

# The FiReControl Business Case

## Part 1

### **Regional Case for East Midlands**

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# *East Midlands Regional Case*

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# 1 The case for FiReControl

- 1.1 The threats we face as a nation are increasing – whether from terrorist action, extreme weather events or other large scale accidents. The Fire and Rescue Service has a central role to play in handling this threat – as already demonstrated at the Buncefield oil terminal fire, London terrorist incidents in 2005 and the flooding in summer 2007. This is why the Government is investing over £1 billion in the Fire and Resilience Programme of which FiReControl is a part.
- 1.2 FiReControl is an integral part of the Government’s mission-critical Fire and Resilience Programme. The vision for the Fire and Resilience Programme is to deliver an effective, resilient capability that will respond seamlessly in all situations, whether they are day to day incidents, large incidents needing a regional response, or major national disasters.
- 1.3 The programme is made up of three inter-connected projects:
  - New Dimension – providing the Fire and Rescue Service with capabilities, specialist equipment and training to deal with a range of major incidents
  - Firelink – providing a single national radio system for the Fire and Rescue Service, with high levels of security and resilience, which enables emergency services to communicate with each other
  - FiReControl – creating nine new networked regional control centres to improve the resilience of the Fire and Rescue Service control and its ability to respond to major emergencies and incidents.
- 1.4 This document provides an overview of Communities and Local Government’s case for the FiReControl Project and answers the following questions:
  - What is the FiReControl Project and why is the Government investing in it?
  - What is the Business Case and why is Part 1 being published now?
  - What are the financial implications for the regions?
  - Who will own and run the new networked RCCs?
- 1.5 This is Part 1 of Communities and Local Government’s Business Case, which focuses on the high level rationale for the Project together with the regional picture. Part 2, which will contain the core of the national case, is to be published later this summer.

- 1.6 Communities and Local Government recognises that the 45 Fire and Rescue Authorities, including the London Fire and Emergency Planning Authority and the Local Authority Controlled Companies (LACCs) which will run the new RCCs have a strong interest in understanding the benefits at a local level and financial implications. To help answer the question “what does this mean for us?” nine regional cases have been developed. These set out the regional context for FiReControl, resilience and operational benefits for regions and individual FRs, and the financial implications for the region once their RCC becomes operational.

## What is the FiReControl Project and why is government investing in it?

- 1.7 FiReControl will create a resilient national network of nine new Regional Control Centres (RCCs) across England to replace the existing 46 stand alone Fire and Rescue Service (FRS) control rooms. Highly trained staff will provide a dedicated service supported by world class technology. This new resilient network will enhance the service provided to our communities by the Fire and Rescue Services when responding to both routine and major incidents.
- 1.8 The 46 stand alone control rooms in England have served their local communities and the country well, and are operated by highly professional and committed staff. Taken as a whole, however, the existing arrangements can not provide a complete solution to the threats, risks and uncertainty the public now faces.

### Improving resilience

- 1.9 The main rationale for FiReControl is to strengthen resilience locally, regionally and nationally – giving the Fire and Rescue Service improved call handling and mobilisation capability to respond to incidents of every size and type. The FiReControl project is supported in principle by the Local Government Association and the Chief Fire Officers Association. The report into last year’s flooding by Sir Ken Knight (the Government’s Chief Fire and Rescue Advisor) concluded that the challenges we face today – such as climate change, industrial accidents and the on-going threat from terrorism, means that England needs a modern, networked response capability. FiReControl will enable the Fire and Rescue Service to continue to deliver a first class service to the public even in extreme circumstances – which are becoming more frequent in the 21st century.

### Benefits to members of the public

- 1.10 The main beneficiaries of FiReControl will be the public. Although people will contact the Fire and Rescue Service in exactly the same way and will not notice any discernable difference when making a call, there will be a much improved service. The caller’s location (from a mobile or land telephone) will be identified automatically. This is particularly important when someone is unable to give their exact location, for example a child, or a driver on a motorway.

