

# **SOUTH WEST REGIONAL MANAGEMENT BOARD**

**M Pearson MCMI  
CLERK TO THE BOARD**

**To: The Chairman and Members of the  
South West Regional Management  
Board**

**(see below)**

**DEVON & SOMERSET FIRE & RESCUE  
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## **SOUTH WEST REGIONAL MANAGEMENT BOARD**

**Wednesday 28 January 2009**

A meeting of the South West Regional Management Board will be held on the above date, **commencing at 11:00 hours in Conference Room B in Somerset House of the Devon and Somerset Fire and Rescue Service Headquarters** to consider the following matters.

Mr. M. Pearson  
Clerk to the Board

**PLEASE NOTE THAT A LARGE PRINT VERSION OF THIS AGENDA IS  
AVAILABLE ON REQUEST**

## **A G E N D A**

1. **Apologies**
2. **Minutes** of the meeting of the Board held on 7 November 2008 attached (Page 1).
3. **Items Requiring Urgent Attention**

Items which, in the opinion of the Chairman, should be considered at the meeting as matters of urgency.

4. **Declarations of Interest**

Board Members are asked to consider items to be discussed as part of this meeting and declare any **personal/personal and prejudicial interests** they may have in any item(s) in accordance with their respective appointing Authority's approved Code of Conduct.

## **PART 1 – OPEN DEBATE**

### **5. Highlight Report**

Report of the Chair, South West Chief Fire Officers' Association (SWCFOA) (Terry Standing – Interim Chief Fire Officer, Cornwall) (RMB/09/01) attached (page 5)

### **6. Regional Newsletter**

Report of the Regional Programme Manager (Graham Saunders) (RMB/09/02) attached (page 14)

### **7. Regional Climate Change Strategy - The Way Forward**

Report of the Secretary, South West Chief Fire Officers Association (SWCFOA) (CFO Darran Gunter – Dorset) (RMB/09/3) attached (page 22)

### **8. Board Budget 2008/09 and 2009/10**

Report of the Treasurer to the Board (Kevin Woodward – Devon) (RMB/09/4) attached (page 29)

### **9. FiReControl Project**

#### **(a) The Implications Of The Delay To The FiReControl Project**

Report of the South West Regional Project Director (Clive Kemp) (RMB/09/5) attached (page 37)

#### **(b) Proposed Response to the Department for Communities and Local Government's (CLGs) Consultation on Part 2 of the FiReControl Business Case**

Report of the South West Regional Project Director (Clive Kemp) (RMB/09/6) attached (page 42)

#### **(c) Proposed Response To Consultation On Performance Standards**

Report of the South West Regional Project Director (Clive Kemp) (RMB/09/7) attached (page 52)

#### **(d) Incident Recording System - Response from the Department for Communities and Local Government (CLG)**

At its last meeting the Board considered a report of the South West Regional Project Director on the potential adverse financial implications for fire and rescue authorities (FRAs) in the South West arising from the requirement by the Department for Communities and Local Government (CLG) for the introduction of a new Incident Recording System (IRS) as a pre-requisite to the cut-over to the new Regional Control Centre (RCC). In light of these concerns the Board resolved to make representations to CLG highlighting the concerns and seeking a solution from CLG (Minute RMB/26 refers).

The representations were duly made and a copy of the response received from CLG is now attached (Page 70) **FOR INFORMATION.**

**PART 2 – ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC**

Nil

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

Membership:-

Councillors B. Hughes (Devon & Somerset)(Chairman), Walker (Avon)(Vice Chairman), Roberts (Avon), Yeo (Cornwall), Gordon and Healey (Devon & Somerset), Fox OBE DL (Dorset), Windsor-Clive (Gloucestershire) and Willmott (Wiltshire)

Substitute Membership:-

Councillors Barrett and Curran (Avon), Higman (Cornwall), Mrs. Fry, Mrs. Nicholson and Mrs. Parsons (Devon & Somerset), Jones OBE (Dorset), Parsons (Gloucestershire) and Wren (Wiltshire).

**Substitute Members**

The South West Regional Management Board provides for named substitutes for each of the Members. Named substitutes may attend all meetings subject to the following:-

- if attending in addition to the main Member, the named substitute may **NOT** vote and may only speak with the permission of the Chairman;
- if attending in place of the main Member, the named substitute may act as a full Member of the Board.

**Access to Information**

Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should in the first instance contact Mr. Yates on the telephone number shown at the top of this agenda.

## **SOUTH WEST REGIONAL MANAGEMENT BOARD**

7 November 2008

### Present:-

Councillors B. Hughes (Chairman)(Devon & Somerset), Gordon and Healey (Devon & Somerset), Fox OBE DL (Dorset), Parsons (vice Windsor-Clive)(Gloucestershire), Roberts and Walker (Avon), Wilmott (Wiltshire & Swindon) and Yeo (Cornwall).

### Also in attendance in accordance with Standing Order 3:-

Councillor Wren (Wiltshire & Swindon).

### Apologies:-

Substitute Members Councillors Barrett and Curran (Avon), Fry, Mrs. Nicholson and Mrs. Parsons (Devon & Somerset) and Higman (Cornwall).

#### **RMB/23. Minutes**

**RESOLVED** that the Minutes of the meeting held on 19 September 2008 be signed as a correct record.

#### **RMB/24. Declarations of Interest**

Board Members were invited to consider items to be discussed as part of this meeting and declare any **personal/personal and prejudicial interests** they may have in any item(s) in accordance with their respective appointing Authority's approved Code of Conduct.

**NO** interests were declared.

#### **RMB/25. Highlight Report**

The Board considered a report of the Chair, South West Chief Fire Officers' Association (CFO Standing – Gloucestershire) (RMB/08/19) covering:-

- progress since the last meeting of the Board on those projects being supported by the South West Regional Improvement and Efficiency Partnership (SW RIEP);
- a summary of progress made since the last meeting of the Board by those workstreams addressing the following issues on a regional basis:-
  - Community Safety;
  - Equality and Diversity;
  - Finance and Procurement;
  - Human Resources Management and Development;
  - Regional Control Centre;
  - Strategic Planning and Performance Management; and
  - Service Operations and Resilience.

The report summarised milestones for each of the workstreams showing “red” status and indicated action initiated by the South West Chief Fire Officers’ Association (SW CFOA) Executive Management Group (EMG) to resolve those issues;

- updating of the Regional Communications Strategy – including production of the first edition of a quarterly regional newsletter (appended to the report) – to reflect changes to the regional business plan as agreed by the Board at its last meeting; and
- progress on the production of a regional climate change strategy (including the secondment of an Area Manager to work with the Carbon Trust in developing the strategy) aimed at assisting individual fire and rescue services in producing their own strategies.

All workstreams had been asked to submit budget bids for 2009/10 to inform a report to be submitted to the next meeting of the Board on its budget for the forthcoming financial year. At this stage it was felt that this should not result in any increase in contributions by individual fire and rescue services.

Members commented, however, that it may be necessary to review carefully the budget proposals – specifically, the contributions payable by individual fire and rescue services – in light of the grant settlement.

#### **RESOLVED**

- (a) that the progress of workstreams and the programme of work supported by the South West Regional Improvement and Efficiency Partnership be noted;
- (b) that the commencement of work to determine, at the next meeting of the Board, a budget for 2009-10 be noted.

#### **RMB/26. The New Incident Recording System (IRS) And The Financial Burden To Fire And Rescue Services In The South West**

The Board considered a report of the SW Firecontrol/Firelink Project Director (Clive Kemp) (RMB/08/20) on the financial implications for individual fire and rescue services (FRSs) within the South West of implementing a new Incident Reporting System (IRS) as required by the Department for Communities and Local Government (CLG).

At present, each FRS within region operated a different system for incident recording. Given the move to the Regional Control Centre (RCC), however, a consistent approach was required making the new system a pre-requisite to the transition to the RCC albeit that CLG did not deem this to be part of the RCC project.

The RCC Project Board had commissioned an evaluation of the costs to each FRS of implementing the new IRS. This indicated a total cumulative cost for the South West (including some voluntary enhancements to the basic CLG requirement considered necessary by some individual FRSs) of £260,964 gross (£133,963 net of development costs). In light of this – and given:-

- a. the government financial settlements for individual fire and rescue services; and

- b. that introduction of the IRS was in essence a pre-requisite to the FiReControl Project

it was proposed that representations should be made to CLG to seek financial support through CLG's New Budens programme for implementation of the IRS. A draft letter making such representations was appended to the report for consideration.

The report also noted that the information input requirements of the new system could result in significant increase in administration requirements. This could have a disproportionate impact on the retained service. The Board felt that this issue should also be addressed in the representations to be made to CLG.

#### **RESOLVED**

- (a) that, subject to incorporation of those amendments as indicated at the meeting in relation to the potential impact on the retained service of the additional administrative burden associated with introduction of the new Incident Recording System (IRS), the draft letter to the Department of Communities and Local Government (CLG) as attached at Appendix A to report RMB/08/20 - highlighting the concerns at the financial implications for individual fire and rescue services in the region and seeking a solution from CLG to these – be approved and the Chairman authorised to submit it on behalf of the Board;
- (b) that, subject to (a) above, the report be noted.

#### **RMB/27. National Procurement Strategy For The Fire And Rescue Service 2008-11 - Consultation Response**

The Board considered a report of the Chairman, CFOA SW Procurement Committee (Mike Pearson – Devon & Somerset Fire & Rescue Authority) (RMB/08/21) on the Department for Communities and Local Government (CLG) consultation on the proposed National Procurement Strategy for the Fire and Rescue Service 2008 – 11. The report identified what were considered to be the key issues arising from the consultation and had appended to it a proposed regional response focussing on those issues. The closing date for responses to the consultation was 14 November 2008.

In debating the proposed response, the Board indicated that it would wish to emphasise, by emboldening, the first sentence of the third paragraph of section 3.1 (expressing the view that Firebuy should be wound up). The Board also felt that this sentence should be repeated as the conclusion to the response, which should be returned in the name of the Chairman on behalf of the Board.

#### **RESOLVED**

- (a) that, subject to incorporation of those amendments agreed at the meeting and summarised above, the draft regional response (as attached at Appendix A to report RMB/08/21) to the consultation from Communities and Local Government (CLG) on the proposed National Procurement Strategy for the Fire and Rescue Service Consultation be approved and the Chairman authorised to submit it on behalf of the Board;

- (b) That each individual south west fire and rescue authority (SWFRA) be recommended to endorse the approved regional response as part of any individual response they may choose to make to the CLG consultation on the National Procurement Strategy

The meeting started at 10.00hours and finished at 11.06hours.

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/01</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>HIGHLIGHT REPORT</b>
<b>LEAD OFFICER</b>	<b>Chair, South West Chief Fire Officers' Association (SWCFOA) (Terry Standing – Interim Chief Fire Officer, Cornwall)</b>
<b>RECOMMENDATIONS</b>	<p><i>That the Board:</i></p> <p><i>(a) Notes the progress of workstreams and the programme of work supported by the South West Regional Improvement and Efficiency Partnership;</i></p> <p><i>(b) Notes that work is in hand to update the Regional Business Plan to reflect the RMB's budget for 2009-10.</i></p> <p><i>(c) Records its thanks to ACFO Peter Baxter, DCFO Ted Simpson and DCFO Jerry O'Brien who are stepping down as workstream leaders.</i></p>
<b>EXECUTIVE SUMMARY</b>	<p>This highlight report covers the period November 2008 to January 2009.</p> <p><b>Milestone Highlights Reports</b></p> <p>The CFOA SW Executive Management Group (EMG) has initiated action to resolve those milestones showing a red status.</p> <p>The highlight reports are summarised in the attached paper. A summary of the "red" milestones and the action that will be taken to resolve them is attached at Appendix A.</p> <p><b>Regional Benefits Realisation Plan</b></p> <p>The Regional Programme Manager has reviewed the progress of each workstream in realising the benefits of the regional programme of collaboration.</p> <p>The region is on track to realise savings of £4.9m in 2008-09 and £4.4m in 2009-10. Two projects account for £3.6m a year of the savings: e market place and benchmarking/Avon's change in policy in responding to calls. There are a number of emerging projects that should provide the opportunity to realise substantial cash savings that have not been taken into account in the above forecast.</p>

<p><b>EXECUTIVE SUMMARY (Cont)</b></p>	<p><b>South West Regional Improvement and Efficiency Partnership (SW RIEP)</b></p> <p>Good progress is being made on all of the SW RIEP funded projects (see paragraph 1 of Appendix A).</p> <p><b>Regional Business Plan</b></p> <p>The Regional Business Plan will be updated to take into account the RMB's budget for 2009-10 and the progress of each workstream. The updated plan will be submitted for approval at the next meeting of the RMB.</p> <p><b>Workstream Leaders</b></p> <p>Three workstream leaders – ACFO Peter Baxter, DCFO Jerry O'Brien and DCFO Ted Simpson have stepped down as workstream leaders. They will be replaced by ACFO David Salmon (Avon), Lorraine Abrahams (Avon) and ACFO Peter Smith (Devon and Somerset).</p>
<p><b>APPENDICES</b></p>	<p>A. Summary of red milestones</p>
<p><b>LIST OF BACKGROUND PAPERS</b></p>	<p>Workstream Milestone Reports (<b>NOTE:</b> These are available on request from the Regional Programme Manager)</p>

## 1. SOUTH WEST REGIONAL IMPROVEMENT AND EFFICIENCY PARTNERSHIP

1.1 Good progress is being made on all of the projects funded by the SW RIEP:

- **Extension of regional benchmarking/Equality and Diversity** – (Strategic Planning Workstream) - Carol Molsher (Wilts FRS) has been appointed regional benchmarking officer on secondment for a year from 1 January. The Workstream to agree a work programme and priorities on 14 January.
- **Local Area Agreements Lessons from 2008 round** – (Strategic Planning Workstream) – Following a competitive procurement exercise, Warwick Equest have been appointed to design and conduct the survey. A planning meeting with Warwick Equest took place on 5 January. The survey will take the form of a questionnaire and follow up in-depth interviews. Results will be published at the end of March in time for CAA. Workstream to agree project plan on 14 January. See the second edition of the regional newsletter (paper RMB/09/02) for further information about the project.
- **Regional Website** – (Finance and Procurement Workstream/ITC Workstream) - A high level statement of requirements has been agreed by the ITC Committee following consultation with Workstreams. An options appraisal took place on 6 January when it was agreed in principle to use the National CFOA website for the platform for the website. Development, piloting marketing and training will take place from March to September.
- **Fleet options review** – (Finance and Procurement Workstream) – RSM Bentley Jennison have been appointed to provide consultancy support to assist services in the production of a Strategic Outline Case and Outline Business Case. Project Board met on 4 December and 8 January. A series of facts gathering workshops will be held in January with fleet managers and finance officers. Project Board has met twice with RSM Bentley Jennison. On target.
- **Operational Polices Review** – (Service Operations and Resilience Workstream) – EMG has considered six options for increased collaboration on the development of operational polices and asked for 3 of them to develop into a full business case.

## 2. REGIONAL CLIMATE CHANGE STRATEGY

2.1 This is addressed further by Covered by agenda item 6 and paper RMB/09/03.

## 3. COMMUNITY SAFETY WORKSTREAM

*(Member Champion – Cllr Roberts)*

3.1 The Workstream Leader (ACFO Peter Baxter) is to retire in March 2009 and will be replaced by ACFO David Salmon (Avon FRS).

3.2 Key points to note for this Workstream are:

- **Milestone 3 - Arson and deliberate fires – the project will now concentrate on reaching an agreement with the Police on recording of vehicle fires.** Next steps are to agree data definitions with all SW FRSs and then draft a model Memorandum of Understanding for each FRS to enter into with local polices forces.

- **Milestone 4B - Unwanted fire signal reduction** – a National CFOA guidance has been published. A comparison will be made of how the national guidance compares with the policies of each SW FRSs and the potential impact of adopting the national guidance.
- **Milestone 9A - Regional call off contract for the provision of fire safety and fire investigation training** – this is a follow up to a skills audit undertaken by the workstream. Business case and benefits profile have been agreed. Invitation to tender drafted. Intention is for the call off contract(s) to be in place in time for the 2010-11 financial year. There are potential implications for the amount of business that each FRS will put to the Fire Service College, if the College is not successful in bidding for the call off contracts.
- **Milestone 11 – Youth Development** – the remit of the children and young people's group has been extended to include youth development.

#### 4. **EQUALITY AND DIVERSITY WORKSTREAM**

*(Member Champion – Cllr Yeo)*

- 4.1 The Workstream Leader (DCFO Ted Simpson) has stepped down and has been replaced by ACFO Peter Smith (Devon and Somerset).
- 4.2 Key points to note for this workstream are:
- The revised **regional equality and diversity strategy** should be ready for consideration by EMG and the RMB in March;
  - Procurement E&D protocol - Work in progress, draft Regional template being developed by the Regional Procurement Manager (Melanie Walsh).
  - All SW FRS have committed to the stretched targets in the National Equality and Diversity Strategy.

#### 5. **FINANCE AND PROCUREMENT WORKSTREAM**

*(Member Champion – Cllr Fox)*

- 5.1 Key points to note from this workstream are:
- **Capacity:** There is still a shortage of local procurement officers supporting and delivering the regional procurement programme. The Regional Procurement manager is expected to commence maternity leave in February 2009 and, subject to the RMB agreeing to the resource bid, cover arrangements will be put in place to ensure that the procurement workstream can continue to deliver regional priorities/improvements and support other workstreams' progress.
  - **Strategy:** RMB responded to the draft revised national procurement strategy on 13 November 2008. Regional procurement strategy will be reviewed when revised national strategy is published;
  - **Implications of the fleet review** – the body repair and vehicle spares projects have been put on hold pending the outcome of the fleet review outline business case project;
  - **Driving license Verification Software** - Contract will be awarded December 2008. Services can call-off regional arrangement;

- **Actors for Assessments** – Human Resources workstream have decided this is not a priority due to other projects being introduced and project is on hold.
- **Occupational Health** – New project. Termination notice anticipated for regional contract from Capita (due to long term focus on centralised/ national contracts only). Option to consider second highest tenderer being investigated as a suitable alternative alongside alternative local arrangements;

## 6. **HUMAN RESOURCES MANAGEMENT DEVELOPMENT WORKSTREAM**

### ***(Member Champion – Cllr Windsor-Clive)***

- 6.1 The Workstream has undertaken a strategic review of its work programme. Three projects were dropped or put on hold as a result:
- **Establish a Quality Assurance framework for ADCs for the Region** - Work halted as the national ADC review is unlikely to take the issue forward. A regional ADC practitioners group to share best practice will be created;
  - **Establish Quality Assurance Framework for Training** - Will use nationally agreed QA framework;
  - **Talent management strategy**- on hold. The need for a regional scheme will be considered in the light of what happens with the proposed national graduate entry scheme.
  - Other key points:-
  - **RDS transfers to whole time** – Policy template has been produced and is being piloted by Devon and Somerset;
  - **RDS Seminar** – Following up from the RDS seminar held in Gloucestershire in October, a brief report summarising views and actions has been prepared for circulation to participants. One key outcome will be setting up an RDS network, facilitated by the regional HR team, to share best practice and develop thinking on future policies for RDS over the coming months. This network will also work towards setting up a follow up event in the future ‘run by retained personnel for retained personnel.
  - **Continuous Professional Development (CPD) pay** –Regional policy template has been developed. Costs have been evaluated.
  - **HR value for money indicators** have been agreed and will be developed by the regional benchmarking group on the workstream’s behalf.
  - Work has started to develop a **regional menu of training courses**, which in due course will be one of the services available on the proposed regional website.
  - **Equal pay review** - Scoping of this project underway. Equal pay issues to be identified and risk assessed – research commenced. National work on this topic to be collated. Report to be presented to EMG in March on findings and proposed action, if appropriate.
- 6.2 The development of Regional Disciplinary Procedure, Regional Grievance Procedure and Regional Protocol on Partial Performance are all complete.
- 6.3 A business case is being developed on the case for procuring an “e recruitment/talent sorter” tool.

