups and other forums attended either by officers and/or Members of the Authority that do not meet the fuller criteria for a true partnership.

Within the Annual Governance Statement 2019/20, one of the governance issues to be addressed in 2020/21 was identified as being the need to update the review of external partnerships to ensure that:

- partners maintain the same high standards of conduct with regard to financial administration and corporate governance that apply throughout the Authority
- they are evaluated and contribute to the achievement of the Authority's objectives

This issue was carried forward into the Annual Governance Statement 2020/21, and this report addresses the outstanding action.

Appendix 1 provides details of partnerships added to or removed from the register since the previous update.

Appendix 2 outlines the timescale, governance and rationale for each of the partnerships.

Financial implications: There are no direct financial implications arising from this report.

Risk management: As set out in Section 20 of the Financial Instructions: Each partnership should have a defined responsible manager within the Authority. This person is responsible for ensuring that:

- The partnership is appraised for financial viability in both the current and future years;
- The financial risk to the Authority is assessed;
- Appropriate resources are assigned to the governance of the partnership;
- The partnership is supported by an appropriate documented agreement which outlines the financial liabilities and accountabilities of the partners, together with procedures for financial transactions and monitoring, and which has been agreed in writing by all partners; and
- The accounting arrangements are satisfactory.

The Director of Finance & Assets must be consulted, and their agreement obtained to the acceptability of the details in respect of the above prior to commencement of the Partnership.

Legal implications: The Authority's Financial Regulations (E.2) provide that "The Executive is responsible for approving partnership arrangements/joint working initiatives with other local public, private, voluntary and community sector organisations to address local needs."

Privacy and security implications:

Agreements between the Authority and third parties set out the respective obligations as data controllers or data processors (as the case may be) consistent with the requirements of the General Data Protection Regulation and the Data Protection Act 2018.

Duty to collaborate: The Service works collaboratively to achieve effective partnership working with Thames Valley Police and/or South Central Ambulance Service. These collaboration arrangements are monitored and reported via the governance boards of the Thames Valley Collaboration program. Joint working arrangements are generally not captured in the register unless they result in a formal partnership agreement.

Health and safety implications: There are no health and safety implications arising from this report.

Environmental implications: There are no environmental implications arising from this report.

Equality, diversity, and inclusion implications: There are no direct equality and diversity implications arising from this report.

Consultation and communication: No direct impact.

Background papers:

- Partnership Governance Update, Executive Committee, 7 February 2018 - https://bucksfire.gov.uk/documents/2020/03/070218_exec_committee_agenda.pdf/ (pp. 113-125)
- Annual Governance Statement 2019/20, Overview and Audit Committee, 22 July 2020 - <https://bucksfire.gov.uk/documents/2020/07/item-9-annual-governance-statement-2019-20.pdf/>

Appendix	Title	Protective Marking
1	Key Changes Since the Previous Update	
2	Partnership Register	

Appendix 1 – Key Changes Since the Previous Update

New Partnership Arrangements

Fire and Rescue Indemnity Company (FRIC)

At its meeting on 12 December 2018, the Fire Authority approved the Authority's participation in the pooling arrangement for its corporate property, liability, motor, and other miscellaneous insurance requirements for a minimum period of three years through FRIC with effect from 1 April 2019.

The Fire and Rescue Indemnity Company (FRIC) is an entity formed by other fire and rescue authorities, to act as a pool for insurance purposes. The Company was set up to provide an alternative to traditional insurance and give member fire and rescue authorities greater control over the cover provided and the management and settlement of claims.

Under the pooling arrangements all the participating fire and rescue authorities share financially with each other, on a proportionate basis, the cost of establishing a pool fund from which any loss incurred by an individual member of the insurance pool would be met.

Integrated Voice and Data Network (WAN/LAN)

A joint venture agreement between Buckinghamshire Council, Buckinghamshire Healthcare NHS Trust and Buckinghamshire Clinical Commissioning Group was established in 2020 to provide a shared integrated voice and data network for all services.

The Service has since jointed the partnership to benefit from improved economies of scale when transitioning from its current voice and data network provider to this new arrangement.

Partnership Arrangements Removed from the Register

Oxon FRS/RBFRS – Cross Border Arrangements

Although cross border arrangements remain in place, the arrangement has been removed from the register as it is in place due to statutory arrangements.

Training Partnership – Fire Service College

Although this agreement is often referred to as a partnership, it is primarily a commercial contractually arrangement, and has therefore been removed from the register.