- 1.11 The control centre computer systems will help the RCC staff to locate and mobilise appropriate resources instantly. And, critically, because there is a network with more control operators available, during a large scale emergency more calls will be able to be answered more quickly. In short, the new network will help the Fire and Rescue Service to save lives.
- 1.12 Information about the benefits of FiReControl for individual regions and FRSs can be found in the regional case within this document.

### **Benefits to firefighters**

- 1.13 FiReControl will provide important benefits to firefighters, improving their safety and making them better equipped to protect the public. In future all will have access to consistent and timely information through the provision of on-board computers in their cabs. This will provide firefighters with satellite navigation technology and access – 24 hours a day, 365 days a year – to vital information such as:
  - floor plans to buildings and details of known risks and hazards
  - information about safe handling of chemicals and motor vehicle design
  - the location of the nearest hydrants and water supplies.

### **Benefits to control room staff**

- 1.14 Control room operators have demonstrated time and again that they do an excellent job and respond magnificently in difficult circumstances. But the technology currently available to them varies significantly across the country. Individual control rooms use different technology and for the most part do not share databases, so they cannot easily work together and help each other out during periods of high demand. The patchwork of existing technology makes it difficult to deploy and manage resources outside of home boundaries when supporting neighbouring FRSs with major incidents.
- 1.15 The FiReControl network will provide England with a significantly more resilient system. The nine, purpose-built Regional Control Centres will be fully-networked and all control operators will have modern equipment, use the same technology and be able to work together and back each other up at busy times. The new systems will provide control room operators with world class technology to help them do their job even more effectively, including information on the nearest and most appropriate resources to any incident. FiReControl's implementation should also help to make the provision of mutual support between FRSs more effective.

- 1.16 The nine RCC buildings are designed for purpose and built to a high standard and specification. They form part of England's Critical National Infrastructure and are designed to meet standards for reducing vulnerability to terrorism and other threats, they will also be very secure buildings for control centre staff to work in. In the event of an interruption to external mains services, such as power or water, the building is designed to continue functioning for seven days. Communities and Local Government have also worked closely with FRS representatives to ensure that the RCCs provide a pleasant, safe and ergonomic working environment for all staff.

## What is the Business Case and why is Part 1 being published now?

- 1.17 FiReControl is a major infrastructure investment project for which central government is meeting the upfront and transitional costs. Part 1 of Business Case includes important information on the expected resilience and operational benefits of FiReControl for the public, firefighters and control room staff. It also includes the costs of running the existing control service and the forecast RCC running costs. For the first time Communities and Local Government is providing information on a regional basis to help elected members and principal officers understand what FiReControl means for their region.
- 1.18 This document has been developed following a comprehensive and transparent process of engagement involving the Local Government Association and Fire and Rescue Service.
- 1.19 At the start of any large scale project a number of assumptions need to be made to estimate the overall cost. For example, estimates were required about how much the IT system would cost and the price of the building leases. Over time, as decisions were made, contracts signed and milestones reached, the areas of uncertainty diminish and it is possible to have more certainty about the predicted costs and whether savings are achievable. This continuous process has enabled Communities and Local Government to present each regional case on its own merits.
- 1.20 A Business Case Assumptions Review Group was set up earlier this year to review the key assumptions. This group was chaired by the Local Government Association senior user, and also included FRS principal officers, FRA treasurers, lawyers and human resources professionals. The aim was to provide stakeholders with visibility of the Business Case assumptions and an understanding of how the RCC running costs have been calculated. Some of the assumptions were modified as a result of this process.

- 1.21 Communities and Local Government also contracted independent accountants to work with all 46 FRAs to capture and verify the costs of running their existing control rooms. This has produced a much more accurate picture of the current costs. Information from this exercise and from the assumptions review allows a comparison to be made between FRS current operating costs and the initial costs of running the new RCC network.
- 1.22 The previous version of the FiReControl Business Case was published in June 2007 following the signing of a £200m contract with EADS Defence and Security to develop, deploy and maintain the FiReControl IT system. It included accurate figures for the IT contract but other aspects were estimates based upon the best known information available at the time.
- 1.23 Decisions on how many staff will be employed in the RCCs (and related structures, terms and conditions) are for Local Authority Controlled Companies and LFEPA to determine. Communities and Local Government has produced a staffing model to develop the Business Case, but the actual number of staff employed in RCCs may be higher or lower than indicated by the model.
- 1.24 Part 2 of the Business Case will contain the core national case, and will be published later this summer.