## **7. REGIONAL CONTROL CENTRE WORKSTREAM**

### ***(Member Champion – Cllr Willmott)***

- 7.1 Key events are CLG's announcement of slippage on the FireControl project and the publication on 26 November of the draft of the Part 2 (national) FireControl Business Case. The response date for the latter is 27 February 2009.
- 7.2 There are separate items on the agenda covering:
- Letter to CLG in response to Part 2 of the Business Case
  - Letter to CLG in response to proposed national performance standards
  - Implications of delay to the FiReControl project
- 7.3 No progress has been on Firelink and FireControl cost apportionment. The milestones remain red.
- 7.4 CLG has responded to the representations on the Incident Reporting System (paper RMB/08/20).

## **8. STRATEGIC PLANNING (PERFORMANCE MANAGEMENT) WORKSTREAM**

### ***(Member Champion – Cllr Wren)***

- 8.1 Lorraine Abrahams (Avon) has succeeded Jerry O'Brien as leader of the workstream.
- 8.2 Key points to note from this workstream are:
- The roll out of the **Capacity Building Fund (CBF) training programme** was completed in December. A closure review will take place in January and February 2009 with a report to EMG and the RMB in March. The focus of the closure review is to: document what was delivered by the programme; how the money was spent; review whether the agreed outcomes of the programme have been realised; to make recommendations on whether any thing further needs to be done to maximise benefits of the investment; and to share any general lessons with other workstreams.
  - DCFO Des Tidbury (Wilts) is leading a programme of work to **help SWFRSs prepare for CAA**. A set of descriptors and a gap analysis based on the new key lines of enquiry (KLOEs) have been created and disseminated to all members of the group. The returns are being collated to allow the group to identify trends and any areas to share best practice.
  - Lorraine Abrahams (Avon) is leading a task and finish group on the need for, scope and **future work programme of SW FirePro**, including whether the terms of reference of the group should be extended to include marketing and communications. The first meeting of the group took place on 8 January,
  - The Regional Benchmarking Group has published a report of the performance by each SW FRS during the first half of 2008-09 against a range of indicators
  - Good progress is being made on the SW RIEP funded projects for which the Workstream is responsible (see Section 1 above).

## 9. SERVICE OPERATIONS AND RESILIENCE WORKSTREAM

*(Member Champion – Cllr Hughes)*

9.1 Key points to note from this workstream are:

- **Milestone 3 – Strategic holding areas** – Project completed. Multi agency approach to strategic holding areas has been agreed. Trevor Stratford has written to the chairs of LRFs within the region to confirm the approach.
- **Milestone 4A - Support Regional network of CBRN Gold/Silver Commanders** - Discussions continue with Winterbourne Gunner. Intention is to pilot a gold/silver course with one Local Resilience Forum. Register of qualified officers at Silver/Gold has been developed. There are 9 gold and 11 silver commanders. Target is to have 24 qualified silver commanders in the region by March 2010;
- **Milestone 14 - OASD peer review training** – Course and accreditation arranged for 17-19 March at the Joint Training Centre, Avonmouth
- **Milestone 15 - Development of Mutual Aid arrangements for the sharing of assets such as special appliances** - Survey completed. A legal template has been developed and cleared with lawyers. This is to be used for across the region. Mutual aid arrangements will be used as schedules to the 13/16 agreement.
- **Milestone 16 - Development of FRS Regional business continuity supporting service delivery** - FireGuard is not completely dead. Group 4 will leave the offer on the table for another six months. A paper will be presented to EMG in March recommending that each FRS adopts a pick and match approach, which is based upon its own local circumstances. A copy of Merseyside FRS's approach is being purchased and will be distributed to each FRS.
- **Milestone 23 – Community Risk Registers** - New project. Work has been undertaken to assess the priorities that have been identified within each LRF register and these will be subject to a risk assessment for future consideration

## 10. REGIONAL BENEFITS REALISATION PLAN

10.1 The regional programme manager in conjunction with each workstream has reviewed the projected benefits of each workstream's work programmes. EMG have considered the findings of the review and agreed a number of recommendations for improving the realisation of benefits.

10.2 The findings of the review were:

- Most workstreams still need to be prompted to identify and track benefits. Further work is needed to embed a benefits led approach. Without such an approach, the FRSs will not realise the full benefit from its programme of collaboration, EMG have agreed a series of recommendations to address the issues raised;
- The region is on track to realise savings of £4991k in 2008-09 and £4455k in 2009-10. This compares to £4887k in 2008-09 and £4455k in 2009-10 forecast in June 2006. Two projects account for £3.6m of the savings: e market place and benchmarking/Avon's change in policy in responding to calls. There are a number of emerging projects that will provide the opportunity to realise substantial cash savings that have not been taken into account in the above forecast.

10.3 A report on the benefits realised in 2008-09 will be presented to June 2009 meetings of EMG and the RMB.

**CFO TERRY STANDING**  
**Chair, South West Chief Fire Officers' Association**

## SUMMARY OF RED MILESTONES

Ref	Milestone	Issue	Decision
<b>Finance and Procurement</b>			
FP/FIN/01	Finalise FiReControl funding implications for SW FRS including cost apportionment	A cost apportionment model for SW FRSs based on council tax base was agreed by the SW RMB at its meeting on 24 June 2008. However, a 'floors and ceilings' transition model was vetoed by Gloucestershire. The matter cannot be resolved until there is agreement at the RMB.	None at the moment pending a decision by CLG on the funding of resilience costs.
FP/FIN/02	Finalise Firelink funding implications for SW FRS including cost apportionment	A cost apportionment model for SW FRSs was agreed by majority vote of the SW RMB at its meeting on 20 September 2007. This was based on a five element hybrid model including the number of Airwave units installed in each FRS. However, the model was not agreed by Cornwall. The matter cannot be resolved until there is unanimous agreement at the RMB and subsequent individual resolutions by each FRA.	Agree a strategy to obtain unanimous agreement on a method of cost apportionment.
<b>RCC</b>			
23	Decision on FireLink cost apportionment	As FP/FIN/02 above	As above
24	Decision on FiReControl cost apportionment.	As FP/FIN/01 above	As above
<b>HRMD</b>			
HRMD 9	Regional Occupational Health provision – post implementation review	Capita have given Devon and Somerset FRS notice of contract termination in 3 months. Currently identifying options and actions as a result. Regional Procurement team is investigating the option of letting a contract to the 2 <sup>nd</sup> highest tenderer as a suitable alternative alongside alternative local arrangements	Remove milestone. A post implementation review of the Capita contract is no longer appropriate.

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/02</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>REGIONAL NEWSLETTER</b>
<b>LEAD OFFICER</b>	<b>Regional Programme Manager (Graham Saunders)</b>
<b>RECOMMENDATIONS</b>	<p><i>(a) that publication of the second edition of the newsletter (as appended to this report) be noted;</i></p> <p><i>(b) that the Board consider and suggest items for inclusion in future editions of the newsletter.</i></p>
<b>EXECUTIVE SUMMARY</b>	<p>A copy of the second edition of the regional newsletter is attached at Appendix A to this report.</p> <p>The objective of the regional newsletter is to increase awareness of and take up of the products of the regional programme of collaboration and thereby the benefits of the programme.</p> <p>The intention is to publish the newsletter quarterly. It is published on each SW FRS' intranet and e-mailed directly to CFOA members. A copy is also sent to key stakeholders such as GOSW, SW RIEP, IDeA and the Audit Commission.</p> <p>The Chair of the RMB might wish to do an introduction to a future Newsletter.</p>
<b>APPENDICES</b>	A. CFOA SW Regional Newsletter – January 2009 edition.
<b>LIST OF BACKGROUND PAPERS</b>	Nil.



## **South West Fire and Rescue Services' Newsletter January 2009**

### **Introduction by Darran Gunter**

Firstly, may I start by wishing everyone a very happy New Year and welcome to South West Fire and Rescue Services' quarterly newsletter.

It looks like 2009 will be a challenging year for the fire and rescue service as well as the rest of the economy. The challenges (at this stage!) include the impact of the recession on the service, the first round of Comprehensive Area Assessments (CAA), mitigating and adapting to the impact of Climate Change; Equality and Diversity and above all providing an efficient and effective fire and rescue service under increasing resource constraints.

I am proud to say that here in the South West we have a programme of collaboration that addresses all of these issues. For example, we will be monitoring the impact of the recession through the regional benchmarking group. Des Tidbury (Wilts FRS) is leading a sub-workstream to help us prepare for CAA; we are the first region to organise training and accreditation of a team of peer reviewers for the operational assurance of service delivery (OASD) element of the CAA; and I will be chairing a project group to produce a regional climate change strategy working closely with the Carbon Trust.

This edition includes articles on a number of projects being taken forward by the region's workstreams and information about the new regional Human Resources team. There are contact points at the end of each article if you would like to know more about a particular project.

One of the objectives of the regional programme of collaboration is to provide developmental opportunities for staff at all levels. Graham Saunders (Regional Programme Manager on 0117 926 2061 ext 253) would be pleased to discuss the opportunities with you or your line manager. Similarly I am happy to receive any feedback on the newsletter or any collaboration issues in the Southwest.

Best regards

Darran Gunter  
Secretary, CFOA SW

## **What lessons can South West FRSs learn from the 2008 local area agreement round?**

We are all working ever more closely with Local Government Partners, but how do we know what they feel the contribution of Fire Services should be and how well do we get our safety message across? Comprehensive Area Assessment brings the need to be able to define how we influence our partners for the benefit of our communities and one of the key elements in this is how we interact with and within the Local Strategic Partnerships (LSP) and how we aid the achievement of the 35 priority targets set by each Local Area Agreement (LAA). However, if Fire & Rescue Services cannot influence our LSP partners and get our core community safety message across and into 35 priority targets we will have missed a real opportunity to make our communities safer.

Local authorities have prepared local area agreements (LAA) for delivering an agreed set of priorities, reflecting the needs of their local communities as set out in the sustainable community strategies. In doing so they are required to consult LSP partners on the preparation of the LAA which establish an agreed set of up to 35 priority improvement targets for the area to be negotiated and agreed by the Government Office and to be delivered by LSP partners. Fire and Rescue Authorities (FRAs) have a duty to cooperate with the principal lead authority for each LAA in setting those targets and be required to have regard to the targets selected by each LAA. The targets are drawn from the set of 198 National Indicators.

LAAs cover a three year period, with the first being agreed in June 2008 and the next round is due in 2010. LAAs are structured around four themes: children and young people; safer and stronger communities; healthier communities and older people; with economic development and enterprise to be introduced from Round 2 onwards.

So how did we do in round one? Well to be honest not very well. Although there is evidence of good working at a local partnership level with some interesting and rewarding projects, neither of the two Fire National indicators NI 33 and 49 has been included in the list of priority outcomes identified by the LAAs in the region. Similarly, anecdotal evidence suggests that Local Strategic Partnerships (LSPs) have generally not appreciated how SWFRSs can help them meet a wide range of local priorities and national indicators, or indeed how they can help us deliver a more effective service. Many local authority officers still see the FRS role as primarily one of responding to emergencies. There is still not enough awareness of the educational and public engagement roles that FRS conduct as part of their prevention activities.

We have obtained funding from the South West Regional Improvement and Efficiency Partnership (SW RIEP) to undertake a survey of the lessons learnt for South West Fire & Rescue Services and LSPs of the 2008 round of local area agreements.

The Survey will take the form of a questionnaire and a series of interviews with FRS staff, elected members and LSP partners. Two FRSs (one combined authority and one county council service) outside the region that are regarded by the Audit Commission as being highly effective in engaging LSPs will be asked to participate in the Survey.

The findings of the Survey will be used to: -

- Identify examples of good practice of how FRAs were able to promote their contribution to delivering targets suggested by LSP partners and actively influence an LSP key delivery mechanisms;
- Form the basis of a series of facilitated workshops between each SW FRS and the main partners in their LSPs to discuss the findings of the survey and agree action plans to embed best practice and deal with any specific issues identified in the survey relating to the LSP and FRS;
- Identify the data needs to provide evidence of the contribution that FRSs can bring to delivering priority outcomes for SW LSPs;

- Develop a template of a stakeholder analysis;
- Form the basis of a regional seminar;
- Identify the need for further projects to address any weaknesses identified in the survey.

The contract for the survey work has just been awarded to Warwick Equest Limited and work starts in January with surveys results being known by end of March. If you are asked to take part in the survey, all of your views will be very important to the findings of the survey and follow up action.

*Further information*

Bob Ford, Corporate Planning Manager, Dorset Fire & Rescue Service by email at [cpm@dorsetfire.gov.uk](mailto:cpm@dorsetfire.gov.uk) or by phone on 01305 252615.

### **Embedding equality and diversity into training**

Building on an initial idea from Dorset Fire & Rescue Service, Cornwall County Fire Brigade has developed a toolkit to help with mainstreaming equality and diversity throughout all courses delivered through its training departments. The idea is to assess course materials, but also to support and assist instructors in acting as role models and champions for equality, diversity and Core Values issues.

It is important to embed a mainstream equality and diversity throughout fire and rescue services and a Training Department plays a key role in this. A draft Toolkit has been developed to help with the assessment of the content of courses and to provide support and development for instructors. It uses concepts from the Fire Service College Quality Assurance Framework for Learning and Development in the Fire and Rescue Service, 2008, and links these with best practice.

The Training Department in Cornwall County Fire Brigade has agreed to help with a pilot and this will start early in 2009. Following the pilot, the toolkit will be amended as needed and discussed further with the college, as well as being made available initially to services in the South West.

*Further information*

Julia Hatch, Cornwall FRS  
[jhatch@fire.cornwall.gov.uk](mailto:jhatch@fire.cornwall.gov.uk)

### **The role of the Regional Procurement Team**

The main objective of the regional procurement function is ensuring the South West FRSs are supported in the process of selecting the goods and services they need both for frontline operations and corporate services. We also need to ensure they achieve value for money, meet all legislative requirements and take into consideration some of the wider service objectives, such as interoperability, equality and diversity and environmental concerns.

The South West FRSs spend about £45 million per annum on a wide range of goods and services, with over 5,000 different suppliers. To maximise our purchasing potential, we collaborate and consolidate our requirements where possible. Collaboration can mean complicated processes, longer timescales and wider consultation with stakeholders, but the results deliver a better quality of goods and services, with reduced costs. Since 2005, collaborative regional procurement has delivered savings in excess of £1.9 million.

The regional procurement function has responsibility for delivering contracts on behalf of the South West FRSs. This means that we work very closely with local procurement officers, other workstreams and operational staff to ensure all requirements are incorporated and standardised where appropriate and that the fire and rescue services are protected by using complaint processes and sound business terms and conditions. Local procurement teams have responsibility for implementing the regional arrangements, delivering their own local procurements and, in some instances, acting as lead authority on regional projects.

Over the past four years, the South West FRSs have been working hard to improve their procurement functions and practices. Most services have now appointed professional and dedicated procurement officers, implemented ICT solutions and focused their attention on delivering strategic projects using processes and practices in line with best value. However, with such a wide range of goods and services being bought, procurement not only has the difficulty of improving current practices but also deciding which projects take priority and liaison with a wide group of people with differing procurement experience and needs.

Although it's a challenging role, the South West is one of (if not the) the most successful regions to have delivered collaborative procurements in the fire and rescue service. The regional procurements range from hydraulic and road traffic collision equipment, breathing apparatus, to fire safety systems to purchasing cards. We also work closely with our partner agencies to identify contracts within the wider public sector which are suitable for the region's fire and rescue services.

If any South West FRS projects are considered to have an element of procurement which could have the potential to be regional or collaborative, then services are asked to seek our involvement at the earliest opportunity, contact details below:

Melanie Walsh, Regional Procurement Manager, [mwalsh@dsfire.gov.uk](mailto:mwalsh@dsfire.gov.uk)

John Story, Regional Procurement Officer, [jstory@dsfire.gov.uk](mailto:jstory@dsfire.gov.uk)

Mike Pearson, Chair of the Regional Procurement Committee, [mpearson@dsfire.gov.uk](mailto:mpearson@dsfire.gov.uk)

#### *Further information*

Melanie Walsh, Regional Procurement Manager

[mwalsh@dsfire.gov.uk](mailto:mwalsh@dsfire.gov.uk)

### **Collaboration with educational packages for South West FRSs**

Teaching youngsters about fire and road safety can mean they will have potentially life-saving information at their fingertips. Although fire and rescue services often work with their local schools to share this valuable information, research in the South West indicated that the content and methods used at various key stages varied widely across the region.

This finding was not unexpected, as the guidance document, *Strategy for Children and Young People 2006-2010*, was only issued by CLG in October 2006. It encouraged neighbouring FRSs to discuss their methods of working in schools, colleges and other youth forums.

The South West has long recognised the importance of working with young people, reflected in the establishment of a Children and Young Persons working group by CFOA South West in 2003, under the chairmanship of the ACFO of Cornwall. The group is regarded as unique among CFOA regional groups, and offers advice and evidence to the LFB for "The fire and rescue service, working with children and young people, June 2008."

Following on from the finding, the South West FRSs have set themselves the challenge of producing a schools education package for Key Stages 1,2 and 3. This will take the format of a programme of lessons, replicated across the age ranges and delivered as appropriate for each age grouping. The common themes they will follow are:

- Fire prevention in the home
- Detection of and escape from fire
- Firesetting
- Calling 999
- Road Safety

Dorset FRS has produced three education resource packs for the foundation stage and Key Stages 1 & 2. Gloucestershire FRS has undertaken to produce the Key Stage 3 pack. A secondary PSHE teacher has been seconded to the project to ensure curriculum integrity. The above overarching themes (with the exception of road safety) will be revisited throughout the key stages and key messages will be reinforced in each key stage using a “drip drip” approach. All lessons clearly identify National Curriculum and Healthy Schools’ links, as well as Every Child Matters outcomes. There will be opportunities offered within the pack to invite the FRS teams into schools.

The South West FRSs will benefit from this approach by having robust packages satisfying individual leads. Two FRSs have met the costs of producing these community safety education tools and are happy for them to be “badged” as appropriate. The project also encourages wider benefits to the FRSs from working together regionally.