KFC – Primary Authority Advice and Cineworld – Primary Authority Advice

These arrangements remain in place, and although they fall under the Primary Authority Partnership Scheme, the risk is not shared in a way that would define the arrangement as a partnership for the purposes of this exercise.

Appendix 2 – Partnership Register

Partnership Name	Original Signing Date	Is the partnership legally defined and agreed by all partners?	Where does it fit within the Fire Authority plan?	Are there clear aims and outcomes for the partnership?	Are the outcomes measurable and agreed by all partners?	Is the risk shared as well as the resources?	Date of last review by all partners	Could the outcomes be achieved in any other manner?	Is there an exit strategy/ should the Authority require one?
Safer MK	Not known	Crime and Disorder Act 1998	Vision and Strategic Objectives	Yes	In Part	Yes	Annual	No	No/No
Safer & Stronger Bucks	Not known	Crime and Disorder Act 1998	Vision and Strategic Objectives	Yes	In Part	Yes	Annual	No	No/No
MK Safety Centre	2010	Yes	Strategic Objectives and Local Plan	Yes	Yes, Activity. Outcomes, No.	Yes (Limited)	Annual	Potentially	Yes/Yes
Fire Co-responder	1/03/14	Yes	Vision and Strategic Objectives	Yes	Yes	Yes	Annual	Not by using fire crews as co-responders	Yes/Yes
British Red Cross	2012	No	Prevention	Yes	N/A	Yes	2014	Yes, but at a greater cost	Yes/Yes
Thames Valley Fire Control Service	2015	Yes	Response - steady state operation of the TVFCS	Yes	Yes, as set out in primary objectives	Yes	Spring 2022	Yes, but it would be more costly	Yes/Yes
Fire and Rescue Indemnity Company	2019	Yes	Value for Money	Yes	Yes	Yes	Reviewed annually at AGM	Yes - commercial insurance provider	Yes/Yes
WAN/LAN	2021	Yes	Value for Money	Yes	Yes	Yes	N/A	Yes – direct award, but would be more costly and less resilient	Yes/Yes



Buckinghamshire & Milton Keynes Fire Authority

Meeting and date: Executive Committee, 13 July 2022

Report title: Emergency Services Mobile Communications Programme

Lead Member: Councillor Matthew Walsh

Report sponsor: Anne-Marie Carter, Head of ICT, Transformation and PMO

Author and contact: Marie Crothers - Programme Manager mcrothers@bucksfire.gov.uk

Action: Noting

Recommendations: That this update is noted

Executive summary:

This paper provides Members with an update regarding the latest developments in the Emergency Services Mobile Communications Programme (ESMCP). The last briefing was provided to Members in November 2021.

The ESMCP Full Business Case was formally approved by the Government's Major Projects Review Group (MPRG) on Friday 23 July 2021. A briefing regarding the Full Business Case has now been released by the Programme and can be seen at Appendix A.

Members may remember that a Market Investigation Referral made by the Competitions and Markets Authority (CMA) in relation to the supply of the Airwave network and ancillary services in Great Britain. The 'Provisional Decision' report is due to be released in June 2022, progress will be reported in future papers.

In May 2021, the Home Office requested that an Independent Assurance Panel (IAP) to undertake a review of the Local user Resource model that forms the basis of the funding support provided by the Home Office to fire services to transition to the new Emergency Services Network (ESN). A detailed examination into how Services have spent their resource funds during 2020/21 is to be carried out by the Home Office Fire Funding Policy (FFP) team. The South Central region was visited on 18 May 2022.

ESMCP Full Business Case

Members will recall from the last briefing paper that the Full Business Case (FBC) was formally approved by the Government's Major Projects Review Group (MPRG) on Friday 23 July 2021.

This was a key milestone and provided the cross-government support to move the programme into the delivery phase, however this is conditional on the programme meeting the challenges of cost, coverage scope and resilience.

This version of the FBC forecasted two possible delivery dates based on the confidence levels of the Programme being delivered on time. These dates were known as P50 (50% confidence level) which was the preferred option and forecast the Airwave switch off date at the end of 2026, and the other was P90 (90% confidence level), which forecast Airwave switch off mid-2027. The programme expected the pace to pick up to meet the roll-out of ESN, with transition being indicated as commencing no earlier than Spring 2024 to enable Airwave switch-off by the end of 2026.