## What are the financial implications of FiReControl for the regions?

- 1.25 Communities and Local Government is investing over £100m in new IT systems. The Department is also funding the additional costs which Fire and Rescue Authorities incur in moving from their existing controls to the new RCCs. £20m has already been paid to meet the costs of regional project teams and fund the work that the FRSs need to do to prepare for the new network and a further £58m has been allocated so far to enable FRSs to carry out further work over the next three years. Further information about national funding will be included in Part 2 of the Business Case. Details of payments to the region can be found in the second part of this document.
- 1.26 Communities and Local Government believe that as a result of the assumptions review process and the cost validation exercises described above the assumptions in the Business Case are prudent. However, it is recognised that in a project of this complexity business change will take time and the level of savings between regions will vary.

- 1.27 Larger regions can expect to make substantial savings immediately while some regions, especially London and the smaller ones, will be unlikely to be able to realise all of the potential savings straight away. Once the new RCCs are established it is expected that FRAs, the London Fire and Emergency Planning Authority and the Local Authority Controlled Companies (LACCs) will actively explore ways to manage their costs and identify revenue making opportunities. These might include: selling off former control rooms; reorganising FRS functions and relocating these in the RCC; or, leasing spare capacity in the RCC.
- 1.28 Details of savings by region and the proposed resilience payments are set out in the table below. Communities and Local Government intends to provide an annual resilience payment to the regions that might incur a net cost. This payment will be kept under review to ensure that public money is used prudently and that no region is penalised by the move to the RCC.

<b>Regional costs, savings and resilience payments</b>				
	<b>Current control room costs* (£1000s)</b>	<b>Forecast RCC running costs (£1000s)</b>	<b>Cost/saving (£1000s)</b>	<b>Resilience payment (£1000s)</b>
EE	7,439	7,373	66	0
EM	5,390	6,262	-872	872
Lon	8,683	10,898	-2,215	2,215
NE	4,803	5,405	-602	602
NW	8,828	8,426	403	0
SE	10,232	8,767	1,466	0
SW	7,056	6,992	64	0
WM	6,746	7,457	-710	710
YH	5,952	7,124	-1,172	1,172
<b>TOTAL</b>	<b>65,130</b>	<b>68,703</b>	<b>-3,573</b>	<b>5,571</b>

Notes to table:

- i. All figures in Financial Year 2006-07 prices
- ii. Resilience payments subject to periodic review

1.29 More detailed information can be found in the nine regional cases<sup>1</sup>.

## Who will own and run the new networked RCCs?

- 1.30 The London RCC will be owned and run by the London Fire and Emergency Planning Authority. The other eight RCCs will be owned and run by Local Authority Controlled Companies (LACCs). Each regional company is jointly controlled by all the Fire and Rescue Authorities in that region. The purpose of the company is to provide strong and effective leadership with responsibility shared equally between all the Fire and Rescue Authorities in the region.
- 1.31 The local authority company model enables a high degree of local flexibility, with each region making its own decisions on how to run the RCC including in critical areas such as staffing, rostering, facilities management and financial budgeting. Communities and Local Government has produced guidance to help regions to set up their companies and continues to work with all regions to support this process.
- 1.32 The senior management structure of the LACCs includes an RCC Director or Chief Executive, to whom a Senior Operations Manager and a Service Support Manager report. The Senior Operations Manager is responsible for control room operations in the RCC, while the Service Support Manager is responsible for the support services such as security, facilities management and human resources.
- 1.33 Once the network is up and running the ongoing IT costs will be shared between the eight LACCs and the London Fire and Emergency Planning Authority. Communities and Local Government are consulting Fire and Rescue Authorities about the mechanism for sharing these costs.