*Further information*

Dave Norman MBE (Gloucestershire FRS Children and Young Peoples Manager)  
[dave.norman@glosfire.gov.uk](mailto:dave.norman@glosfire.gov.uk)

**Contingency planning for disruption to service delivery arrangements**

The introduction of the Civil Contingencies Act 2004 has placed a duty on each fire and rescue service to have in place effective business continuity arrangements. Similarly the Fire and Rescue Services Act 2004 also places a duty on fire authorities to make provision for dealing with emergency incidents. Where there has, in the past, been disruption around the provision of firefighting and special service arrangements, mainly due to industrial action, we have relied on the armed forces. This will not be the case in the future and clearly it is the intention of the government that each fire authority has in place local contingencies.

The environment within which we operate is constantly changing. The continuing threat of terrorism remains high in all our planning assumptions along with other potential disruption such as pandemic influenza, which could reduce significantly the availability of operational staff.

As a consequence, a project was developed between CFOA and FiReBuy, which involved 33 fire and rescue authorities, including most of the South West. The project ‘Fireguard’ explored whether an external provider would be able to support basic emergency cover during periods of business interruption. Significant progress has been made over the past 18 months, due in no small part to the efforts of the liaison officers representing each FRS.

The procurement process selected a preferred bidder and associated costs. However, despite the best efforts of those involved, it has been generally accepted that the outcome was too expensive. The Programme Board met in October and decided to close the project, although there will be some consideration towards an alternative model by the liaison officers for a meeting scheduled for later this month.

In response, the SW CFOA Operations and Resilience Workstream is now developing a number of alternatives for a regional solution. Bob Hark, Dorset FRS, is heading up this work through a task-and-finish group to consider options for a regional, sub-regional or local framework.

One option, for example, could be to develop a South West regional agreement for mutual assistance which bridges the gap between the existing Fire and Rescue Services Act 2004, Section 13 and 16 reinforcement schemes and the National Mutual Aid agreement. This may enable fire and rescue services to support each other under a formal agreement and a common concept of operations in the event of local shortages of operational staff. Obviously, to support such a scheme, each South West FRS would need to make local arrangements to ensure the supply of fire crews. There are other alternatives and variations that are currently being considered.

Finally the potential benefits from this collaborative approach are:

- Minimal cost in comparison to the Fireguard solution;
- The potential to consider innovative staff solutions and the sharing of emergency fire crews leading to greater resilience and the deployment of safer, more effective and better trained operational staff; and
- Reduced project cost/resources through collaborative working.

*Further information*

Trevor Stratford  
[tstratford@dsfire.gov.uk](mailto:tstratford@dsfire.gov.uk)

Jim Onions - [jim.onions@glosfire.gov.uk](mailto:jim.onions@glosfire.gov.uk)

### **Meet the regional Human Resources team**

The regional HR team now consists of David Gerard and Kate Mackay, who are both based in the regional control centre in Taunton. Both David and Kate are relatively new to their regional roles, but between them bring a wealth of experience which will enable us to move forward the regional HRMD agenda.

David came most recently from Gloucestershire FRS, having previously worked for the police and Royal Mail. He is currently focusing on working on the regional HR strategy and his priorities for the coming year (more to follow in the next issue), along with providing HR support and advice to South West Fire Control and the project in the region.

Kate has had a wide range of HR project/programme experience in her previous roles at BT and as an HR consultant at Hewitt Associates. She brings both wide ranging knowledge of external practice and experience of project discipline to the fire and rescue service, which should help us to focus on both identifying and realising regional benefits in the future. Her role includes significant co-ordination and collation of information from across the region and she can regularly be found cajoling people in each FRS to provide their views and information.

The challenge for David and Kate is to meet the needs of both the national agenda while meeting local FRS needs and priorities, and not placing an additional burden on local HR or operational staff. We are delighted to have such a strong team in place to build on our early successes in the HRMD workstream.

*Further information*

Kate Mackay – [kmackay@dsfire.gov.uk](mailto:kmackay@dsfire.gov.uk)  
David Gerard – [david.gerard@glosefire.gov.uk](mailto:david.gerard@glosefire.gov.uk)

## **First impressions of the Incident Reporting System (IRS)**

Avon FRS (AF&RS) launched the IRS on 1 October 2008. The implementation project was managed by Simon Flood, Performance Improvement Manager. There were three main elements to the implementation.

### **Technical infrastructure**

At AF&RS we chose to use CLG's IRS data input system rather than develop our own. The advantages this brought were that we avoided the cost of developing our own system. AF&RS uses Fortek's Vision command and control system. Fortek developed products to populate IRS with incidents attended and to import 'Recorded' incidents back to the Vision database. We were able to be confident in these products as they had previously been used in IRS implementation by Warwick and Merseyside FRSs.

### **Training**

Every appliance manager received training in the workplace during September 2008. Training sessions lasted between one and two hours and were scheduled to cause minimum disruption to operational crews. A team of three delivered the training, meaning that on some days each trainer delivered three training sessions. At AF&RS we had an advantage in that we had used electronic incident recording systems for a number of years, meaning that our appliance managers all had at least some computer literacy. Post training, each appliance manager was required to complete at least three incidents on the training database and to report back using an online training evaluation form. Almost 99 percent of trainees expressed satisfaction with the training and considered themselves confident in using IRS. Further training was provided upon request.

### **Data management**

Data collected at incidents using IRS is stored in new data tables, meaning that the majority of our reports and queries needed to be rewritten to read from the new tables. This created a considerable amount of work for our performance team. We are working on converting our pre-IRS incidents to the IRS data format so we will be able to incident report from a single source. There were also issues and costs associated with reconfiguring our Signals from Noise analytical software to read from the new data source.

### **Post-implementation**

AF&RS has now been using IRS for three months. So far over 2,300 incidents have been recorded using IRS. Appliance managers have found IRS easy to use and a big improvement on our previous electronic systems. The main problems have been system down time, where we have lost two-and-a-half days so far and a further two days were lost at the end of December in preparation for those FRSs who were going live on 1 January. Although we are, on the whole, pleased with IRS, we have also submitted many suggestions for improvement to the IRS helpdesk. A review of IRS is promised early in the new financial year, once all FRSs are live.

There are some issues with the recording of data that we are investigating. Under IRS it appears that more incidents are recorded as 'primary' than before. AF&RS has joined the 'live IRS' group of FRSs and, through this group, has found that this is a common problem. We are busy 'quality assuring' the recording incidents, correcting where appropriate and feeding back to our appliance managers individual and common problems. We have been pleased to offer guidance and support about our implementation experience to other FRSs and have South Wales and Cornwall visiting in the next few weeks.

### *Further information*

Simon Flood, Avon FRS - [simon.flood@avonfire.gov.uk](mailto:simon.flood@avonfire.gov.uk)

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/3</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>REGIONAL CLIMATE CHANGE STRATEGY – THE WAY FORWARD</b>
<b>LEAD OFFICER</b>	<b>Secretary, South West Chief Fire Officers Association (SW CFOA) (CFO Darran Gunter – Dorset)</b>
<b>RECOMMENDATIONS</b>	<i><b>That the progress made in developing a regional Climate Change Strategy, as indicated in this report, be noted.</b></i>
<b>EXECUTIVE SUMMARY</b>	<p>Climate change and sustainability are becoming increasingly important in terms of the potential impact on the Service, public awareness and comprehensive performance assessment. Nine of the SW region's local strategic partnerships have included NI 188 (adapting to climate change) in their local area agreements and will be working towards stretch targets on its delivery. All authorities, including combined fire authorities, will have to report their performance on NI 188 as part of Comprehensive Area Assessment.</p> <p>This report sets out the proposed approach of the South West Fire and Rescue Services (SW FRSs) in developing a regional climate change strategy in cooperation with the Carbon Trust.</p> <p>Work on developing the strategy would be overseen by a project board chaired by CFO Darran Gunter, including representation from the Carbon Trust and each FRS.</p> <p>An expression of interest on behalf of the region (copy at Appendix A) has been submitted to the Carbon Trust for all six SW FRSs to take part in the Trust's Carbon Management Programme for 2009 under which the Trust would provide, amongst other things, up to 30 days of technical support to each FRS.</p> <p>The intention would be to second an area or group manager to lead the project for 9 -10 months starting in April 2009 at a cost of £65k. The project leader would work closely with Workstream leaders, the Carbon Trust and specialists in each SW FRS to coordinate the development of Carbon Management Plans for each service and produce a regional Climate Change Strategy.</p> <p>The work should be completed by January 2010.</p>
<b>APPENDICES</b>	A Expression of interest for SW FRSs to take part in the Carbon Trust's Carbon Management Programme for 2009.
<b>LIST OF BACKGROUND PAPERS</b>	Nil.

## **1. INTRODUCTION**

- 1.1 Climate change presents a wide range of challenges for the Fire and Rescue Service. These challenges can be divided into mitigation and adaptation activities. The scope of these challenges cut across all aspects of the Fire and Rescue Service.
- 1.2 The Climate Change Act 2008 requires the government to assess the risks to the UK from impacts of climate change and report progress to Parliament. The government will also be required to publish a programme setting out how it will address these likely impacts. Nine of the SW region's local strategic partnerships have included NI 188 (adapting to climate change) in their local area agreements and will be working towards stretch targets on its delivery.

## **2. COMPREHENSIVE AREA ASSESSMENTS**

- 2.1 All authorities, including combined fire authorities, will have to report their performance on NI 188 as part of Comprehensive Area Assessment starting from 2009.
- 2.2 The Audit Commission has yet to finalise the Key Lines of Enquiry (KLOE) in relation to NI 188. However, it has indicated that adapting to climate change would form part of the "Managing Resources" theme of the "Use of Resources" assessment, with a headline KLOE of "How well does the organisation manage its natural resources, physical assets, and people to meet current and future needs and deliver value for money?" This includes the following key question –
- "3.1 - Is the organisation making effective use of natural resources?"

## **3. CARBON TRUST CARBON MANAGEMENT PROGRAMME**

- 3.1 The Carbon Trust has been working with the London fire and rescue service (FRS) and four North West FRSs to develop climate change strategies for those services under the Carbon Management Programme. Merseyside FRS' strategy is particularly well regarded.
- 3.2 The Carbon Management Programme involves the Trust providing about 30 days of free technical and change management support to each authority over a 10 month period. The outputs are:
- benchmarking of fuel and energy use;
  - a strategy; and
  - an action plan that focused on activities that have been identified as likely to produce the biggest return in terms of reduced energy costs and hence CO2 reductions.
- 3.3 In return, the Trust expects each authority to contribute about 2 person days of effort each week over the 10 month period. Typically that person would be the authority's environmental officer. However, the Trust would expect elected members and principal officers to demonstrate commitment to and leadership of the programme.
- 3.4 Water use and waste management can also be included within the programme.
- 3.5 The Carbon Trust's public sector coordinator lives in the South West and is keen to work with SWFRSs.

#### **4. IMPACT ON WORKSTREAMS**

4.1 A climate change programme is likely to impact on all workstreams eg:-

- Service Operations - links with regional and local resilience forums, identification of areas at most risk, New Dimension, Pitt review, and mutual aid arrangements;
- Community Safety - impact of hotter and drier summers on arson and crop fires etc
- Strategic Planning – benchmarking project funded by SW RIEP and partnership working
- Finance and Procurement – procurement procedures to include environmental impact and whole life sustainability, transport plans, water management, the fleet review;
- HRMD – new working practices, home working etc

#### **5. NEXT STEPS**

5.1 Work on developing the strategy would be overseen by a project board chaired by CFO Darran Gunter, including representation from the Carbon Trust and each FRS.

5.2 An expression of interest on behalf of the region (copy at Appendix A) has been submitted to the Carbon Trust for all six SW FRSs to take part in the Trust's Carbon Management Programme for 2009. The Trust will be announcing which authorities have been successful in applying to be included in the Carbon Management Programme in March 2009. As part of the Programme the Trust would provide up to £30k of technical support to each FRS. The Trust has told us that they are very keen to work with SW FRSs as a region.

5.3 The intention would be to second an area or group manager to lead the project for up to 10 months starting in April 2009 at a cost of £65k. The project leader would work closely with Workstream leaders, the regional programme manager, the Carbon Trust and specialists in each SW FRS to coordinate the development of Carbon Management Plans for each service and produce a regional Climate Change Strategy.

5.4 The work on developing the strategy and each FRS' Carbon Management Plan will take about 9 months and be completed by January 2010.

**CFO DARRAN GUNTER**

**Secretary, South West Chief Fire Officers' Association**

**Carbon Trust**

**CARBON MANAGEMENT PROGRAMME 2009**

This is to confirm that the six fire and rescue services in the South West would like to be considered for inclusion in the Carbon Trust's Carbon Management Programme for 2009. Details of energy and fuel use are attached.

The intention is that the Chief Fire Officer of Dorset FRS (Darran Gunter) would chair a project board to oversee the work and to produce an overarching regional climate change strategy. Each FRS would be represented on the project board along with the Carbon Trust, SW RIEP and maybe the Met Office. We propose to appoint a senior fire officer on secondment from one of the six FRSs to lead the project and link with the coordinators within each FRS and with the region's topic based workstreams.

KEVIN PEARSON  
CFO Avon Fire Service

TERRY STANDING  
Interim CFO Cornwall FRS

NEIL GIBBINS  
Acting CFO Devon and Somerset FRS

CHRIS GRIFFIN  
Acting CFO Gloucestershire FRS

ANDY GOVES  
CFO Wiltshire FRS

DARRAN GUNTER  
CFO Dorset FRS

9 JANUARY 2009

## SOUTH WEST FIRE AND RESCUE SERVICES – FUEL AND ENERGY USE

### Avon FRS

	<b>2007/8</b>	<b>2008/09 - estimate</b>
Petrol	£5,649.00	£9,000.00
Fuel deliveries for storage tanks	£35,399.00	£80,000.00 <sup>1</sup>
Fuel for vehicles provided through dial card	£218,232.00	£270,000.00 <sup>2</sup>
<b>Total for year</b>	<b>£259,280.00</b>	<b>£359,000.00</b>

**Table 1 - AFRS Utility Consumption**

Financial Year	Electricity		Gas		Heating Oil	
	kWh	CO <sub>2</sub> e (tonnes)	kWh	CO <sub>2</sub> e (tonnes)	kWh	CO <sub>2</sub> e (tonnes)
2006/7	2,356,621	1,266	943,416	175	3,140,290	791
2007/8	2,405,250	1,292	1,625,322	301	3,222,062	812
2008/9 (YTD)*	1,090,262	585	729,403	135	1,369,040	345

**Table 2 - Utility Costs**

	2006-07	2007-08	2008-09
<b>Electricity</b>	£167,561	£180,000	£203,005
<b>Gas</b>	£46,580	£45,000	£79,279
<b>Heating Oil</b>	£103,803	£116,043	£66,588
<b>Total</b>	£317,944	£341,043	£348,872

:Many of Avon's bills are based on estimated reading, so the data has been 'annualised' to give a more realistic summary of the annual consumption each year.

Gas consumption is has risen as a result of the replacement of Oil heating systems (heating oil seems to be in decline for 2008/9 which offsets this)

### Gloucestershire FRS

expense	2007/08 actual spend £	2008/09 budget £
gas	79,843	77,867
electric	80,392	76,631
fuel	146,561	146,000.
water sewerage	22,944.00	21,246.00
water supply	7,657.00	13,742.00

<sup>1</sup> Increase in tank facility as part of resilience planning and initial stocking

<sup>2</sup> Reflects increase in price and vehicles usage

### **Devon and Somerset FRS**

	<b>2007-08 Actual £</b>	<b>2008-09 Budget £</b>
Gas	132,067	153,000
Electricity	294,224	291,600
Boiler Fuel	29,549	24,200
Vehicle Fuel	567,362	708,000

The vehicle fuel relates solely to fuel that the Authority buy and excludes any mileage claims from employees.

### **Cornwall FRS**

Vehicle Fuel	<b>2007-08 £</b>	<b>2008-09 (year to date) £</b>
Derv	217,075	160,842
petrol	3,613	2,761
Expenditure to date/projection for whole year	220,687	280,513

The Vehicle Fuel Costs are for all of the Brigade's vehicles. The Actual expenditure for 2008-09 covers the first 7 months of the year – I have simply inflated this figure to a full 12 months.

The energy for the FRS' HQ is paid by Cornwall County Council. The FRS is charged for its "Admin Buildings". This charge includes Rates, Heat, Light, Security, Reception, Capital Costs etc. Energy costs can't be separately determined.

All of Cornwall FRS' fire stations are owned and maintained by a private contractor under a PFI deal, which includes energy costs up to a specified limit. The PFI deal has been running for seven years and under the arrangement the FRS is supposed to pay the contractor an energy supplement if energy prices exceed inflation. The contractor has not got round to billing the FRS.

### **Dorset FRS**

	<b>2007-08 £000</b>	<b>2008-09 £000</b>
Gas	46	59
Electricity	95	92
Fuel	200	231
Water	8	13

**Wiltshire FRS**

	<b>2005-6 £</b>	<b>2006-7 £</b>	<b>2007-8 £</b>	<b>2008-9 (to date) £</b>
Electricity	61,524	80,954	84,889	64,577
Gas	63,056	70,820	58,589	36,421
Heating Oil	6,498	7,880	10,603	8,179
Vehicle Fuel	137,583	147,399	161,703	136,629
Total	268,681	307,053	315,783	242,806

GRAHAM SAUNDERS  
SWFRS Regional Programme Manager

19 December 2008

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/4</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>BOARD BUDGET 2008/09 AND 2009/10</b>
<b>LEAD OFFICER</b>	<b>Treasurer to the Board (Kevin Woodward – Devon)</b>
<b>RECOMMENDATIONS</b>	<p><b>(a) That the Board approves:-</b></p> <p><b>(i) That the surplus against the current year's budget, currently estimated to be £178,400, be carried forward to 2009-10;</b></p> <p><b>(ii) The proposed budget for 2009-10, as set out in Appendix A;</b></p> <p><b>(iii) That the required contributions from each FRA to fund the 2009-10 budget, be fixed at the same levels as the current year;</b></p> <p><b>(b) That the current basis of cost share of RMB costs be continued for 2009-10</b></p>
<b>EXECUTIVE SUMMARY</b>	<p>This report considers the budget requirement of the Board for the forthcoming financial year 2009/10, and makes recommendations as to the required levels of contributions from each FRA for 2009-10.</p> <p>A revised budget requirement for the current year 2008-09 is also reported for consideration. It is currently estimated that spending against the current year budget will be £140,400 less than budget. When added to the budgeted surplus of £38,000 the total amount available to be carried forward to 2009-10 is £178,400.</p> <p>This report proposes a gross budget requirement for 2009-10 of £374,100; however utilisation of the 2008-09 surplus of £178,400, and estimated investment income from bank deposits during 2009-10, reduces the net budget requirement to £165,700.</p> <p>It is proposed that FRA contributions for 2009-10 remain at current year levels i.e. total of £171,200, which would enable a surplus of £5,500 to be carried forward to 2010-11.</p> <p>The proposed budget for 2009-10 would enable FRAs to continue to realise the financial and non-cashable benefits of the benefits led programme of regional collaboration, including the development of a regional climate change strategy.</p> <p>An updated regional business plan, that will take into account the impact of the Board's decision on the budget, will be submitted for approval at the next meeting.</p>
<b>APPENDICES</b>	A Revised budget for 2008-09 and proposed budget for 2009-10
<b>LIST OF BACKGROUND PAPERS</b>	Nil.