The last paper to Members talked of an expected briefing regarding the Full Business Case. This has now been released and can be found at Appendix A. As time has passed, some detail such as governance and spending information has changed and therefore it may not perfectly align to the Programme today. It is worth noting that this is a summary of the present FBC and will be subject to review as the Programme moves forward.

Competition and Markets Authority (CMA)

The last briefing talked of the CMA Market Investigation Referral made in relation to the supply of the Airwave network and ancillary services in Great Britain.

The timeline for delivery of the investigation findings is as follows:

- *June 2022 - Provisional Decision report*
- *July 2022 - Response hearings Final deadline for all parties' responses before final report*
- *September 2022 - Publication of final report*
- *24 April 2023 - Statutory deadline*

Currently the impact this could have on the Programme is not fully understood and pending the outcome, the Programme will be releasing communications shortly after the report is published.

Planning

The expected delivery of the Integrated Programme Plan (IPP) v5.0 by March 2022 has been delayed. The Programme is working with each of the internal workstreams to re-baseline their plans and hence the delivery date for IPP v5 is unknown. For reference, Fire and Rescue Services are awaiting the release of IPP v7.0 as this will show the dates each Service will be transitioning to the Emergency Services Network. The South Central team continue to work with the central NFCC team to refine their plans in line with information being made available.

A business change toolkit will be released later in the year which has been designed by the Assurance Partners who have already adopted aspects of the Emergency Services Network (ESN). The toolkit will lead teams through all the aspects of business change that had to be considered when implementing ESN. This will be a good opportunity for the SC team to begin to understand the wider picture with regards to business change.

Financial implications:

Local User Resource funding

It was reported previously that an Independent Assurance Panel (IAP) was established to provide assurance and advice regarding several key topics that affect the strategic direction of the ESMCP.

In May 2021, the Home Office requested the IAP to undertake a review of the Local User Resource (LUR) model that forms the basis of the funding support provided by the Home Office to fire services to transition to the new Emergency Services Network. One outcome of their report was a recommendation to establish an ESMCP Resources Board, which comprises representation from Home Office, the Programme, and the National Fire Chiefs Council (NFCC).

The Resources Board set up a Task and Finish Group chaired by the NFCC ESN Senior User, and their first task was to consider the roles of the NFCC led Regional Co-ordination Managers and the Programme Managers employed by each regional Board and how they can work together in a different way to deliver national work.

The resultant proposal approved through governance was for the Regional Programme Manager post to be removed from each region and the funding made available by this being redirected to supplement and boost the NFCC Central ESMCP team. This proposal has been agreed despite being contested by the South Central (SC) team.

One of the main concerns was the immediate unplanned increase workload on the Service Project Managers. To mitigate this, the SC team have met with the NFCC central team to propose a restructure with the inclusion of an additional Thames Valley Project Manager. This has been agreed in principle and the SC team have submitted a business case outlining this proposal to the Fire Funding Group and are awaiting their response. It is proposed that the current SC Regional Programme Manager who took on the role in December 2021, would then move into the additional Thames Valley Project Manager role to co-ordinate the SC delivery working with the Service Project Managers.

As the Programme falls under the direction of the Crime, Policing and Fire Group within the Home Office, changes have been made to its monitoring process for LTR spend for 2021/2022. These changes are being monitored by the treasurer for the SC region, however each service is required to make an individual return to the ESMCP Funding team rather than the regional approach that had previously been agreed.

The Home Office Fire Funding Policy (FFP) team will be carrying out a 'deep dive' investigation into how the resource funds of each region have been spent in year 2021/22. This is due to continual concerns raised by FFP with some of the claims for funding being made by regions, and the differences in the amounts being claimed. The South Central team claims for funding have always been monitored closely by the regional treasurer and worked on the principle that the team only claim for work done. As a result of this, the South Central region is recognised as being respectful to the principles to which the funding has been provided and had no concerns around the 'deep dive' process.

The 'deep dive' for the South Central region took place on 18 May 2022, where representatives from the SC Programme Board met with Emma Lawrence, Head of the Fire Funding & Resilience Team. The region has since received assurances that it is felt that there are robust governance processes in place and that the region has a 'clear grip

on the finances and how any claims can be evidenced'. The comment was made that 'this is what we want to see across England'. Since these assurances were received, a meeting of the Fire Customer Group has taken place, where the SC region have been asked to present to a future meeting on the approach being taken. One further outcome from the 'deep dive' meeting was that the business case to create a Thames Valley project manager has been approved. Infrastructure funding will continue to be directed through the Fire Directorate via a business case.

