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| Meeting | **Performance & Resources Board** | Agenda Item | 11 |
| Meeting Date | Monday 25th March 2019 | Report Number |  |
| Report Author: | ACFO IRMP and Service Improvement | | |
| Presented By | ACFO IRMP and Service Improvement | | |
| Subject | **Emergency Services Mobile Communications Programme (ESMCP) Update** | | |
| Type of Report: | Information | | |

**ESSEX POLICE, FIRE AND CRIME COMMISSIONER FIRE & RESCUE AUTHORITY**

Essex County Fire & Rescue Service

# Recommendations

1. That members of the board note the content of the report.

# BACKGROUND

1. The Emergency Services Mobile Communications Programme (ESMCP) was established to deliver the next generation of mobile communication for the emergency services. The new secure Emergency Services Network (ESN) will provide the most advanced communications system of its kind anywhere in the world.
2. The scope of the ESN programme nationally includes 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.
3. The strategic objectives of the new ESN are:
   1. 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
   2. 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
   3. 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
4. Key Facts
   1. ESN will work using EE’s 4G mobile network. The 4G network is being enhanced to provide public safety features, coverage and resilience that the three emergency services require.
   2. Delivery is being led by the Emergency Services Mobile Communications Programme (ESMCP), a dedicated team in the Home Office working closely with the Scottish and Welsh governments, other government departments, the emergency services in England, Scotland and Wales and core suppliers EE and Motorola to deliver this new network.
5. All Airwave contracts were scheduled to expire at the end of 2019. However, the National Shutdown Date (NSD) has been extended to 31st December 2022.
6. Six FRSs (Essex, Beds, Suffolk, Cambs, Norfolk and Herts) make up the ESMCP East of England (EofE) Regional Transition Group (RTG). The Country is divided into RTG’s to better facilitate the implementation of ESN. The ECFRS ACFO IRMP and Service Improvement is the current chair of the EofE RTG and represents this group at the National Fire Customer Group (FCG). ECFRS also manage the ESMCP finance for the region (receipt and distribution of central support funding).