## 1. INTRODUCTION

- 1.1 This report considers the budget requirement of the Board for the financial years 2008-09 and 2009-10. In relation to 2008-09 the figures included in Appendix A represent a revised budget requirement based upon latest estimates of costs, and is an update on the original budget approved by the RMB at its meeting on the 30 January 2008.
- 1.2 In relation to 2009-10, it is a requirement of the constitution of the Board that it shall determine the amounts likely to be incurred by member authorities both collectively and individually, in relation to support costs and project costs for the following financial year, and that it will inform member authorities accordingly in November each year. The Board agreed at its previous meeting that consideration of the budget for 2009-10 be deferred until the meeting on 28 January 2009.
- 1.3 The Board agreed a net budget of £133,200 (£252,300 gross) for 2008-09 and total contributions from SW FRAs of £171, 200, which were frozen at 2007-08 levels. It was able to do so due to income from bank deposit interest earned on New Burdens grant in 2007-08 and 2008-09. At the time of setting the budget for 2008-09, the Board was aware that the level of contributions would result in an end of year surplus that would be available to offset expenditure in 2009-10. In the event, the forecast surplus of £178,400 to be carried over into 2009-10 will be much higher than originally anticipated for the reasons mentioned below.

## 2. REVISED BUDGET 2008-09

- 2.1 Based upon the projected spending figures from each lead officer, a summary of the projected variations of spending against the current year's budget is shown in Table 1.

**TABLE 1 – SUMMARY OF VARIATIONS AGAINST 2008-09 BUDGETS**

<b>Workstream</b>	<b>Increase/ (Decrease) in 2008- 09 budget £</b>	<b>Reason for change</b>
Personnel and HR	(20,500)	Delay in recruiting and replacing staff. HR Advisor is part time offset by expenditure of £4,000 on a Retained Duty Systems (RDS) Seminar.
Procurement	(17,000)	Delay in recruiting regional procurement officer.
Procurement	45,000	SWFRSs share of the cost of employing consultants to undertake the fleet options review. South West Regional Improvement and Efficiency Programme (SW RIEP) is contributing £40,000 towards the overall cost of £85,000.
Operations and Resilience	14,100	£9,000 on OASD peer review training and accreditation. £1,500 on purchase of Merseyside FRA's approach to contingency planning. £3,600 on a review of scope for collaborating on the production of operational polices

<b>Workstream</b>	<b>Increase/ (Decrease) in 2008- 09 budget £</b>	<b>Reason for change</b>
Support costs	(43,000)	The original intention was that the salary costs of the regional programme manager would be funded by the RMB rather than the Capacity Building Fund (CBF) from July 2008. In the event, it has been possible to fund the post from the CBF for all of 2008-09.
Investment income	(80,000)	The SW Regional Control Centre Project Board decided that, apart from the allocation to fund FRA Project Co-ordinators, the remainder of the new burdens grant funding is to be pooled centrally and held by the lead authority i.e. Devon and Somerset FRA, and distributed to FRAs based upon agreed work plans. This additional income is available to distribute to the region through the RMB accounts.
Carried forward surplus from 2007-08	(39,000)	Largely due to higher than forecasted investment income.
<b>Estimated variation against budget</b>	<b>(140,400)</b>	<b>Available to be carried over into 2009-10 in addition to a budget surplus of £38,000. Making a total of £178,400 available for 2009-10.</b>

2.2

It is recommended that the surplus on the 2008-09 budget be carried over to 2009-10. If the Board is minded to approve this carry forward, then individual fire and rescue authority (FRA) contributions for 2008-09 will remain as approved in the original budget report for 2008-09 and at the same level as 2007-08. Table 2 shows those agreed contributions.

**TABLE 2 – AGREED CONTRBUTIONS 2008/09**

<b>Authority</b>	<b>Original Contribution 2008-09 £</b>
Avon	30,171
Cornwall	20,172
Devon and Somerset	50,342
Dorset	25,172
Gloucestershire	20,172
Wiltshire	25,171
<b>Total</b>	<b>171,200</b>

2.3 At its meeting on 30 January 2008, the Board decided that costs for the purpose of the 2008-09 budget should continue to be apportioned as if Devon and Somerset were still separate authorities but that the apportionment of costs is reconsidered in the future and a report submitted to the Board.

### 3. **REGIONAL CONTROL CENTRE**

3.1 The figures included in Appendix A do not include any costs associated with the Regional Control Centre project. This is because it is anticipated that any costs in 2008-09 and 2009-10 will be funded from New Burdens grant and will not therefore require any contribution from constituent authorities. A summary of the amounts awarded to the South West is provided in Table 3.

**TABLE 3 – SUMMARY OF NEW BURDENS GRANT FUNDING AND ESTIMATED REGIONAL CONTROL CENTRE PROJECT COSTS**

	<b>2008/09 Forecast £</b>	<b>2009/10 Budget £</b>
Project Costs:		
Regional Project Team	385,759	397,300
Local Authority Controlled Company (LACC)	383,180	833,252
FRS Co-ordinators	402,878	415,000
FRS Transition Teams	1,206,776	2,252,000
Initial Staffing Pool	683,493	941,747
<b>Total Project Costs</b>	<b>3,062,086</b>	<b>4,839,299</b>
New Burdens Funding Brought Forward	2,623,022	2,252,048
Add New Burdens Grant Received	2,691,112	3,015,000
Less Total Project Costs	(3,062,086)	(4,839,299)
<b>New Burdens Grant Carried Forward</b>	<b>2,252,048</b>	<b>427,749</b>

3.2 No provision has been included for lease costs and other costs of accommodation, including facilities management in 2008-09. Should the Local Authority Controlled Company (LACC) enter into the lease during 2009-10 the additional costs incurred will be balanced by New Burdens grant.

3.3 New Burdens grant for fire and rescue service (FRS) Co-ordinators is paid direct to individual FRSs and does not form part of the “pooling” arrangement for New Burdens grant adopted by the South West.

3.4 The forecast of New Burdens Grant for 2009-10 is set at a very conservative level. The Department for Communities and Local Government (CLG) is of course aware that provision needs to be made for a full year of Initial Staff Pool (ISP) funding, and is also aware that the cost of FRS Transition Teams will escalate between 2008-09 and 2009-10, so the £3m quoted for New Burdens grant should be exceeded, which will have the effect of increasing the carried forward at the end of 2009-10.

3.5 The amount available for carry forward at the end of 2008-09 can only be regarded as an estimate at this stage, subject to finalising the outturn position. The final outturn position for 2008-09 will be reported at a future meeting of the Board, on completion of the 2008-09 accounts.

#### **4. CAPACITY BUILDING FUND**

4.1 The Region secured £401,500 in 2006 from the Government's Capacity Building Fund (CBF) for a programme of work to address the weaknesses identified in the Comprehensive Performance Assessment of South West FRAs in 2005. The programme consists of four main themes:

- improving performance management practices;
- enhancing member engagement;
- developing effective partnership approaches; and
- the programme management of the wider programme of regional collaboration between SW Fire and Rescue Authorities.

4.2 Funding under the existing programme is ring fenced and will end in March 2009. The salary cost and expenses of the Regional Programme Manager for 2008-09 will be funded by the CBF programme. It is estimated that £398,000 of the funding will be spent by the time the programme ends in March 2009. A full breakdown of expenditure will be provided in the CBF programme closure report. Expenditure supported by the CBF is not included in Appendix A.

#### **5. SOUTH WEST REGIONAL IMPROVEMENT AND EFFICIENCY PROGRAMME (SW RIEP)**

5.1 The Region secured £324,000 of provisional funding from SW RIEP over the period 2008-09 to 2010-11. Funding for each project is subject to separate approval by SW RIEP. A summary of the funding that SW RIEP will be providing to the regional programme of collaboration is shown in Table 4. Income from SW RIEP is not included in Appendix A.

**TABLE 4 – SW RIEP PROGRAMME PROVISIONAL FUNDING ALLOCATIONS**

<b>Output</b>	<b>2008/09 £</b>	<b>2009/10 £</b>	<b>2010/11 £</b>
Benchmarking, Equality and Diversity	12,000	43,000	10,000
Lessons for FRSs from the 2008 LAA round	20,000	15,000	
Procurement and maintenance of vehicles and other equipment – contribution towards the cost of the options review	40,000		
50% of Regional Operational Policies Team (subject to approval)		40,000	
Development of a Regional Website	6,000	28,000	
To be allocated		12,000	98,000
<b>TOTAL</b>	<b>78,000</b>	<b>138,000</b>	<b>108,000</b>

## **6. PROPOSED BUDGET 2009-10**

- 6.1 Appendix A summarises the expenditure requirements for 2009-10 compared to 2008-09. This shows a gross budget requirement of £374,100, which reduces to a net requirement of £165,700 after taking into account a carried over surplus of £178,400 from 2008-09 and income from bank deposit interest of £30,000. If contributions from SW FRAs are held at 2008-09 levels, there would be a budget surplus of £5,500 available to be carried over into 2010-11.
- 6.2 The gross budget of £374,100 represents an increase from the original gross budget of £252,300 for 2008-09. The increase is mainly due to the inclusion of the regional programme manager's salary costs and expenses for a full year, the cost of providing maternity cover for the regional procurement manager and the cost of seconding an area manager for nine months to support the proposed regional climate change strategy. The justification for each post to be funded by the RMB is as follows.

### ***Regional Programme Manager***

- 6.3 As mentioned above, the salary cost and expenses of the regional programme manager were met by the CBF in 2007-08 and 2008-09. Extending the post for 2009-10 would cost £66,000. It would enable the regional programme manager to continue to support workstreams in meeting the regional requirements of the National Framework, help FRAs realise the benefits of the programme of collaboration within the region and build on the success of the new programme management arrangements that the RMB implemented in 2007. The regional programme manager also provides an essential link to the SW RIEP by programme managing the wider SW RIEP programme (see paragraph 13 above). As such, he is also a member of the SW RIEP's team of programme managers and ideally placed to leverage in further funding from the RIEP for workstreams and SW FRAs generally.

### ***Regional HR Manager***

- 6.4 The RCC New Burdens budget currently funds 60% of the salary costs and expenses of the regional HR Manager to reflect the proportion of his time spent advising the RCC project in 2008-09. The Regional RCC Project Board has agreed to continue this arrangement in 2009-10. The regional HR manager is also responsible for taking forward a number of projects to help FRSs meet the HR and training requirement of the National Framework. The arrangement for funding the regional HR manager will be reviewed as cut over to the RCC approaches and prior to setting the RMB's budget for 2010-11. The regional HR manager is on secondment from Gloucestershire FRS.

### ***Regional HR Advisor***

- 6.5 Although the cost of the time spent by the regional HR manager on the RCC project will continue to be funded from the RCC New Burdens budget, the RMB agreed when setting its budget for 2008-09 to include 100% of cost the HR manager post within the RMB's budget for 2008-09. This provided the flexibility to provide backfill support for the regional HR manager to take forward a programme of work to help FRAs meet the HR and training requirements of the new National Framework and a wider programme of collaboration on HR and training matters. The region managed to appoint a high quality advisor who works on a part time basis, and is able to take the lead on specific projects. The HR Advisor's initial salary has been reviewed and increased to reflect the quality of her work and expertise.

### ***Regional Procurement Manager***

- 6.6 The regional procurement manager is due to go on maternity leave for one year from 1 March 2009. In order to maintain momentum on the regional procurement programme – which has realised substantial savings - £52,000 has been included within the budget for 2009-10 to employ a procurement specialist to cover for the position for the period of maternity leave.

### ***Regional Procurement Officer***

- 6.7 This post was agreed by the RMB last year. The regional procurement officer provides support to the regional procurement manager to realise the benefits from implementation of e-marketplace and continued management of Government Procurement Cards (GPC), BLPD and Bluelight. The projects build on the past successes of the regional procurement programme. Given current performance, likely gains from regional procurement are likely to be in the region of £2m to £3m, over four years.

### ***Regional Climate Change Strategy Project Leader***

- 6.8 This post is subject to the region being successful in its bid to the Carbon Trust for inclusion in the Trust's 2009 Carbon Management Programme. Paper RMB 09/03 explains the background to the initiative. The intention would be to second an area or group manager to project for 9 months starting in April 2009 at a cost of £65,000. The project leader would work closely with Workstream leaders, the Carbon Trust and specialists in each SW FRS to coordinate the development of Carbon Management Plans for each service and produce a regional Climate Change Strategy. The Carbon Trust will be announcing who which authorities have been successful in applying to be included in the Carbon Management Programme in March 2009.

## **7. 2009/10 FRA CONTRIBUTIONS**

- 7.1 Maintaining FRA contributions for 2009-10 at 2008-09 levels would enable a gross budget of £374,100 and a surplus of £5,500 to be carried over into 2010-11. It should be emphasised that the proposed budget is only possible because of the proposed use of the carry forward from 2008-09 and income from interest on bank deposits. Whilst it is considered that this is an appropriate use of the 2008-09 underspend, obviously this amount can only be used once and does not provide sustainable funds available for 2010-11 onwards.

**KEVIN WOODWARD**  
**Treasurer to the Board**

**APPENDIX A TO REPORT RMB/09/4**

**REGIONAL MANAGEMENT BOARD BUDGETS 2008-09 AND 2009-10**

Type of Expenditure	2008-09 Budget £	2008-09 Revised Estimate £	2008-09 Estimated Variance £	2009-10 Proposed Budget £
<b>Personnel and HR</b>				
Salary and expenses of Regional HR Manager (60% funded from RCC new burdens grant)	28,600	22,000	(6,600)	36,200
Support to Regional HR Manager. Salary & Expenses	42,900	25,000	(17,900)	35,100
RDS Seminar		4,000	4,000	0
<b>Procurement</b>				
Salary and expenses of Regional Procurement Manager	75,200	71,200	(4,000)	37,000
Maternity cover for Regional Procurement Manager	0	5,000	5,000	52,000
Salary and expenses of regional procurement officer	39,000	21,000	(18,000)	36,000
Other Costs	13,000	13,000	0	13,000
External Funding carry forward 2007-08	(23,200)	(23,200)	0	0
Fleet options review	0	45,000	45,000	0
<b>Operations and Resilience</b>				
OASD Peer review	0	9,000	9,000	0
Purchase of Merseyside FRA's approach to contingency planning.		1,500	1,500	0
Operational Policies review	0	3,600	3,600	0
<b>Support Costs</b>				
Clerk, Treasurer, Audit and legal costs	33,800	33,800	0	33,800
Regional Programme Manager salary cost and expenses (nine months)	43,000	0	(43,000)	66,000
<b>Regional Climate Change Strategy</b>				
Salary costs and expenses for an area manager B seconded to the project for 9 months	0	0	0	65,000
<b>Gross Budget requirement</b>	<b>252,300</b>	<b>230,900</b>	<b>(21,400)</b>	<b>374,100</b>
<b>Income</b>				
Original carried forward underspend from 2007-08	(79,100)	(79,100)	0	0
Additional under spend from 2007/08		(39,000)	(39,000)	0
Investment income	(40,000)	(120,000)	(80,000)	(30,000)
Surplus from 2008-09	0	0	0	(178,400)
<b>Total Income</b>	<b>(119,100)</b>	<b>(238,100)</b>	<b>(119,000)</b>	<b>(208,400)</b>
<b>Net Budget Requirement</b>	<b>133,200</b>	<b>(7,200)</b>	<b>(140,400)</b>	<b>165,700</b>
<b>Funding</b>				
FRA Contributions	(171,200)	(171,200)	0	(171,200)
<b>(SURPLUS)/DEFICIT</b>	<b>(38,000)</b>	<b>(178,400)</b>	<b>(140,400)</b>	<b>(5,500)</b>

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/5</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>THE IMPLICATIONS OF THE DELAY TO THE FiReCONTROL PROJECT</b>
<b>LEAD OFFICER</b>	<b>South West Regional Project Director (Clive Kemp)</b>
<b>RECOMMENDATIONS</b>	<i>That the report be noted.</i>
<b>EXECUTIVE SUMMARY</b>	At long last the expected length of the delay to the FiReControl Project has been announced by CLG. The overall delay is of nine months with a four month compression for the last FRSs to cut over although the individual delay for South West Fire & Rescue Services varies. This report examines the implications of the delay from financial, personnel, technological and transition perspectives. The overall conclusion of the report is that the delay is to be welcomed but that the nine month timescale will still prove challenging for Devon & Somerset, the first FRS to cutover its controls. In addition there are significant technological challenges to overcome for some FRSs to maintain business continuity.
<b>FINANCIAL IMPLICATIONS</b>	There will be no financial implications as a result of the delay to the project providing CLG fund business continuity costs in existing FRS. All transition costs up to final cutover will be funded by CLG through New Burdens funding.
<b>APPENDICES</b>	Nil.
<b>LIST OF BACKGROUND PAPERS</b>	Nil.

**1. INTRODUCTION**

- 1.1 As Members will be aware, the SW Regional FiReControl Project Board has been saying for most of 2008 that the previous timescale of first cutover for Devon & Somerset Fire & Rescue Service of October 2009 was unachievable. This was largely due to the inability of the Department for Communities and Local Government (CLG) and EADS (the technology providers) to produce the necessary products to FRSs to allow proper transition work to be undertaken.
- 1.2 Discussions have been undertaken over the summer as to the probable length of any delay and the implications of that from a national perspective. In November, the delay was finally announced. From a national perspective this is a nine month delay with compression of four months for the final fire and rescue services (FRSs) to cutover, although CLG has stated that certainty over the new dates will only be confirmed later. For individual South West FRSs the delay ranges from six to eleven months.
- 1.3 The SW Project Board, at its meeting on 17 December, considered the FRS cutover order for the South West and has since confirmed to CLG the order and dates which they require. Broadly speaking the cutover order remains the same as previously and the dates supplied to CLG are all those satisfy FRSs.

<b>FRS</b>	<b>Previous Cutover Date</b>	<b>Current Cutover Date</b>	<b>Delay (months)</b>
Somerset	October 2009	July 2010	9
Devon	January 2010	July 2010	6
Dorset	March 2010	October 2010	7
Avon	May 2010	November 2010	6
Cornwall	July 2010	June 2011	11
Wiltshire	September 2010	August 2011	11
Gloucestershire	January 2011	October 2011	9

- 1.4 Overall, there appears to be a sense of relief that the long anticipated delay has been announced. This will enable people to more accurately plan for the transition from both organisational and individual perspectives. It is considered that the nine month delay for Devon & Somerset remains challenging and will be dependent on EADS and CLG releasing the necessary products in a properly organised manner and to a standard that the work can be completed satisfactorily at the first attempt.
- 1.5 This report considers the implications from both the clients' (the FRAs) and the contractor's (South West Fire Control Service Ltd) perspective. This is because many of the issues, particularly those revolving around the personnel and transition aspects are closely inter-related and require work to be completed by both parties to achieve a successful transition.
- 1.6 This paper looks at the implications from financial, personnel, technological and transition perspectives. Not all of this work is yet complete, particularly on the technological implications and therefore this report is set at a strategic level with detailed work being undertaken by individual FRSs and the Regional Project Team.