The expected in life costs for Fire and Rescue Services predicted in the FBC are still being monitored closely by the SC team so that the overall cost implication to the region when switching over to ESN is understood. Indication from early in-life modelling was, for the Thames Valley Fire and Rescue Services, the cost of ESN will increase compared to what is currently being paid for Airwave at a local level. The reality is that with any potential delay and the subsequent changes to the FBC because of this, the in life costs will be difficult to fully assess at this time, although continual work and discussions around the in-life costs have been taken to the Fire Finance Network from which the 'ESN costs' is a reference for one of the members.

Risk management:

The South Central Programme team maintains a risk register on behalf of the South Central Programme Board. The Risk Register v24 was reviewed by the three TV FRS project managers in April 2022.

New risks:

ESMCP 044 – *Amber* – Capita Secure Solutions and Services (SSS) performance during and beyond corporate take-over by NEC resulting in poor progress in all elements of the SSS service (which provides the mobilising system to the TVFCS)

Risk changes:

ESMCP 010 – *Red to Black* – Due to delays already experienced within the Programme, reduced experience in managing the roll-out of the programme as retirement profile suggests experience from ESMCP, Vision system and Airwave delivery projects will be lost.

Probability *increased* from medium to very high due to current retirement profile – some or all the project managers may not be in post at the point of mobilisation

ESMCP 013 – *Red to Amber* - Unable to fit out fire service vehicles

Impact and probability *reduced* from high to medium due to early fit hybrid approach of many services

ESMCP 022 – *Green to Amber* - Correct funding for TVFCS upgrade work may not be achieved or delayed due to timescales for submission of estimates – Estimates provided 2017.

Probability *increased* from Low to High due to potential change in App and technical providers

ESMCP 037 – *Red to Black* - Uncertainty regarding the cost of delivering the Full Business Case. 29/04 Timescales have not been met and will need to be revisited.

Probability *increased* from High to Very High due to current delays and potential revisit of the FBC

ESMCP 041 – Amber to Red - Timescales for TVFCS governance signoff for the spend for DCS upgrade mean that this approval will not be given until July 2022, ahead of Capita SSS order being placed and scheduled for completion by September 2022.

Probability and impact *increased* to High from Medium due to need for ESMCP board to agree funding for increased SSS costs and concerns regarding spend to SSS considering current performance

ESMCP 043 – Green to Amber - Funding shortfall in financial year 2022/23 onwards

Probability *increased* from low to medium due to no confirmation of existing funding being secure and the LUR review reviewing the current LTR model

Legal implications:

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.

Privacy and security implications:

As the Programme remains in the 'Prepare' phase, there have been no privacy issues or security implications identified. This will remain under review, particularly when the Programme moves to the 'Mobilisation' phase.

Duty to collaborate:

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 three South Central services and where appropriate, joint responses to work requests are submitted.

The South Central region is also working with the South East region and Thames Valley Police on activities such as the Coverage and Assurance work in order to achieve a consistent approach and effective use of the limited resources available.

Health and safety implications:

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.

Environmental implications:

There are no environmental implications perceived at this time. There is constant review of this and any issues that may arise in the future will be referred.

Equality, diversity, and inclusion implications:

There have been no equality and diversity implications identified to date. As the programme progresses, further information, and a confirmed plan become available, then an impact assessment will be completed.

Consultation and communication:

The need to communicate and consult with all identified stakeholders is reviewed regularly. Once the Programme has entered its mobilisation and transition phases then regular communications will be established.

Background papers:

ESMCP Update, Executive Committee 17 November 2021

Appendix	Title	Protective Marking
A	ESMCP Summary of Full Business Case 23/07/2021	None



Home Office

Emergency Services Mobile Communications Programme

Summary of the Full Business Case (FBC)
version agreed by the Major Projects
Review Group (MPRG) on 23/07/2021

Summary date: 03/02/2022

Introduction

This abridged version of the ESMCP FBC summarises the main themes from the actual business case that was agreed by MPRG on 23/07/2021, and has been made available as a reference document for user organisations. The business case provides an update on delivery of the Emergency Services Network (ESN) solution. ESN will replace the current Terrestrial Trunked Radio (TETRA) system known as Airwave (and Firelink within the Fire and Rescue Service) with critical mobile voice and data services for the emergency services of Great Britain (England, Scotland and Wales). The summary covers the five cases that form the business case; strategic, economic, commercial, financial and management cases. It should be noted that details included in the actual business case that are not for public consumption have been excluded from this summary.