# Options and Analysis

**Current Position**

1. Nationally, since July 2017 more than one thousand six-hundred genuine 999 calls have been made using the new Emergency Services Network where previously no mobile signal was available. The breakdown between services includes 861 calls for the police, 628 for ambulance and 129 for the fire and rescue service. The latest figures also reveal 37 calls for the Coastguard and other services.
2. The original concept of transition by service and region has been replaced by incremental transition. Product suppliers will introduce capability on an incremental basis and each emergency service can choose to adopt, or wait. In brief, a simplified incremental approach involves three products, ESN Connect (Data), ESN Direct (Data and some voice capability) and ESN Prime (the full ESN data and voice Service). It was originally thought that an emergency Service choosing this iterative path would benefit from a cumulative introduction at each point.
3. The transition requirement from one product to the next is defined as a ‘product pathway’. The availability of the detail of the various product pathways has been delayed. It has also been suggested that some of the work that will be required to accept for example the Connect product, will need to be revisited, either wholly or in part, in the adoption of the next increment such as ESN Direct.
4. This potential for duplicated activity together with the perceived lack of clarity regarding funding and the delay in the review of the Full Business Case (FBC) is creating a sense amongst an increasing number of FRS’s that the path of least risk is to decline all incremental adoption opportunities and to wait for ESN Prime.
5. The Connect product will be available from summer 2019 for deployment
6. From an ECFRS perspective and considering the lack of clarity that exists, the option with the least risk does appear to be to await Prime. If an increasing number of FRSs adopt this option, an additional risk to the programme is created because there will be less testing as most FRSs will be backed up to the end of the transition programme. This approach will also highlight the low level of equipment installers (for Service vehicles) which is likely to lead to a bottleneck. There are also a limited number of control room systems and equipment suppliers, which is likely to give rise to a further bottleneck. The whole position being exacerbated by the fact that the Police also appear to be favouring the ‘nothing but Prime’ approach
7. Following the recent National Programme Board meeting it was agreed that the revised FBC will be progressed through the current programme governance. In addition, the change notices (CANs) outstanding for Motorola and EE will be signed. It was agreed that a further revision to the FBC will be presented later in 2019. The NFCC positon remains non-binary, in that the NFCC neither supports nor does not support the revised FBC.
8. The overall FBC cost for ESN is now £9bn (at 50% confidence level - P50) over the full 15 year life of ESN. This represents a saving of £2bn over the ongoing use of Airwave over the same period.
9. At the Feb19 FCG the view of the FRS Business Change Manager (BCM) was that there has been very little significant change in the FBC. ESN remains the most cost effective option. However, when section 31 Airwave Offset funding is factored in, the figures become more marginal. Furthermore, when the other items that are bundled into the Airwave package are considered, the margin decreases further. Work is ongoing in this area and some FRSs might find increased rather than decreased cost which is in direct contrast to the Better, Smarter, Cheaper ethos of the overall programme. In the future the benefits of ESN are more likely to be viewed in terms of increased in functionality.
10. Following the review of the FBC the National ESMCP Programme team have reasonable confidence in the plan received from Motorola and EE in terms of the delivery of products. The significant uncertainty is how long will take to upgrade control rooms and then to deploy to all organisations leading to the switch off of Airwave. This is driving the conversations regarding the amount of time contingency required within the FBC. One suggestion from the national team is that the maximum contingency should be included and then reduced as clarity becomes available. The challenge here is that as more contingency is added, the costs rise and the BC become less viable.
11. The National Programme Team have confidence that the product drops will occur on time. What is likely to shift to the right is the NSD as the amount of time allocated in the plan to deploy the products into FRSs appears to be insufficient.
12. There appears to be a significant risk to those individual FRS digital strategies which have been based on incremental adoption. If the product availability deadlines are not met, this will push FRSs towards Prime only because procurement will be required to replace end of life technology.
13. Local Transition Resource (LTR) funding is provided from the centre to lead FRSs within each region. ECFRS is the lead for the East of England Region. LTR funding is used to support the regional team and also to support FRSs in their engagement with the programme (as is distinct from funding related to the actual system upgrade) - some FRSs have LTR funding for the next few months and unless further funding is supplied regional programme teams are likely to be disbanded. The proposed LTR funding for 18/19 has not been received. Discussions regarding the proposed LTR funding for 19/20 are unlikely to occur before the Autumn 19.
14. The uncertainty around funding, network charges, delivery and NSD continue to drive FRSs to view the least risk option as Prime Only. Once ECFRS has implemented the upgrades to FQ ICCS 2.9 and CAD Remsdaq ResQue 4i, this may prove to be the best option for ECFRS as well.
15. The next FCG meeting is 4th April 2019
16. The next RTG is 21st March 2019

# Benefits and Risk Implications

1. The work ECFRS undertake in connection with ESMCP is governed by the Services Change and Risk Management policy and processes. ESMCP is a project within the Control Systems, Mobilising and Operational Solutions Programme (COSMOS). All risks are subject to ongoing management and are recorded within JCAD and reported via project and programme boards
2. The RTG risk register is also subject to review at regular RTG meetings and has been identified as good practice which will be shared nationally.

# Financial Implications

1. ECFRS receive approximately £600k Sec 31 Airwave Offset funding per annum which is offset against Airwave operating costs of approximately £750k. This funding was due to end on 31st December 19 (original NSD). FRSs are in receipt of a letter from the Home Office which offers certainty for further Airwave Offset funding for 19/20 only. The FCG Chair were of the view that in a letter from Perm Sec a guarantee was also given that funding will be provided for the duration of the Airwave extension, but did acknowledged that the amount of funding was not specified.
2. The EofE RTG funding approach has been recognised as good practice.

# Equality and Diversity Implications

1. None at this stage.

# Workforce Engagement

1. The ECFRS workforce are engaged via the projects that comprise the COSMOS programme.

# Legal Implications

1. None at this stage.