## 2. **FINANCIAL IMPACT**

- 2.1 During the course of discussion with CLG over the summer regarding the possible impacts of the delay it was made clear by Regional Project Directors (RPDs) that there would be a financial impact which would not be insubstantial. CLG has reaffirmed its commitment to fund all transition costs up to cutover of each FRS and this is to be welcomed. However, RPDs and the Local Government Association (LGA) have made it clear that the previous stance of CLG i.e. that FRSs should pay for all aspects of business continuity, is no longer a sustainable argument. Firelink covered all costs associated with business continuity when the delay to the new radio scheme was announced. CLG understands that we expect similar financial consideration on the FiReControl project. However, at the present time there has been no firm commitment from CLG that this will be the case and pressure needs to be continually applied to ensure that proves to be the outcome.

## 3. **PERSONNEL IMPLICATIONS**

- 3.1 The personnel implications of the delay to the Project have been analysed at a number of different fora, not least the FRS HR practitioners that have been specifically appointed for the purpose of managing the FiReControl project. The consolidated lists of both positive and negative outcomes from the delay are as follows:

### ***Negative Implications***

- (a). It is difficult for individuals to plan ahead with confidence due to the manner in which the delay announcement has been communicated i.e. that there will only be certainty about the timings once early stages of delivery have been completed successfully.
- (b). Technical issues with out of date technology in some FRSs has a demoralising effect on staff.
- (c). All temporary promotions will need to be extended. This gives additional risk that some employees will possibly gain improved employment rights which may be difficult to guarantee over the longer term.
- (d). The manner in which the communication of the delay has been dealt with has led to a perception from some that it will either never happen or that it will slip again.
- (e). Key staff working on the project will retire before cutover leading to a skills shortage.
- (f). Detrimental pension scheme changes will now affect all staff rather than just those in later FRSs to cutover.

### ***Positive Impacts***

- (a). Existing personnel will remain in secure, well paid employment for a longer period which is especially relevant in the existing economic climate.
- (b). The delay allows more time to develop some of the FRS specific HR policies e.g. retention/re-deployment.
- (c). There is more time to support individuals' development needs to give them a better chance to secure their desired post in the RCC or elsewhere.
- (d). There is more time to train staff employed for backfill (Initial Staff Pool).

- 3.2 On balance, it is considered that the delay is positive in terms of the people transition issues associated with the project.

#### **4. TECHNOLOGICAL IMPACT ON EXISTING CONTROLS**

- 4.1 CLG has determined a methodology to understand the technological impact on existing controls in a four stage process.

##### ***Stage 1 – Initial Impact Assessment.***

This piece of work was completed by FRSs by 09 January 2009 and consisted of freeform text responses by each FRS, collated at a regional level, and identifies the likely scale and location of issues.

##### ***Stage 2 – Detailed Impact Analysis.***

Each FRS affected by Stage 1 needs to be complete a more detailed analysis by 30 January 2009. It is in the form of a completed impact questionnaire that quantifies the risks and issues within each FRS.

##### ***Stage 3 – An Impact Validation***

This needs to be completed by 06 March 2009. It will be carried out by CLG and an independent third party working with FRSs and will result in a master spreadsheet listing each of the validated risks and issues that are faced by FRS.

##### ***Stage 4 –Actions Required.***

To be completed by 27 March 2009. This will be carried out by CLG in consultation with the FRSs and regional teams. The report will identify the resources required to address each of the issues and the actions required to mitigate the risks associated with the delay.

- 4.2 At the time of writing we are in the transition from Stage 1 to Stage 2. Initial assessment indicates that the impact varies significantly with each FRS. In the worst position is the Devon control which should have commenced replacement in 2004 (this was put on hold as a result of the announcement of the FiReControl Project). Devon will require substantial work to keep the legacy system in operation up to the new cutover. Somerset's and Cornwall's controls will also require investment whilst those in Wiltshire, Avon, Gloucestershire and Dorset are in a better position. There will be some financial impact on each FRS, however, as a result of the delay.

#### **5. IMPACT ON TRANSITION**

- 5.1 It is very apparent that there is much work to do at both the regional (coordination) level and within each FRS and in the RCC. The main bodies of work which will impact are firstly the implementation of the FiReControl Ways of Working, which are standard procedures requiring adoption to ensure that the FiReControl can deliver FRS, regional and national mobilising. The Ways of Working will require substantial re-configuration of the current operating procedures for FRSs and will inevitably involve substantial change from existing practices which have been in place for some considerable time. The second main aspect which will need to be developed is that of preparing FRS data in both quantity and form that will enable the RCC to perform the functions that each FRS requires. The delay to the project gives more time for both of these activities to be undertaken. However, it is Devon and Somerset's view that the nine month delay remains challenging for the completion of this work. Any delay to the issue of products either from EADS or from CLG will result in the risk of further delay to the project. Overall though, the delay is welcomed from the transition point of view.

## **6. CONCLUSION**

- 6.1 There is no doubt that the delay to the FiReControl project presents everyone with significant challenges, not least on the technological issues. However, the view of the Regional Project Board is that overall the delay is an opportunity rather than a threat. Perhaps one of the biggest, but most intangible, dangers is that individuals and organisations may be under the perception that progress can be slowed down. It is the view of the Regional Project Board that this would be a significant mistake and it is imperative that the excellent work which is being carried out at FRS and company level continues at pace. The final cutover date may be seen to be a long time away but the significant workload that needs to be carried out in the interim means that work must progress as it has done over the previous three years.

**CLIVE KEMP**  
**South West Regional Project Director**

REPORT REFERENCE NO.	RMB/09/6
MEETING	SOUTH WEST REGIONAL MANAGEMENT BOARD
DATE OF MEETING	28 JANUARY 2009
SUBJECT OF REPORT	PROPOSED RESPONSE TO THE DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT'S (CLGs) CONSULTATION ON PART 2 OF THE FiReCONTROL BUSINESS CASE
LEAD OFFICER	South West Regional Project Director (Clive Kemp)
RECOMMENDATIONS	<p>(a) <i>that the Board considers the content of the proposed response to the FiReControl Part 2 Business case, as attached at Appendix B to this report; and</i></p> <p>(b) <i>that, subject to incorporation of any amendments to the proposed response as may be agreed at the meeting, the Chairman be authorised to submit the response to the FiReControl Project Director before the deadline of the 27 February 2009.</i></p>
EXECUTIVE SUMMARY	Part 2 of the Fire Control Business Case was published in November 2008. Stakeholders have until 27 February on which to comment, following which, CLG will consider the comments on part 1 (issued in July 2008) and part 2 together, prior to issuing a further version this spring. This report highlights the key points that should be made to CLG and includes a draft letter of response.
APPENDICES	<p>A. RMB response to Part 1 of the Business Case as agreed at the Board meeting held on 19 September 2008</p> <p>B. Recommended response to Part 2 of the Business Case.</p>
LIST OF BACKGROUND PAPERS	FiReControl Business Case Part 2 (draft) November 2008. <b>PLEASE NOTE THAT – OWING TO ITS SIZE – A COPY OF THIS DOCUMENT HAS BEEN PROVIDED ONLY TO SUBSTANTIVE MEMBERS OF THE BOARD. THE DOCUMENT MAY BE VIEWED ON THE DEVON &amp; SOMERSET FIRE &amp; RESCUE SERVICE WEBSITE (ALONG WITH THE OTHER SOUTH WEST REGIONAL MANAGEMENT BOARD PAPERS) – <a href="http://www.dsfire.gov.uk">www.dsfire.gov.uk</a> – OR THE DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT WEBSITE - <a href="http://www.communities.gov.uk/publications/fire/fcbusinesscasepart2">www.communities.gov.uk/publications/fire/fcbusinesscasepart2</a>.</b>

## **1. BACKGROUND**

- 1.1 Members will recall that the Department for Communities and Local Government (CLG) gave a commitment to publish the 2008 version of the FiReControl Business Case in June 2008. In July 2008 they published part 1, the regional annexes and the RMB agreed a response to CLG at its meeting on the 19 September (Minute RMB/18 refers). This response is attached as Appendix A. In November 2008 CLG issued part 2 of the Business Case at the same time that they announced the length of the delay (the implications of which are subject to another report at the meeting).
- 1.2 Stakeholders of the FiReControl Project have until 27 February to respond to the part 2 of the Business Case. Following that consultation, both the comments made in part 1 and part 2 will be assessed together by CLG and a further version of the complete Business Case has been promised in the spring of 2009. It will be this latter document which Fire Authorities will need to consider when determining whether they are finally to commit in principle to moving their operations in the RCC and close down their existing fire controls.

## **2. ANALYSIS BY THE PROJECT BOARD**

- 2.1 The South West Regional Project Board (RPB) held a special meeting to consider the contents of part 2. The RPB will be making separate comments on matters of detail. However, it is recommended that the Regional Management Board also make comments on the strategic elements of the Business Case as the National Framework lays responsibility on the RMB for certain elements of the project.

## **3. MAIN POINTS OF EMPHASIS**

- 3.1 The recommended letter to be returned to CLG on part 2 is attached as Appendix 2. The key messages that are recommended to be conveyed to CLG are as follows.
- 3.2 It is very difficult to assess the implications of part 2 as there has been no response to any comments made on part 1. There is no doubt that if CLG decide to adopt some of the recommendations in part 1 responses, particularly regarding resilience payments, etc, it will affect the overall national cost of the project on which Fire Authority Members have a legitimate interest. It is improbable, however, that these changes will have a negative financial effect at fire and rescue service (FRS) and regional level.
- 3.3 There remain some Business Case assumptions which are far from concluded. It is pleasing to note that the Business Case Assumptions Review Group (BCARG) has been reconvened under the chairmanship of the Local Government Association (LGA) and is working hard to assess the unquantified assumptions to further inform the financial aspects of the Business Case.
- 3.4 Although the delay is disappointing in many respects it does give further time for the assumptions to be refined and for detailed work to be concluded in FRSs so that the true cashable savings can be ascertained by independent financial experts. This work was only partially completed when the part 1 figures were published.

- 3.5 It is also an opportunity for the South West Region to reconfirm some of the points that it has been impressing on CLG over the recent period. Two of these are significant:
- Firstly that the regional resilient payment formerly suggested by CLG is unworkable in the South West and that resilience payments should be made at a fire and rescue authority (FRA) level. This is a common theme from other regions who have commented on the regional annexes.
  - Secondly, it is an opportunity to make the point that the South West Fire Authorities have yet to commit, either in principle or practice, to move their operations into the South West RCC. This is, surprisingly, not included in the national risk register and the letter recommends that this be addressed.

#### **4. CONCLUSION**

- 4.1 Members and Fire Authorities have been waiting for the part 2 of the Business Case for some considerable time. It is surprising that it has been issued without taking due cognizance of part 1 comments and therefore the part 2 Business Case needs to be treated with a degree of scepticism. It is considered worthwhile in making comments on part 2 but the key document will be the reissued full Business Case in the spring of 2009.

**CLIVE KEMP**  
**South West Regional Project Director**

**B. Hughes  
CHAIRMAN, SOUTH WEST  
REGIONAL MANAGEMENT BOARD**

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**Mr Richard How  
FiReControl Project Director  
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Your ref CK/KW

Date : 22 September 2008

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:

Our ref : CK/KW

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Dear Mr How

**South West Regional Management Board Comments on the FiReControl Business Case Part 1 – Regional Case for the South West**

I refer to the recent issue of the regional Business Case for the Fire Control Project in which you requested comments by the 30 September 2008. As Chairman of the South West Regional Management Board (RMB) I am authorised to write to you with the comments of the Board on the Business Plan, which was discussed at a meeting on the 19 September.

**Current South West Position**

Firstly, I must express our profound disappointment that the Business Case was not released on the well-publicised date of the 30 June. We had several major events planned to follow on from that date and a significant amount of work had been done by officers to prepare. Members had high expectations that the long awaited answers that they had been requesting would be forthcoming and the failure to publicise by the due date undermined not only the logistics that had been put in place but also further eroded Members' confidence in the project.

We were also very surprised at the manner in which the Business Case was released, i.e. in two parts, one of which has yet to be issued. We have been informed by our officers that they too were very surprised at the manner of the release which does nothing to promote or support the partnership approach that is so often quoted by CLG.

Before going into specifics on the Business Case, it would be helpful for you to understand the current position of the South West fire & rescue authorities (SWFRAs) with regards to the FiReControl Project.

The SWFRAs have a very clear position on the Fire Control Project. This can be summarised as follows:-

- (a) fire & rescue authorities will work towards preparation for cutover using New Burdens Funding.
- (b) the SWFRAs will participate in the Local Authority Controlled Company (LACC) subject to there being no long-term commitment - either financial or otherwise - at the present time. It is for this reason, for example, that the Company will not take the lease of the building.

The SWFRAs have not agreed to move their operations into the Regional Control Centre in principle or practice. The RMB, by virtue of its constitution, is precluded from making decisions on FiReControl issues which are binding on any individual fire & rescue authority. It will, therefore, be necessary for the SWFRAs individually to agree in principle to join the Regional Control Centre prior to entering into the various agreements referred to in the National Framework which are due to be signed in the early part of 2009.

Discussions at RMB over recent years have focussed on financial savings. We were sceptical from the start when, in 2003, we were told that there would be 30% savings from the FiReControl Project. We have seen this fall steadily over the years as we predicted. Indeed, contrary to the position as set out in the Part 1 Business Case, the South West region now considers that it will be in a cost situation (see below). Although a matter for individual fire & rescue authorities, I have been authorised to inform you that no SWFRA is likely to agree in principle to transfer its operations into the Regional Control Centre if there will be an increase in costs at an individual authority level. Neither is it considered likely to be acceptable for those fire & rescue authorities showing savings to subsidise those in a cost situation. We would also need to consider the vires of such an approach and, although we have not taken definitive legal advice on this issue, our view is that this would be considered ultra-vires. Therefore, in order to avoid compulsion through Section 29 of the Fire and Rescue Services Act, CLG must find a mechanism to offer savings to each fire & rescue service. A centrally-allocated resilience payment (see below) would, we suggest, be the best mechanism for this.

### **Regional v National Assumptions**

We understand that national assumptions have been used in the Business Case. We acknowledge that this was necessary in order to gauge true comparisons between regions. However, in analysing the Business Case at a regional level we need to use regional assumptions and actual data.

- (a) Local Authority Controlled Company (LACC)

LACC running costs have been estimated at £261k more than calculated by CLG. This figure is made up of actual costs being incurred on staff within fire & rescue services (FRSs) who may transfer or be appointed. It also includes some assumed (but prudent) costs for utilities, company running costs, etc.

(b) Data

The staffing model has recently been changed with no consultation with FRSs or project officers. CLG now assumes there will only be two persons within the Regional Control Centre to perform all data related functions. The allocation of an extra 0.5 person per FRS, with associated costs of £172k for the region, is considered to be substantially underestimated. It is also the case that increased data requirements will fall disproportionately on South West FRSs, as those who do not have a substantial data capability at present will require more personnel than those with a higher current capability. This has not been taken into account as far as we are aware.

(c) Resilience Payment

Even without presently unknown data requirements, the increase in the company costs has placed the South West in a cost rather than a savings situation. The current CLG policy on resilience payments is that they are made at a regional level and therefore the South West would now qualify for a resilience payment. However, there are a number of issues about the regional allocation with which we take issue:-

- (i) We fail to understand why fire & rescue authorities (FRAs) are bearing the cost of national resilience. The RCC project design requires a much higher level of resilience because of the dependence on a network of 9 RCCs and the importance of the fall-back arrangements. That is a government decision and it is therefore our view that government should bear the cost of that national resilience. We consider that the best way to do this would be for CLG to calculate the extra cost of the resilient aspects of the project, e.g. increased costs for the building, the facilities maintenance (FM) contract and the infrastructure services contract, and to make those payments centrally. This would simply be an alternative way of distributing funding but its effect would most likely be to place all SWFRAs in a savings situation which would go some way to realising the promises which were made at the commencement of the Project.
- (ii) If government insists on maintaining the present policy of regional resilience payments, the capping of that payment to three years is unacceptable. Several SWFRAs have minimum Revenue Support Grant (RSG) settlements and none is considered to be generous. Therefore, in three years, savings will need to be made elsewhere in SWFRAs to pay for the Regional Control Centre. This is clearly unacceptable.
- (iii) Some costs are presently unquantifiable, i.e. data. It is clear to members and officers in the South West that true costs of the Regional Control Centre Project will not be known until the Centre has been operating in steady state for some time. Therefore, we cannot see the logic in the costs or savings being fixed at this moment in time especially this far before go live.

In conclusion, SWFRAs are highly unlikely to commit to moving into the RCC under current CLG proposals. Having discussed that matter in some detail, we feel that - morally and practically - the government should fund those elements of national resilience centrally, returning the region to a net savings position, and CLG fulfilling its well publicised promise of allowing FRAs to keep those savings to reinvest in the service as it sees appropriate.

The comments within this letter are understandably critical of CLG in the manner that this project has been managed. However, we hope that some of the suggestions contained within the letter - particularly that of a centrally funded resilience payment - will assist CLG in gaining the support of the fire & rescue authorities not only in the South West but across the country.

I look forward to your reply.

Yours sincerely

Bernard Hughes  
Chairman  
South West Regional Management Board

Copies to:-

The Rt. Hon Hazel Blears MP – Secretary of State for Communities and Local Government  
Parmjit Dhanda MP – Minister for Fire, CLG  
Eric Pickles MP – Conservative Shadow Secretary of State for Communities and Local Government  
Stewart Jackson MP – Conservative Shadow Fire Services Minister  
Julia Goldsworthy MP – Liberal Democrat Shadow Secretary of State for Communities and Local Government  
Dan Rogerson MP – Liberal Democrat Shadow Communities and Local Government Minister

**B. Hughes  
CHAIRMAN, SOUTH WEST REGIONAL  
MANAGEMENT BOARD**

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**Roger Hargreaves  
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:	:	:

Dear Mr Hargreaves

**South West Regional Management Board Comments on  
Part 2 of FiReControl Business Case**

I am writing to you on behalf of the South West Regional Management Board in response to your request for comments on part 2 of the Business Case issued in November 2008

The views set out below are the collective views of the RMB. However, individual Authorities also reserve the right to make comments on the business case as they see fit.

**General**

1. You have already received comments regarding part 1 of the Business Case. For the avoidance of doubt those comments should be read in conjunction with this letter. The comments on part 2 do not substitute for those previous comments or negate their importance.
2. As there has been no response from CLG on our comments to part 1 of the Business Case, it is very difficult to comment with accuracy on part 2. This is due to the fact that if CLG accept the comments on part 1, and act upon them, there is no doubt that it will affect part 2 of the business case.
3. The fact that there will be another iteration of the business case in the spring gives us no confidence that this one is accurate.