Strategic Case

ESN's Vision

The ESN vision is to deliver a cost effective and improved mobile voice and data communications capability that supports and enables the emergency services to protect the public. We are moving from a dedicated bespoke network to a service that exploits commercial networks, benefiting from and tracking innovation in the consumer mobile market. This provides a communication and collaboration platform for our users that offers integrated voice and data and is in line with global standards for mission-critical communications. Switching Airwave off will save £250m per year.

The strategic case sets out the strategic drivers for the introduction of ESN which are:

- It supports key departmental priorities in:
 - managing civil emergencies in accordance with the Civil Contingencies Act 2004 within the remit of Funding Sponsoring Bodies; and
 - protecting vulnerable people and communities by providing the emergency services with communications coverage in rural and remote areas of Great Britain.
- It aligns with digital communications for emergency service strategies and developing international standards, mainly 3GPP (umbrella term for international mobile technical standards), for all elements of the end-to-end solution.
- It provides a voice and data service for the emergency services introducing a single network that allows the sharing of data (including images and video) and enabling faster adoption of mobile applications.
- It replaces the reliable but expensive, limited and ageing Airwave system.
- It represents value for money for the taxpayer by delivering steady state savings of circa £250m per year.

ESMCP

- It provides the emergency services with access to high speed, secure, resilient and prioritised data, which can support a range of applications and services across the emergency services.
- It minimises or avoids the need to develop bespoke components, relying instead on 'commercial off the shelf' products and commercial mobile networks to simplify delivery, reduce risk and support a more standards-based future.

The three emergency services (Police, Fire & Rescue and Ambulance, collectively referred to as 3ES) use Airwave for mission-critical voice and short data communications (in effect text messages or SMS) within and between the services. The Airwave system is a private radio network based on TETRA specifications. The central elements were rolled out in the period 2001-2005. Whilst Airwave provides reliable critical voice services, it is based on ageing technology, and in particular does not provide a mobile broadband data service. As a bespoke and standalone network, Airwave is extremely expensive to run. The Airwave network is operated by a single supplier, Airwave Solutions Ltd, now owned by Motorola, under a public finance initiative arrangement that began in 2001 and has since been extended.

The Home Office is leading the cross-government Emergency Services Mobile Communications Programme (ESMCP) to deliver the new ESN critical communications system to replace Airwave. The ESN service will introduce 4G/Long Term Evolution (LTE) technology capability to emergency services mobile communications. The ESN service will provide:

- Integrated voice and mobile broadband data capability
- Reduced reliance on bespoke infrastructure and increased ability to keep pace with mobile communications technology evolution as it is built on a commercial mobile network

The significance of the provision of reliable voice and data communications to our emergency services cannot be overstated. In the most extreme of circumstances, the reliability of the device and coverage can mean the difference between life and death. Equally important is the ability of the 3ES to work seamlessly together during everything from the routine to the most serious of incidents, in order to best protect themselves and serve the public. When fully adopted, ESN will enhance that capability.

The migration of emergency services critical communications to 4G/LTE is now the established direction of travel globally. Even where TETRA systems have been deployed relatively recently, for example in Germany, a supplementary data capability has been sought and this entails additional cost. ESN essentially provides voice and data at a lower overall cost, on a single network.

The independent review commissioned by the Infrastructure and Projects Authority into what strategies other countries are following in the area of emergency service communications is complete. It has also reached out to the international standards bodies who govern both

TETRA, (i.e. Airwave) and 4G/LTE (i.e. 3GPP). Firstly, there is wide agreement that TETRA will be obsolete towards the end of the current decade, and increasingly expensive to support beyond that. Secondly, all the countries that were interviewed are intending to follow the same strategy as Great Britain, with six countries well on their way. All countries have benefited from Great Britain's experience as one of the first adopters.

The programme has consulted widely and in depth with users in the preparation of the FBC. Consequently, timelines were amended to ensure a more realistic and agreed delivery plan in which users and other stakeholders can have confidence. The business case was predicated upon the planning assumption that 3ES will start to transition to ESN from 2024, and transition will complete around the end of 2026. Whilst we are working to deliver the technology in the shortest possible timeframe, the transition of users from Airwave to ESN needs to consider safety and operational imperatives above all else. For this reason, the timeline needs to allow us the flexibility to upgrade over 200 control rooms and transition circa 300,000 users to the new service.