4. The headline annual saving has been reduced from 28% in 2007 to 11% in 2008. In addition, the range of possible national savings is as low as 1%. We consider this range very wide and this gives us no confidence that CLG has yet reached the point where all the costs and savings arising from the project are clearly understood.
5. There are still too many unknown assumptions which need to be finalised before the figures can be more accurately determined. In particular we would refer you to:-
  - a. Group Services – it remains unclear exactly what Group Services will consist of, what resources will be required to sustain this function, where these resources will be located, or what the management and governance structure will be. We understand that there could be substantial costs associated with this function which CLG will expect Fire & Rescue Authorities to fund.
  - b. The data management requirements for both FRSs and for the RCC are still subject to some disagreement with CLG and these costs will, we estimate, be substantial.
  - c. We have previously informed you that we consider the costs associated with running the Local Authority Company are substantially underestimated. In our part 1 response we refer particularly to the aspect of data management. However, we now consider that costs for utilities are substantially underestimated and there is insufficient provision made within the business case for support functions, such as personnel, legal, finance, and health and safety. The CLG assumption is that these functions will be provided free of charge by one of the member authorities. This assumption is highly unlikely to be realised.
6. We are pleased that the FRS cashable savings will now be accurately determined by further visits by financial consultants and consider that this will improve the accuracy of the cashable savings for each FRS as a result of closing their controls.
7. We are pleased that the resilience payments solution that we raised in part 1 has now been revisited. However, we wish to reiterate that a voluntary cost apportionment model within the South West is highly improbable and the best solution is transparent resilience payments at an FRA level with a guarantee that these will be reviewed independently and fairly at the 3 year period. There also needs to be a commitment that those payments will continue until the end of the project, which may be beyond the period identified in the Business Case.

I turn now to the specific questions raised on page 13 of the business case.

a. **Should the business case cover any additional issues or material and if so what?**

We feel that the business case is not explicit enough on reprocurement and refresh costs, specifically, on when these will fall, who will carry out the reprocurement, the quantum of costs anticipated and how these have been arrived at.

b. **Does any of the content of the business case require revision or updating?**

We have tended to ignore the detailed financial data within the tables as, previously stated, we believe that your responses to our comments on part 1 will affect many of these financial figures. However, we do feel that there is an omission in appendix M, Project Risks. We are surprised to see that there is continued absence of a risk regarding the willingness of Fire Authorities to transfer their operations into the Regional Control. The South West has made it clear on a number of occasions that several Fire Authorities are unlikely to voluntarily shut down existing controls and move their operations into the Regional Control. We also understand that there are other Fire and Rescue Authorities across the country in similar positions and consequently consider that this is a national rather than a South West risk. This is absent from the appendix and we strongly recommend that this is included. We recommend that the risk be assessed as “very high” and the impact accordingly. CLG will need to consider the mitigation actions.

c. **Is the Business Case clearly communicated and easily understandable?**

There is no doubt that the document is easier to read than previous versions. We understand that the Business Case is designed to serve a number of purposes, not least to justify national investment. In that respect, some of the document is difficult to read and understand in detail. However, the Business Case is CLG's document and not ours. Therefore the content, style and detail are a matter for CLG and not for us.

Finally, we note that you intend to publish a detailed business case again in the spring of 2009. For elected members who have been involved in this project for a number of years, we have to say that we treat this statement with some scepticism. It would be helpful, in order to build confidence and better manage stakeholder expectations if a more definitive date could be advised by CLG. We also need to advise that if CLG expect Fire Authorities to make decisions on final commitment to the project in the summer or autumn of this year, then any delay to the next version will present a substantial risk to the South West first cutover date of July 2010.

Yours sincerely

Bernard Hughes  
Chairman South West Regional Management Board

<b>REPORT REFERENCE NO.</b>	<b>RMB/09/7</b>
<b>MEETING</b>	<b>SOUTH WEST REGIONAL MANAGEMENT BOARD</b>
<b>DATE OF MEETING</b>	<b>28 JANUARY 2009</b>
<b>SUBJECT OF REPORT</b>	<b>PROPOSED RESPONSE TO CONSULTATION ON PERFORMANCE STANDARDS</b>
<b>LEAD OFFICER</b>	<b>South West Regional Project Director (Clive Kemp)</b>
<b>RECOMMENDATIONS</b>	<p><i>(a) that the Board consider the proposed response to the consultation on Performance Standards, as attached at Appendix to this report; and</i></p> <p><i>(b) that, subject to incorporation of any amendments as agreed at the meeting, the Chairman be authorised to submit the response by the deadline of 2 February 2009.</i></p>
<b>EXECUTIVE SUMMARY</b>	Work is already progressing on local performance measures following the RMB meeting of 19 September. The Department for Communities and Local Government (CLG) is now consulting on proposed ministerial and network resilience standards. This paper contains the main elements of a recommended response to CLG and an Appendix with a detailed response.
<b>FINANCIAL IMPLICATIONS</b>	There are no financial implications as a direct result of this report. However, there may be financial consequences as a result of CLG deliberations as higher standards require higher staffing levels within the RCC which will need to be paid for by FRAs.
<b>APPENDICES</b>	<p>A. Copy of Powerpoint presentation – Performance Standards.</p> <p>B. Recommended Board response to CLG on performance standards.</p>
<b>LIST OF BACKGROUND PAPERS</b>	FiReControl Consultation document RPT0963 – FiReControl FRA to RCC Performance Standards (enclosed with the agenda to this meeting and page numbered separately).

## 1. **BACKGROUND**

- 1.1 Members will recall a discussion at the Regional Management Board on the 19 September regarding performance standards to be adopted between various parties associated with the RCC project. It is proposed by CLG that there be 3 levels of performance standards:-
- |         |  |
|---------|--|
| Level 1 | Ministerial standards.   |
| Level 2 | Standards to be consistent across Regional Control Centres (RCCs) to ensure good performance across the RCC network. |
| Level 3 | Local standards set between FRAs and the RCC.  |
- 1.2 The consultation document ref: RPT0963 (enclosed with this agenda and page numbered separately) deals with the Level 1 and Level 2 standards. Level 3 standards are subject of work presently being carried out by officers in FRAs and the RCC and will be subject to a future report to the RMB. Consultation responses are invited by 2 February 2009.
- 1.3 This is a complex and somewhat specialist piece of work that is fundamental to the contractual arrangements at all levels of the project.
- 1.4 The 2 ministerial standards are:
- OPS 001 – time taken to answer emergency calls at the RCC (95% in 5 seconds)
  - OPS 010 – time taken to answer a call at the network level (98% in 20 seconds)
- 1.5 Standards OPS 002-009 and OPS 011 are proposed level 2 standards

## 2. **THE RECOMMENDED RESPONSE IN SUMMARY**

- 2.1 The FiReControl Regional Project Board (RPB) held a special meeting to consider the consultation document and will be sending a separate detailed report to CLG on matters of detail. It is also recommended, however, that the Board responds separately on strategic issues associated with the performance framework. The main points contained within the recommended response are as follows.
- 2.2 Firstly it is recommended that an additional measure be introduced. There is already a measure to determine the quality of response to mobilising non-Fire and Rescue resources to support an incident. It therefore appears to be an anomaly that only the first response by an FRS is measured and it is therefore recommended that urgent requests for assistance are similarly measured.
- 2.3 There are a number of points regarding governance review and enforcement. It is very unclear what action will be taken if the RCC performs below standard either in terms of definitive and quantifiable performance or qualitative performance. There is also a recommendation that the performance standards are reviewed annually. To support this, a method needs to be determined as to how any changes can be enforced if there is no unanimous agreement across the whole country. It is obvious that the standards will need refinement over the life of the project and yet the documentation is silent on how this is to be approached.
- 2.4 It is also the opinion of the RPB that some of the standards are quite unspecific and need to be further refined to ensure that there are proper targets which are measurable and comparable across the 9 RCCs within the network.

2.5 The final main point concerns staffing. Some of the performance measures will have significant impact on staffing levels either at the control operator level or at a managerial/supervisory level. Although there is general agreement that the standards recommended can be achieved within the current staffing model agreed by the company, there are certain quality standards which will certainly have an impact on managerial staff. The Board needs to be satisfied that this has been taken into account when designing the managerial staffing structure within the RCC.

**3. CONCLUSION**

3.1 The agreement of performance standards is a critical piece of work within the RCC project. It is obvious that there needs to be clear and quantifiable performance measures and these need to be broadly acceptable to all the stakeholders who have a legitimate interest in the proper functioning of the RCC. The documents, however, present a number of questions and it is recommended that a proper response is sought from CLG on these issues.

**CLIVE KEMP**  
**South West Regional Project Director**

**B. Hughes  
CHAIRMAN, SOUTH WEST REGIONAL  
MANAGEMENT BOARD**

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**Roger Hargreaves  
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Dear Mr Hargreaves

**South West Regional Management Board response to the consultation on performance standards**

I am writing to you in my capacity as Chairman of the South West Regional Management Board which considered the CLG's documents on performance standards at its meeting on the 28 January.

First of all can I say that we recognise the response to the consultation is not in CLG's desired format. This is due to the fact that style is not conducive to member consideration at a public meeting and we would therefore request confirmation that our comments outlined in this letter will be taken into account in final deliberations.

**Comments**

- a) We refer to the Explanatory Notes on Page 2 of the consultation document and in particular to Note B - Contractual Remedies. The document suggests that page 2 forms part of the performance standards, the subject of the current review, although the comment is that enforcement mechanisms (and presumably limitations of liability) are matters that will be addressed later. We regard these matters as having great significance to Fire and Rescue Authorities and which need to be carefully considered in the context of the proposed Agreements as a whole and not merely in relation to performance standards. We have accordingly assumed that the current consultation does not seek comments on the contents of Note B, about which we would wish to be consulted at a later date in the wider context mentioned above.

- b) We recommend that an additional standard be introduced, that being, to ensure that urgently required resources (for example resources required as the result of a make up message) are mobilised to the identified location within a 60 second period from receipt of message.
- c) We consider that in order to measure the benefits claimed by the project are actually delivered, the current benefits realisation strategy be urgently revisited so that the measures which will be adopted by virtue of this consultation are collected in existing controls prior to cutover.
- d) The performance review meetings outlined in document RPT0963 should be a matter for local determination between the Company and the FRAs in the region and should not be nationally prescribed.
- e) We would request confirmation on how quality of call handling is to be assessed across the network and what would be the remedy if calls within any RCC are deemed to be consistently below the standard required.
- f) A number of the performance measures in the consultation document eg Ops 3, 4 and 5 are measuring “failure” rather than success. We consider that these should be reworded so that the emphasis is on positive performance rather than negative.
- g) We understand that the Minister wishes to impose a number of these standards. We would ask by what authority he seeks to do this as the RCCs will be governed by local authority controlled companies.
- h) We understand that the majority of the standards will be measured from steady state operations. However, as this is many months from initial cutover there is no way of knowing whether the measures are actually realistic. We therefore recommend that a formal review of performance standards is carried out one year after steady state and annually thereafter. However, this begs the question as to how that review is to be carried out and what is the means for enforcing any changes to standards as a result of that review. Revisions to standards should be based on the collective wish of FRAs and not any other mechanism (except where these are able to be fixed by the Minister). We would welcome your views on this matter.
- i) A number of the standards do not have specific targets but instead have what we consider to be bland comments such as “improve over time”. We consider that the standards should have proper targets set. However, we recommend that these are more appropriately set at the first formal annual review recommended above. This applies, for example, to standards OPS 3 and 5.
- j) The recommendation of 7 seconds to transfer a call to an alternative regional control in Ops 1 is critical to the success of the project as a whole. We see benefits in as many calls being handled in the “home” region as possible. To avoid calls being transferred too quickly, staffing levels will have to be high but the commensurate service to the public will be improved. Conversely a longer transfer time could allow lower staffing levels but a detrimental service to the public would result. We would ask how the 7 seconds has been derived by CLG and the implications of moving this target within the 15 seconds allowable in order to meet performance standard Ops 10.
- k) Performance standards Ops 6, 7 and 8 refer to a 2% sampling. In the South West this equates to 10 calls per working day. The analysis of these calls is qualitative in basis, requires a number of participants and is very labour intensive. We therefore require confirmation that the staffing structure recommended by CLG is sufficient to undertake this level of sampling and where the evidence is to support this.

- l) We would wish to know how CLG it is intended to enforce this Standard Ops 10 across the network of 9 RCCs.

I hope that you found the above comments useful. The Regional Management Board looks forward to receiving your considered response as soon as practicable.

Yours sincerely

Bernard Hughes  
Chairman  
South West Regional Management Board

# Performance Standards (Appendix B)

# Performance Standards

This presentation provides a summary of the performance standards proposed for the operation of the FiReControl network.

These standards are for review by the FRA, FRSs, LACCS and other FRS representative bodies.

After review and amendment, they will form part of the RCC to RCC and FRA to RCC contracts and will be a primary mechanism for reporting and proving RCC and network performance.

The accompanying Word document (RPT0963) should be referred to as the master definition for each standard and only that document forms part of the review. This presentation is an aid to understanding the proposed performance standards.

# Call Handling Service Level OPS001

Objective: Ensure emergency calls are handled with appropriate priority.

Measure: Time taken to answer Emergency and Operationally urgent calls.

Where measured: RCC

Sole responsible party: LACC

Description: Call handling time is the time between the call being passed from BT, Cable and Wireless or Kingston Communications and a CRO in an RCC answering the call.

The call is always passed to the local RCC.

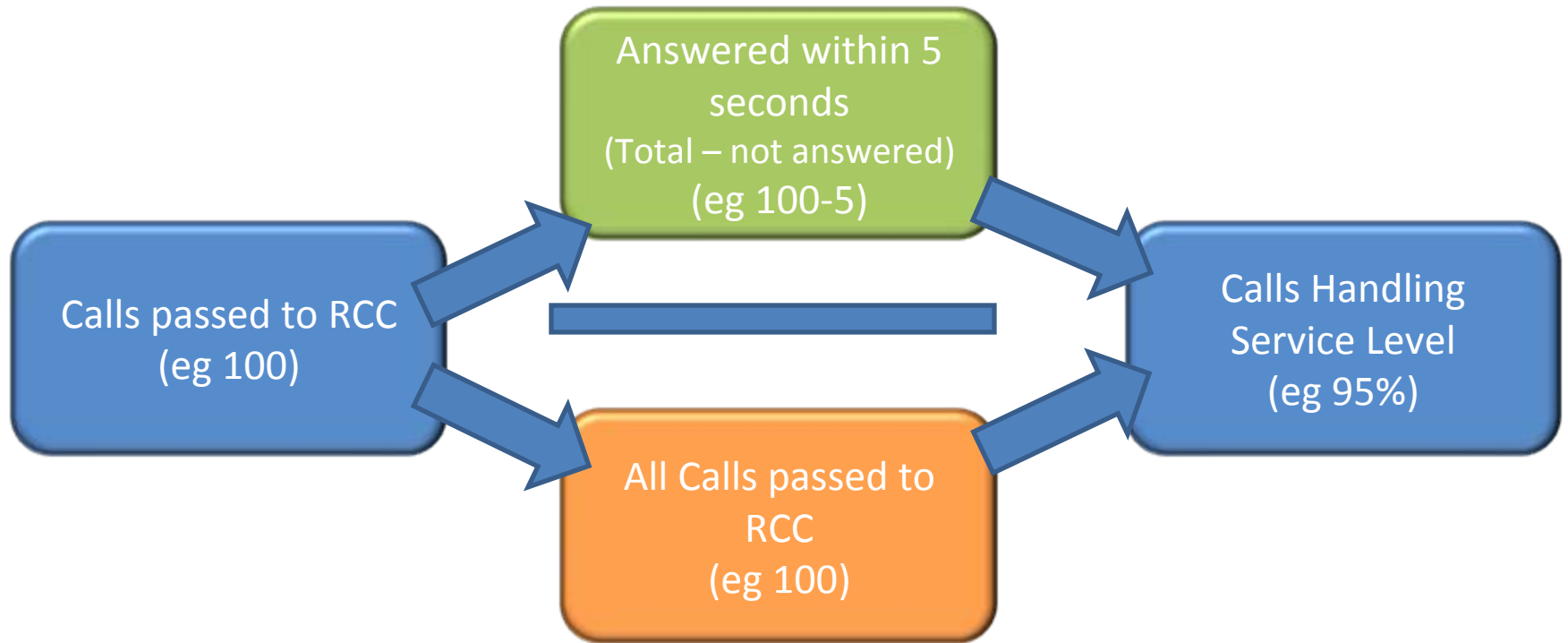
Should a call not be answered within 7 seconds, the RCC network automatically routes the call to one additional RCC with available operators (if no operators are available nationally, the call only remains queuing only at the local RCC). (see OPS0010).

Standard to be achieved: 95% of calls answered within 5 seconds, measured hourly.

Call Answer =

Applies to all RCC's once the call is passed to it.

# Call Handling Service Level OPS001



Standard to be achieved: 95% of calls answered within 5 seconds, measured hourly.

Call Answer =

Applies to all RCC's once the call is passed to it.

# Call Handling Mobilisation OPS002

Objective: To mobilise the initial response in accordance with Integrated Risk Management Plan (IRMP) within 60 seconds.

Measure: The median of all appropriate initial mobilisations each Day, is less than 60 seconds.

Where measured: RCC

Sole responsible party: LACC

Description: The mobilisation measure, is the time from the call being answered by a Control Room Operator (CRO) and the time at which an alert is sent to the first appropriate resource.

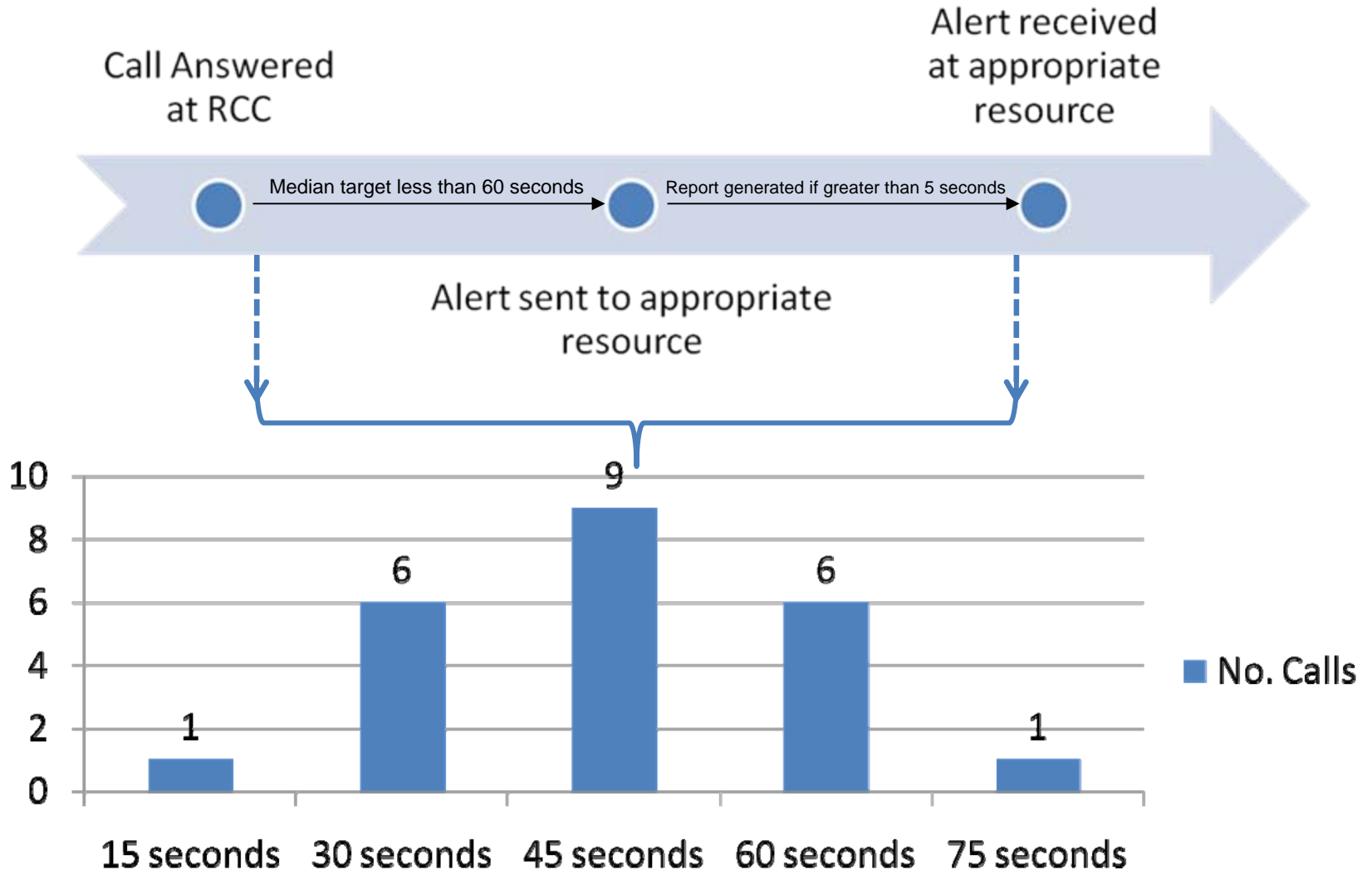
(The time that the resource receives the alert is also reported, if it takes more than 5 seconds between CRO alert and resource receiving the alert).

Standard to be achieved: A median Call Handling Mobilisation Measure for all Calls (other than those where a Pre Determined Attendance (PDA) is not generated due to the incident type and incident location combination)) each Day of less than 60 seconds.

Measured daily.

Applies to all RCC's once the call is passed to it.

# Call Handling Mobilisation OPS002



Standard to be achieved: A median Call Handling Mobilisation Measure for all Calls (other than those excluded under Paragraph 5.2) each Day of less than 60 seconds. Measured daily.

# Mobilisation Location Accuracy

## OPS003

Objective: To ensure all calls are answered effectively so that the correct location is presented to the resources attending.

Measure: The number of inaccurate location mobilisations reduces over time.

Where measured: Resource reports inaccurate location of incident.

Sole responsible party: LACC, FRS or caller dependent on findings.

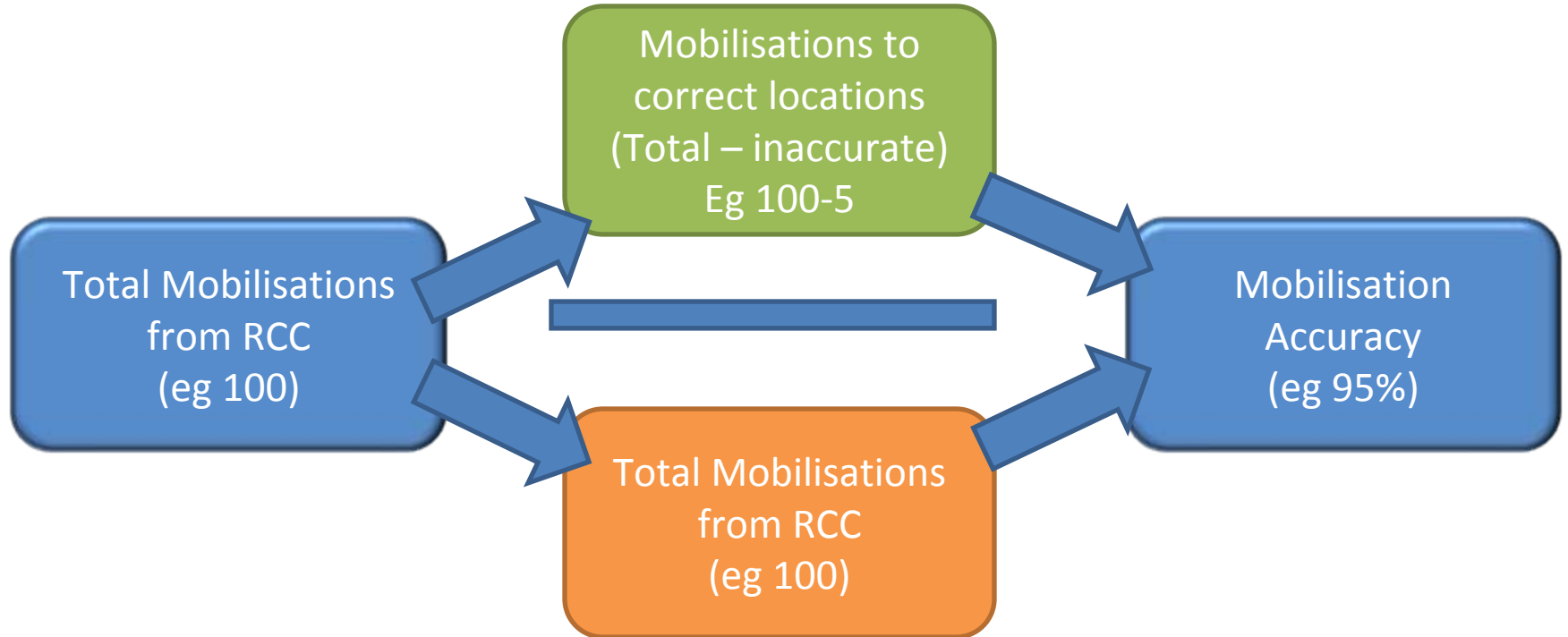
Description: For each inaccurate location mobilisation identified, the RCC shall undertake a review, a report shall categorise the reason into one of the following areas:

- Caller gives wrong location + operator followed procedure
- Operator did not follow correct procedure
- Inaccurate data in the Mobilisation and Resource Management System (MRMS) – dataset and owning organisation to be specified
- Appliance attends wrong location
- Other (specified)

Standard to be achieved: Improve over time. Measured Monthly.

# Mobilisation Location Accuracy

## OPS003



Standard to be achieved: Improve over time. Measured Monthly.

Resource reports inaccuracy.

Each reported incident reviewed for cause:

- Caller gives wrong location + operator follows procedure
- Operator **did not** follow correct procedure
- Inaccurate data in MRMS – dataset and owning organisation to be specified
- Appliance attends wrong location
- Other (specified)

# Incident Type Accuracy OPS004

Objective: To ensure all calls are answered effectively so that the correct incident type is presented to the resources attending.

Measure: The number of inaccurate incident type mobilisations reduces over time.

Where measured: Resource reports inaccurate incident type of incident.

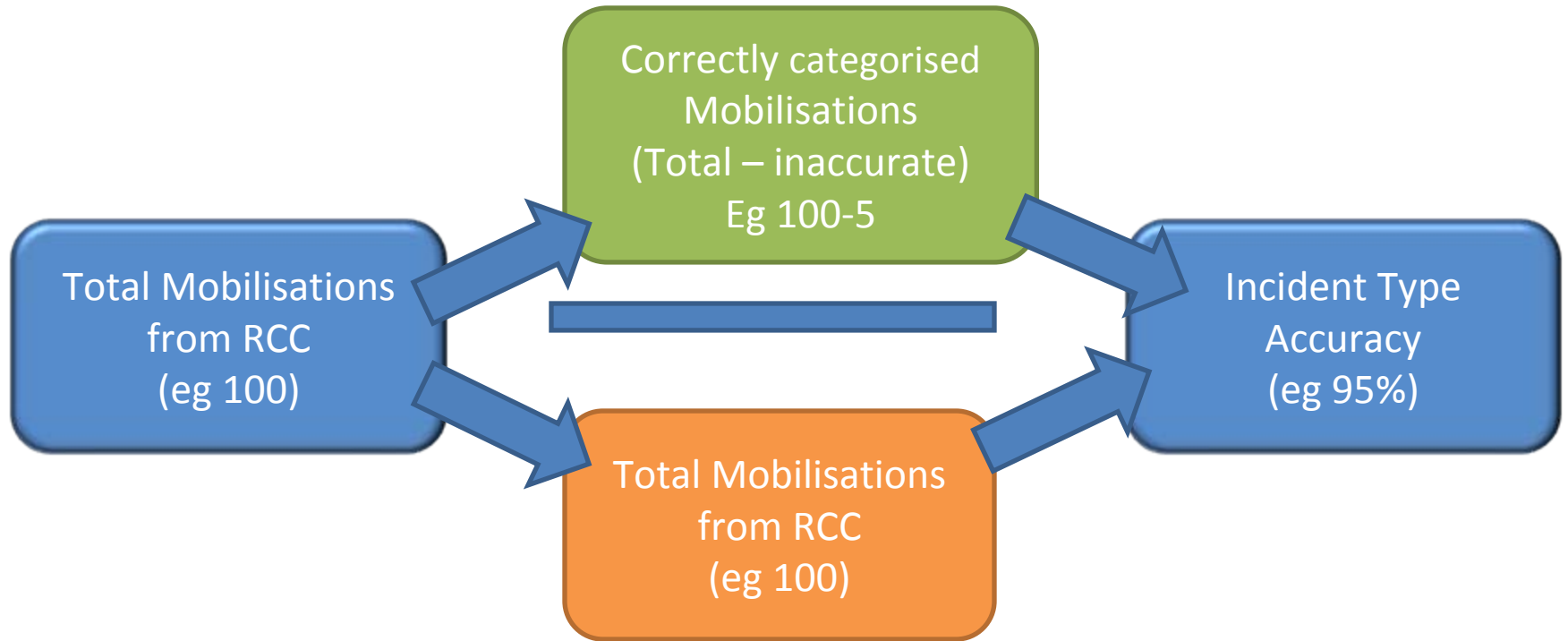
Sole responsible party: LACC, FRS or caller dependent on findings.

Description: For each inaccurate incident type mobilisation identified, the RCC shall undertake a review, a report shall categorise the reason into one of the following areas:

- Caller gives wrong description + operator followed procedure
- Operator did not follow correct procedure
- Incident types allocated correctly, however incident type changed by the time the first resource arrived.
- Other (specified)

Standard to be achieved: Improve over time. Measured Monthly.

# Incident Type Accuracy OPS004



Standard to be achieved: Improve over time. Measured Monthly.

Resource reports inaccuracy.

Each reported incident reviewed for cause:

- Caller gives wrong incident info + operator follows procedure
- Caller gives right incident info + operator **does not** follow procedure
- Incident type allocated correctly, however changed by resource arrival.
- Other (specified)

# Resource Allocation Accuracy OPS005

Objective: To ensure the resources mobilised to the identified location and incident type will be as required by the FRSs IRMP.

Measure: At all times, the appropriate resources will be mobilised, in accordance with the FRS IRMP.

Where measured: Resource reports inaccurate resource mobilisation.

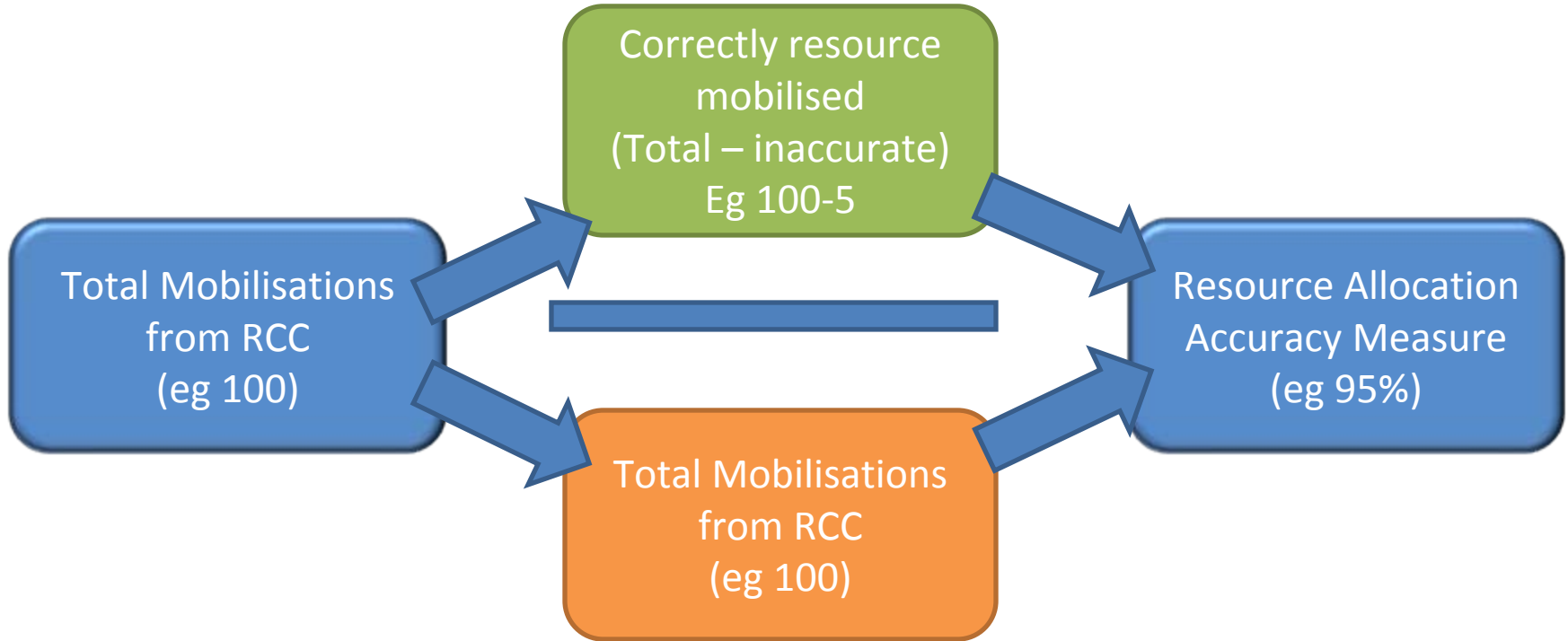
Sole responsible party: LACC or FRS dependent on findings.

Description: For each inaccurate resource mobilisation identified, the RCC shall undertake a review, a report shall categorise the reason into one of the following areas:

- any of the circumstances described in OPS003 or OPS004;
- the operator dealing with that call allocating Fire Resources other than those prompted by the system
- there was inaccurate data in the MRMS, data set and owning organisation to be specified
- no other Fire Resource being available
- Fire Resource did not attend as instructed to do so
- other – reason to be specified

Standard to be achieved: Improve over time. Measured Monthly.

# Resource Allocation Accuracy OPS005



Standard to be achieved: Improve over time. Measured Monthly.

Resource reports inaccuracy

Each reported incident reviewed for cause:

- any of the circumstances described in OPS003 or OPS004;
- the operator dealing with that call allocating Fire Resources other than those prompted by the system
- there was inaccurate data in the MRMS, data set and owning organisation to be specified
- no other Fire Resource being available
- Fire Resource did not attend as instructed to do so
- other – reason to be specified

# Call Handling Quality OPS006

Objective: To ensure all customer interactions are handled in an appropriate manner.

Measure: Measure the number of complaints and compliments received. In addition, undertake proactive reviews and document all findings.

Where measured: RCC and FRS if they receive feedback

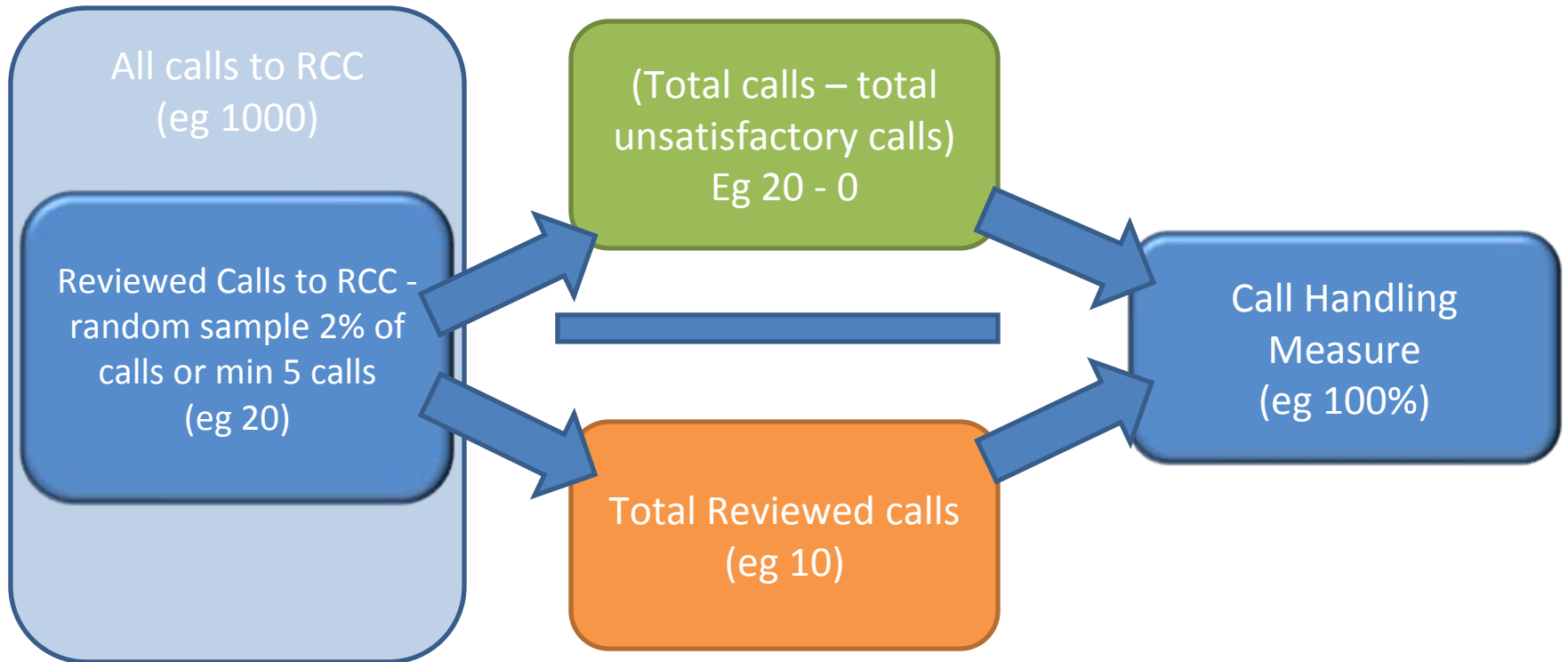
Sole responsible party: LACC

Description: A proactive review of at least 2% of calls shall be undertaken by the RCC. Each call shall be rated as either satisfactory or unsatisfactory. For each call that is rated unsatisfactory, a reason (s) will be given:

Standard to be achieved: 98% of calls found to be satisfactory.