The case for continuing the ESN programme remains compelling despite the comparatively short timespan over which the benefits and savings are measured (to FY 2036/37). However, the ESN solution and its benefits to the public, in both increased public safety and economical terms, will persist beyond 2037.

ESN will introduce a mission critical push to talk (MCPTT) solution based on modern mobile telephony technology (4G/LTE) to emergency services mobile communications, providing an integrated voice and data capability. Crucially, it reduces the reliance on bespoke infrastructure, and it will leverage mobile communications technology developments allowing the 3ES to benefit from wider commercial improvements in capability over the lifespan of the service. It is built on a commercial mobile network, meaning that it is therefore projected to be much cheaper to run than Airwave (with annual savings at circa £250m per annum). Core ESN capability has been proven to work, for example, Bedfordshire with Connect fleetwide from November 2021 and West Yorkshire FRS use Direct 2 (voice communications) for a limited subset of users alongside Airwave as a fallback. It has also been used by Immigration Enforcement staff operationally in low risk environments.

The programme's Independent Assurance Panel (IAP) has looked at the emergency communication strategies that other countries are pursuing. The panel interviewed the international standards organisation, ETSI (European Telecommunications Standards Institute), and those responsible for emergency communications in nine other countries and concluded that Great Britain is following the right strategy. The IAP observed that there are no plans to develop advanced data communications capabilities within TETRA. The view of ETSI is that TETRA will effectively be obsolete by 2030.

The IAP review highlights the fact that all the administrations they have spoken with are in the process of replacing their TETRA capability or are about to start. There is no evidence that anyone is planning to retain TETRA beyond 2030, and a number will have fully implemented an alternate solution by 2025.

The IAP review concluded that retaining TETRA in any form is not recommended; 4G/LTE is the chosen path for ESN. A number of countries have been watching ESMCP and have learnt from the programme's evolution; from a time where there were no international standards to a point at which we now have devices in users' hands.

The main strategic risks for the programme are:

- The successful implementation of ESN depends on user organisations being satisfied that it is an adequate replacement for Airwave and provides sufficient capacity, coverage, security and resilience to meet operational needs, as well as being affordable in order to manage future financial pressures on other operational services they provide.
- The programme may be unable to secure a long-term financial commitment in terms of Spending Review funding for the life of the programme to enable delivery within timescales. The Covid pandemic impact is also likely to result in financial pressures across government departments to achieve savings over the coming years.
- There is a financial affordability pressure that may constrain the programme and its stakeholders' critical path to transition. There are supplemental activities that may incur additional spend over and above the costs identified in the FBC, that may risk the ability of user organisations to be able to afford the transition from Airwave to ESN.
- The ability of one or more suppliers to deliver in the required timeframe, which could result in further delays.
- Management of the conflict of interest presented by Motorola being both a main supplier to ESN and the owner of Airwave. This must ensure fair competition and not put user organisations at a commercial disadvantage, as well as ensuring the future device strategy promotes growth in the competition market for future procurements.

The programme has an ongoing risk management system to ensure that containment and mitigation plans are in place for all programme risks.

Economic Case

The economic case considers the following options:

- **Option 1:** Stop ESN and continue with Airwave indefinitely (do minimum)
- **Option 2:** Stop ESN, extend Airwave and start a new programme to replace it from April 2022 (discounted before full appraisal)
- **Option 3:** Deliver ESN incrementally, with a risk-based expected Airwave Shut Down date of December 2026.

As explained above, Option 1 which would mean Airwave continuing, really is not a realistic option that would deliver the capability required for emergency services and would be financially unsustainable. Option 2 would, in effect, mean that the investment in the development of the ESN service to date would be lost.

Option 3 (the preferred option) is based on a realistic plan and assumptions of when the transition from Airwave to ESN can be achieved for user organisations. This plan is based on:

- Delivery of the functionality that users require to commence transition with a solution that is operationally safe and fit for purpose by mid-2023.
- The need for users to have a comprehensive assurance process including six months of Operation Evaluation that will not start until the full functionality is delivered.
- Three months of live pilot to further exercise the solution in a live unconstrained environment whilst formal service governance is undertaken to thoroughly review and accept ESN as a safe and secure service.
- A transition window of 27 months that will allow user organisations to safely move from Airwave to ESN.
- The provision of core network coverage ahead of transition commencing. This includes the London Underground and remote areas delivered under the Extended Area Services (EAS) project. Whilst the programme recognises that further additional coverage for critical operational locations will continue to be put in place during transition, no user organisation will be asked to commence their transition until they have acceptable coverage.
- Completion of control room upgrade work to ensure that control room systems and necessary components are upgraded to interface with ESN. Whilst further development is required, the current plan allows for this to be completed away from the critical path.

The business case concludes that Option 3 offers by far the best Net Present Social Value (NPSV) by introducing a system that:

- Matches and improves on Airwave's critical voice functionality at lower cost.
- Provides significant additional data functionality than Airwave.
- Delivers a series of benefits to the general public, particularly around coverage.

Economic Benefits

The monetised benefits in the table below phase in as the ESN network is fully rolled out. These benefits are all non-cashable wider public benefits and do not include the benefit of 3ES transferring from Airwave to ESN, which instead enter the NPSV through reductions in cost.

It is important to note that this cost reduction element (about £250m per year) far exceeds the total of other all other benefits.

Monetised benefits	Description
Other user savings	Other current non-emergency service users of Airwave switch to ESN, leading to savings for society.
Saved lives in mobile coverage not-spots	Lives saved through having the ability to call the emergency services for help in current signal not-spots.
Mobile coverage (residents)	Benefit of 4G mobile phone coverage to the general public in current signal not-spots which will now get coverage due to ESN.
Mobile coverage (businesses)	Benefit of 4G mobile phone coverage to businesses in current signal not-spots which will now get coverage due to ESN.
Mobile coverage (roads)	Benefit of 4G mobile phone coverage to passengers in vehicles on roads in current signal not-spots which will now get coverage due to ESN.
Mobile coverage (trains)	Benefit of 4G mobile phone coverage to individuals on trains in current signal not-spots which will now get coverage due to ESN.

We expect that ESN will deliver improvements in efficiency and effectiveness for all users compared to Airwave and their current commercial mobile offerings, however these benefits have not been monetised.

As user organisations and the Programme work together towards implementation of the ESN service, this will only be on the premise that the operational service can continue to be delivered without 3ES users being put at risk.

Commercial Case

The commercial case provides historical context for the programme's current commercial structure. It explains why there is the same supplier for the legacy Airwave contract and the ESN Lot 2 contract.

The existing legacy Airwave contract has been extended until December 2026 from its current end date of December 2022.

The long-term commercial challenges are being worked through, including how procurement can support a future operating model and allow ESN to evolve to take advantage of technological advances, and continue to deliver value for money. In addition, the current structure of ESN contracts needs to be reviewed in order to examine the possibility of maximising the opportunities of disaggregation, with contracts aligned to international mobile technical standards driving greater competition in the supply chain.

Finance Case

The actual financial case contains the breakdown of the cost of the programme to date, and for the lifetime of the business case to 2036/37. It also covers how funding for the ESN service is allocated between the Home Office, Department of Health and Social Care (DHSC), and the Scottish and Welsh Governments.

Based on the preferred option (option 3, incremental delivery of ESN), the total cost of the ESMCP programme to 2036/37 including costs that have already been incurred and the costs of Airwave until ESN is fully rolled out is £11.3bn.

Management Case

ESMCP is a complex programme that is a cross-government and multi-agency undertaking which necessitates for multi-tiered and parallel governance arrangements. The management case outlines how ESMCP manages all the different facets needed to deploy and implement the preferred option in such an environment successfully.

The Programme Senior Responsible Owner (SRO), Simon Parr, has ultimate accountability for the Programme. The Programme Director, John Black, has responsibility for the delivery of the programme.

ESMCP is included within the Government Major Projects Portfolio (GMPP), which contains approximately 200 of the largest and complex government projects. This brings with it a number of reporting requirements that are managed through the Infrastructure and Projects Authority, a joint unit of the Cabinet Office and the Treasury.

The governance structure levels align with the overall programme structure Levels 0-4:

- **Level 0:** Programme Board: Provide oversight and direction, ensuring efficient and effective operational leadership of the ESMCP programme. This board brings together key stakeholders from across Government, including Funding Sponsoring Bodies, 3ES Senior Users (SUs), and other senior representatives of the user communities and other stakeholders. This is chaired by the SRO and reports into the Ministerial Steering Committee.