In addition, report number and reasons for complaints or compliments.

# Call Handling Quality OPS006



Standard to be achieved : 98% of sampled calls found to be satisfactory.  
Improve performance over time  
Measured monthly

In addition, report number and reasons for complaint or compliments.

# Provision of Information to Callers

## OPS007

Objective: To ensure the relevant information is passed to the caller in accordance with Emergency Call Management (ECM) and FRS policy.

Measure: Based on proactive sampling, report on the results found.

Where measured: RCC

Sole responsible party: LACC

Description: A proactive review of at least 2% of calls shall be undertaken by the RCC. Each call shall be rated as either satisfactory or unsatisfactory. For each call that is rated unsatisfactory, a reason(s) will be given:

- The operator dealing with that call failing to deal with the call in compliance with the applicable call handling policy (details to be provided);
- other – reason to be specified

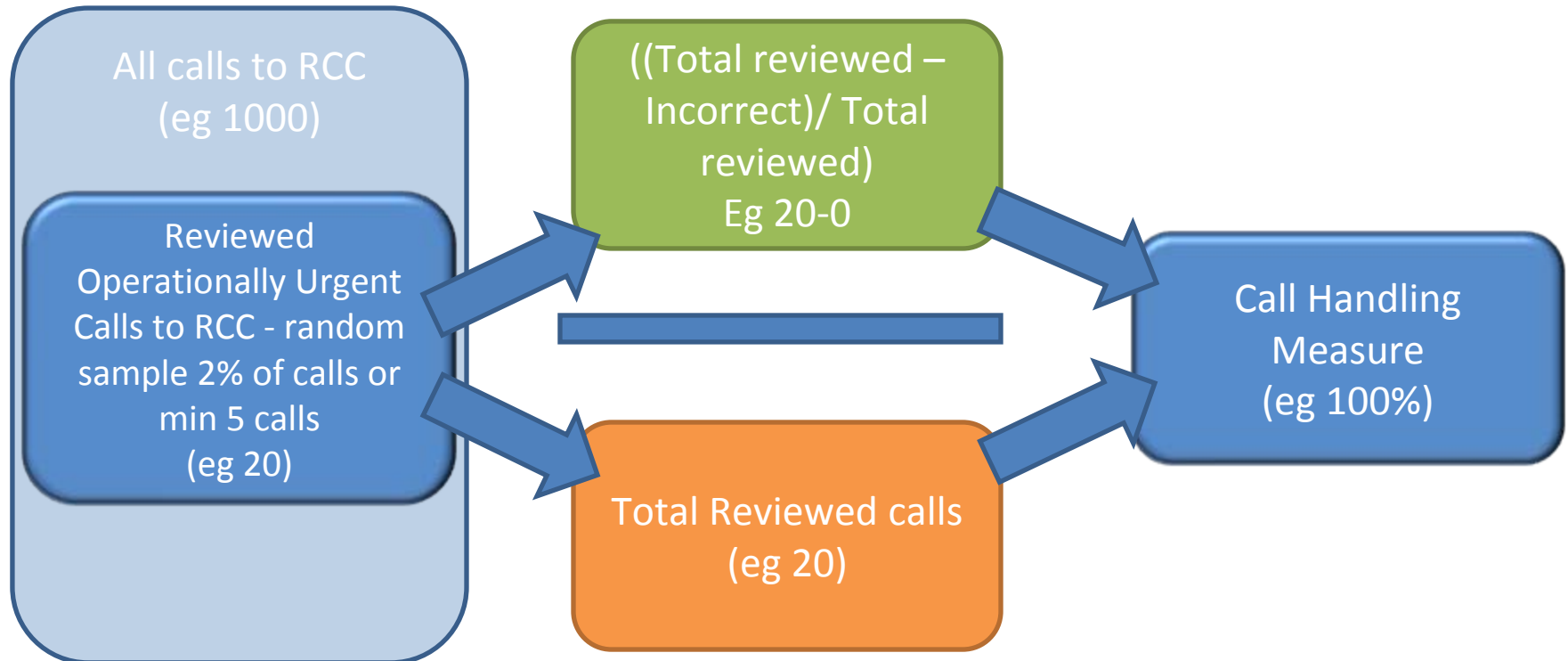
Standard to be achieved : 98% of sampled calls found to be satisfactory.

Improve performance over time

Measured monthly

# Provision of Information to Callers

## OPS007



Standard to be achieved : 98% of sampled calls found to be satisfactory.

Improve performance over time

Measured monthly

Information incorrect/incomplete relative to ECM & policies of FRA for the area for the incident

Same sample and review as for OPS006

Binary pass/fail for each call (not in relation to amount of information not provided) but reason for failure to be identified.

# Incident Support OPS008

Objective: To ensure incident support is provided to the resources in accordance with FRS policy.

Measure: Based on proactive sampling, report on the results found.

Where measured: RCC

Sole responsible party: LACC

Description: A proactive review of at least 2% of calls shall be undertaken by the RCC. Each call shall be rated as either satisfactory or unsatisfactory. For each call that is rated unsatisfactory, a reason (s) will be given:

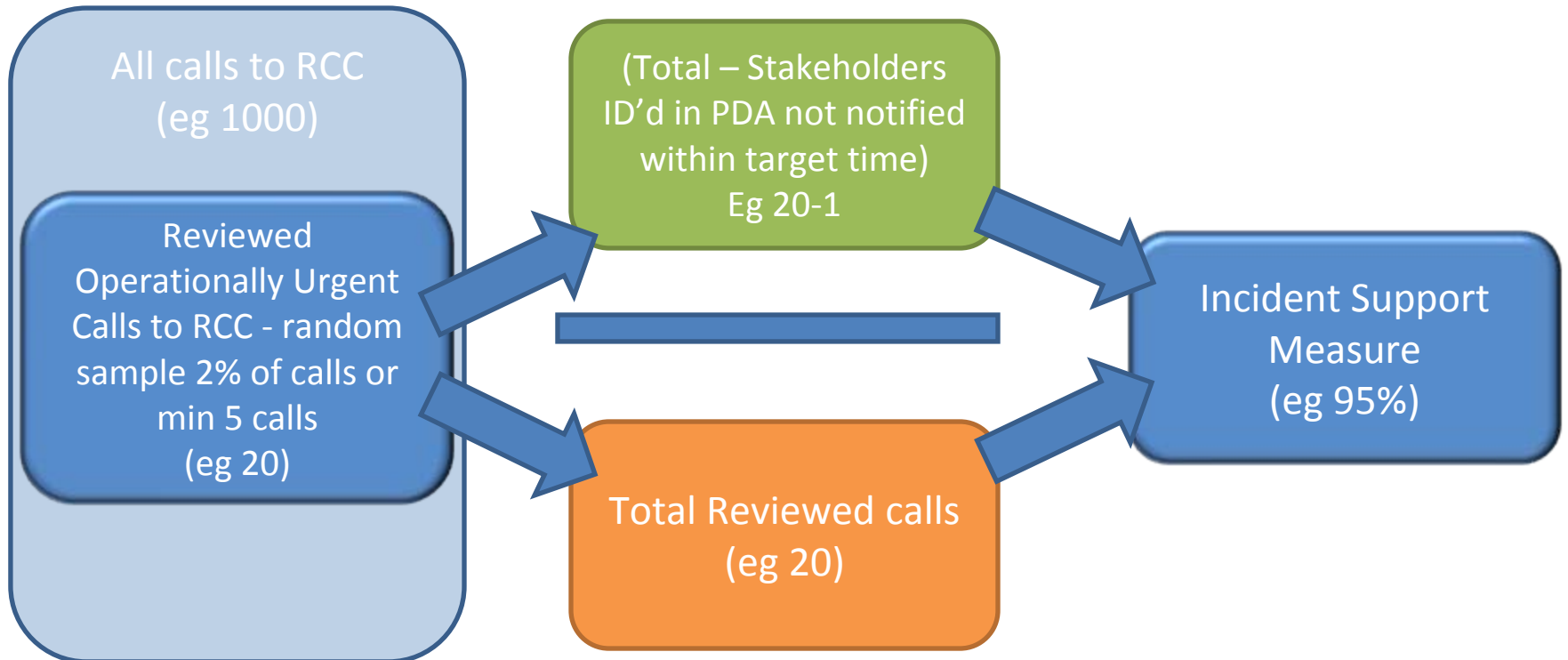
- Lack of resources e.g. staffing levels
- System failure – description
- Abnormal event - description
- Operator error (to include if wrong resources sent)
- Other – reason to be specified

Standard to be achieved : 95% of sampled calls found to be alerting priority requests for specified (non fire service) resources within 60 seconds of emergency call ending (or previous PDA notification call ending).

Improve performance over time

Measured monthly

# Incident Support OPS008



Standard to be achieved : 95% of sampled calls found to be alerting priority requests for specified (non fire service) resources within 60 seconds of emergency call ending (or previous PDA notification call ending).

Improve performance over time

Measured monthly

Prompt notification to stakeholder =

- First stakeholder specified in PDA <60 seconds of emergency call ending
- Each other stakeholder specified in PDA <60 seconds of previous notification

Same sample and review as for OPS006 & OPS007

Binary pass/fail for each call (not in relation to No. stakeholders)

# Resource Allocation Strategic Cover Moves OPS009

Objective: The RCC operates within the FRA IRMP policy. This is expressed as alerts to make cover moves as defined by the FRA.

Measure: The number of times a cover move alert is not actions within 10 minutes

Where measured: RCC

Sole responsible party: LACC

Description: FRSs determine the minimum cover requirements for geographic areas in the MRMS. When these minimum cover levels are breached, an alert is generated in the RCC and the Resource Manager will attempt to mitigate it. Each month, for each of the cover move alerts that are not dealt with within the target, the RCC shall undertake a review of the reasons. The report shall categorise the reason for the incorrect resource into one of the following areas:

- Resource manager overruled recommendation – reason stated
- Insufficient resources to undertake covering move
- Other - specified

Standard to be achieved: Improve over time. Measured Monthly.

# Resource Allocation Strategic Cover Moves OPS009



Standard to be achieved: Improve over time. Measured Monthly, reported by FRA.

Cover Move alerts automatically generated by the RCC by FRA  
Cover moves generated are based on the IRMP for the relevant FRA  
Measure assesses number of alerts not actioned within 10 minutes

# Call Handling – Fallback and Recovery

## OPS0010

Objective: At a network level, 98% of calls should be answered within 20 seconds. All performance standards should still be met at a network level should 1 RCC fail.

Measure: At a network level, 98% of calls should be answered within 20 seconds.

Where measured: RCC network

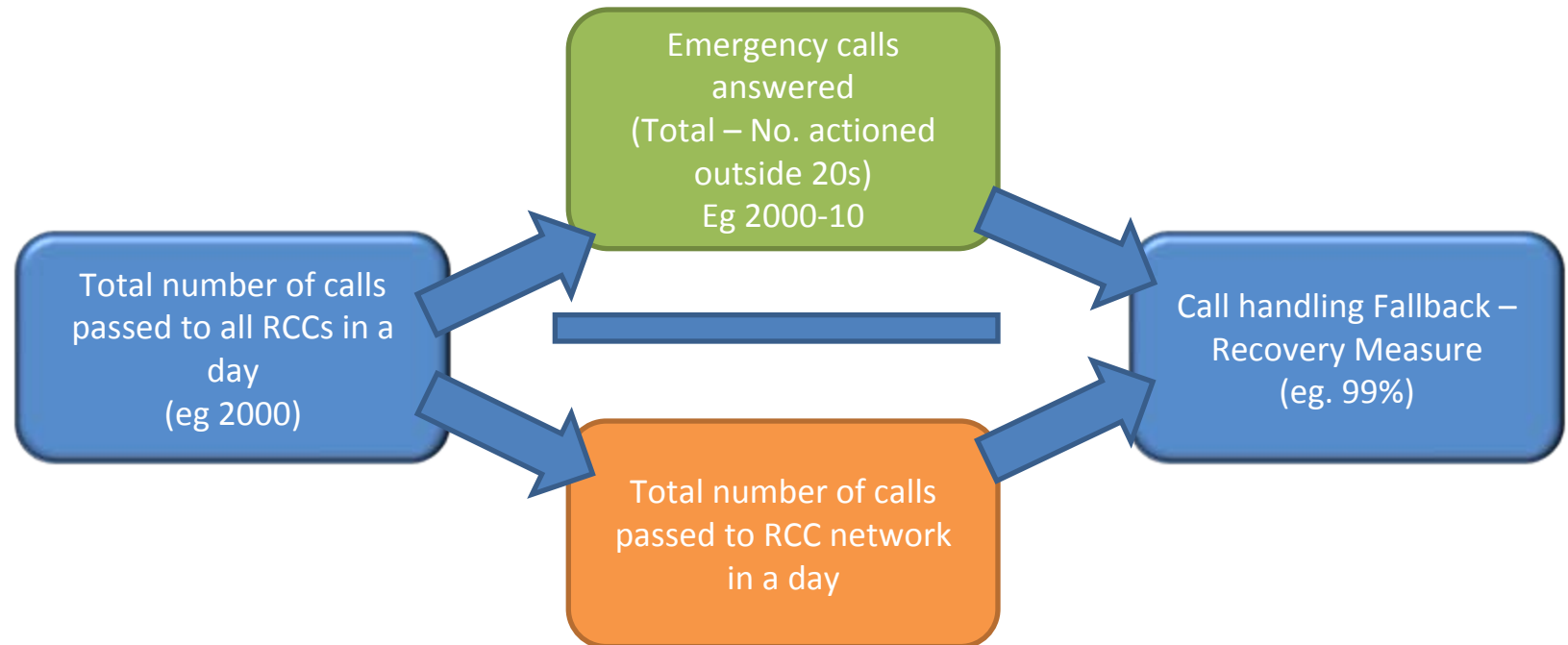
Sole responsible party: LACC

Description: When individual RCCs are failing OPS001, this measure will record across all RCCs, the % of all calls answered within 20 seconds (Calls not answered within 7 seconds at the local RCC are passed to one other RCC with available operators). In addition, should 1 RCC fail, all performance standards described here can be measured at a network level, to measure network performance (which will be what the public receives).

Standard to be achieved :At a RCC network level answer 98% of all calls within 20 seconds. Measured hourly.

# Call Handling – Fallback and Recovery

## OPS0010



Standard to be achieved :At a RCC network level answer 98% of all calls within 20 seconds. Measured hourly.

System reports answering times

Calls not answered by first RCC after 7 seconds passed are passed to one additional RCC that has capacity, until they are answered.

Each call at each RCC which is not answered within 5 seconds will fail the Call Handling Service Level (OSP001).

The RCC that answers the call, will determine the reason for failure, if it was not answered within 20 seconds.

# Malicious Calls Challenge OPS0011

Objective: To minimise the number of malicious false alarms that are mobilised to.

Measure: The Malicious Calls Challenge Measure means the % of malicious calls the RCC did respond to.

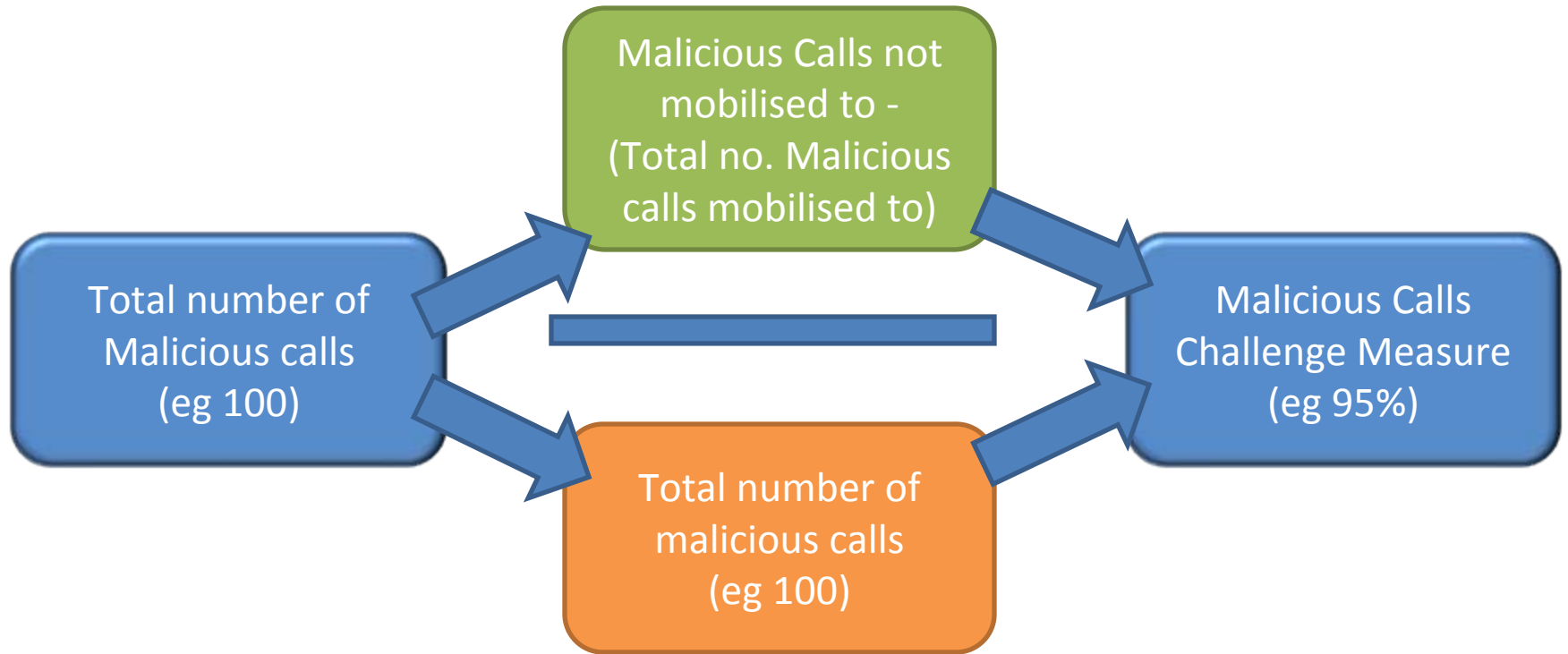
Where measured: RCC

Sole responsible party: LACC

Description: This measure records the total number of malicious call received (hoax calls) and also the % of these that are mobilised to. The LACC is responsible for correctly identifying malicious calls, call challenging and reducing the % responded to.

Standard to be achieved :Improve on the % of malicious calls not responded to  
Measured monthly. Reported by LACC.

# Malicious Calls Challenge OPS0011



Standard to be achieved: Reduce total number of malicious calls responded to over time. Measured Monthly, reported by LACC

Report will include:

RCC measure = out of all the malicious calls received how many of them are mobilised to.