- **Level 1 Boards:** Programme Level Boards: In place to oversee the successful delivery of the key facets of the programme in terms of strategy, design, delivery and management of the programme itself. SUs and suppliers are members of the Project Review Board. These are chaired by the Programme Director.
- **Level 2 Boards:** Functional Boards: Make decisions on key delivery areas, such as approval of level 2 milestones, assumptions, dependencies and risks. The majority of these have user representation and there is a dedicated board to Assurance, and one governing deployment of the ESN solution to user organisations. These are chaired by function leads.
- **Level 3 & 4 Working Groups:** These support the running of workstreams and the management of interactions between workstreams. This also includes governance which is being established within user organisations to successfully deploy the ESN solution. This includes the Deployment Delivery Group, which monitors and controls deployment across the regional/service level. These are typically chaired by workstream/project leads.

ESMCP reports to the Home Office Finance & Investment Committee for investment related requests that require Home Office approval. It also reports to the Home Office's Commercial Approvals Board for commercial approvals, and technical approvals from the Technical Delivery Board for technical assurance.

User Engagement Strategy and Plan

User engagement activities are underpinned by a user engagement strategy which outlines the outcomes and principles for effective user engagement. The user engagement plan is built based on programme attendance at user governance at the national, regional and local level but also includes one to one engagement with key stakeholders from the user community and a sequenced set of targeted engagement activities to support delivery of the outcomes below.

The outcomes that effective user engagement aims to achieve are:

- Building confidence in ESN capabilities and deliverability
- Ensuring structure and consistency in all interactions with the programme
- Meeting the dynamic needs of user organisations
- Keeping users informed throughout the delivery lifecycle.

Communications Strategy and Plan

The communication strategy for the programme is focussed on how professional communication tools and techniques can support the delivery of the programme. The strategy is underpinned by a communications plan that is jointly owned and developed with user representatives and core suppliers in a regular forum chaired by the Communications Lead within the programme.

Deployment

ESN deployment planning to date has had to be assumptive. As a result of the re-baselining of the Integrated Programme Plan, most deployment-impacting assumptions will be addressed. However, given the technical nature of ESN functionality; the need to perform transition planning well in advance of the solution and enabling capabilities being delivered; and the operational environment into which it is being deployed an element of assumptive planning will always feature in user organisation deployment plans.

Deployment planning will take an iterative approach, with deployment plans being refined over time. The initial priority of the ESMCP Programme is to identify a high-level deployment timeline for each of the 3ES England, 3ES Scotland and 3ES Wales. In order to achieve this, a service deployment sequencing plan will be developed which identifies the first user to commence deployment and the last user to finish all transition activities within each service.

The service deployment sequencing plans will be underpinned by detailed deployment plans for each individual user organisation deploying ESN. These sequencing plans will be coalesced into a single ESN national deployment plan that will provide a baseline plan for ESN Deployment and capture the end-to-end timeline against which each user organisation will deploy ESN.

Transition

The Home Office ESN Live Service team is responsible for all ESN products once they have reached / achieved Service Acceptance. The Full Operating Model will be delivered before Airwave is shut down and will allow the programme to be closed and all remaining services provided by the programme to be subsumed into a sustainable organisation.

Benefits Realisation

The programme is following the Home Office benefits management guidance and processes within the Home Office Investment Portfolio. The programme will use a benefit profile and Benefits Realisation Plan to manage, track and report benefits realisation progress throughout delivery.

Glossary

3ES	The three emergency services, i.e. police, fire and ambulance
3GPP	3 rd Generation Partnership Project. The telecommunications standards development organisation which develops technical specifications for communications solutions such as mission-critical push-to-talk, mobile communications networks and a range of other communications solutions deployed in the industry

ESMCP

ESMCP	Emergency Services Mobile Communications Programme
ESN	Emergency Services Network, system that will replace Airwave
ETSI	European Telecommunications Standards Institute
FBC	Full Business Case
GMPP	Government Major Projects Portfolio
IAP	Independent Assurance Panel
LTE	Long Term Evolution; standard of wireless data transmission for mobile devices that allows increased capacity and speed using a different radio interface
MCPTT	Mission Critical Push-To-Talk (the functionality for devices to be able to communicate with other users)
MPRG	Major Projects Review Group
NPSV	Net Present Social Value; standardised calculation of the present value, taking account of future costs and benefits allowing multiple options to be compared
SRO	Senior Responsible Owner
SU	Senior User; nominated lead representatives of each of the user communities including police, fire, ambulance, Wales, Scotland, and larger national organisations
TETRA	TErrestrial Trunked Radio; radio technology upon which the Airwave system is based

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