<sup>1</sup> There are nine regional cases for FiReControl – these can be found at [www.communities.gsi.gov.uk](http://www.communities.gsi.gov.uk)

## 2 The Regional Case

- 2.1 This is Communities and Local Government's Regional Case for FiReControl in the East Midlands. It sets out the benefits that the project will bring to communities within the region. It also provides information on the financial position. Two recent exercises involving stakeholders from the region have informed this financial assessment – these were a review of current control room running costs and an exercise to review the expected costs of the new Regional Control Centres (RCCs).
- 2.2 The costs and savings included in this regional case are based upon common national assumptions which allow for consistency and comparability. It also recognises that costs and savings will vary as a result of decisions made by the Local Authority Controlled Companies (LACCs) which will be running the RCCs.
- 2.3 Decisions on staffing and other important matters will be made by LACCs and it is these companies that are taking on an increasingly important role as the project progresses toward cutover. Communities and Local Government recognises and values their efforts to achieve successful implementation of the FiReControl Project.
- 2.4 The valuable contribution made by staff in existing control rooms is also recognised. It is these individuals who continue to provide a critical public service during a time of change and uncertainty.
- 2.5 The continued and collective efforts toward successful implementation of the FiReControl Project will ensure that every FRS in England is provided with the best control and mobilisation response capability to help them protect the public.

### Regional overview

- 2.6 The East Midlands is one of England's most diverse regions. It is the fourth largest region in terms of area but it is the second smallest region by population (4.3 million). The East Midlands region encompasses an area from Gainsborough in the north to Northampton in the south, and Skegness and Ashbourne in the east and west respectively.
- 2.7 The East Midlands region is comprised of six counties: Derbyshire, Leicestershire and Rutland, Lincolnshire, Nottinghamshire, Northamptonshire; covered by five Fire and Rescue Service (FRS). Three of the FRSs, Leicestershire, Derbyshire and Nottinghamshire are Combined Fire Authorities. Lincolnshire and Northamptonshire form part of their respective County Councils.
- 2.8 The region comprises six per cent of England's motorway network and 12 per cent of the major road network.

Figure 1: Regional map



2.9 Geography varies across the East Midlands. Whilst the northwest ascends into mountains of the Pennines and the Peak District, the south is considerably flatter and the east borders the North Sea. Although the geography of the region is predominately rural, the urban cities of Derby, Leicester, Lincoln, Northampton and Nottingham present a diverse set of challenges for the FRS. River flooding has historically troubled the East Midlands. The region also suffers from coastal flooding along the North Sea coast. Lowland and urban flooding is predicted to increase with climate change.

2.10 The tables below indicate the population numbers and the number of emergency calls received by the constituent FRSs in the East Midlands region.

<b>Table 1: Population per FRS</b>		
<b>Authority</b>	<b>Population<sup>1</sup></b>	<b>%</b>
Derbyshire	990,385	23%
Leicestershire and Rutland	963,067	22%
Lincolnshire	686,195	16%
Nottinghamshire	1,055,465	24%
Northamptonshire	669,102	15%
<b>East Midlands region</b>	<b>4,364,214</b>	<b>100%</b>

<b>Table 2: Number of emergency calls received in each of the constituent Fire Authority control rooms for the year 2005-2006</b>		
<b>FRS</b>	<b>Annual Emergency Calls<sup>2</sup></b>	<b>% split</b>
Derbyshire	20,902	25%
Leicestershire	16,733	20%
Lincolnshire	13,488	16%
Northamptonshire	6,442	8%
Nottinghamshire	26,092	31%
<b>Regional Total</b>	<b>83,657</b>	<b>100%</b>

2.11 Operational capacity differs across the five FRSs to meet local needs. The number of fire stations varies between 20 and 40 and front line appliances between 31 and 48. The region is further protected with a number of New Dimension resources including six Incident Response Units, 10 Urban Search and Rescue Units, four High Volume Pumps and associated prime mover and support pods.

<sup>1</sup> These figures which are for 2006 are drawn from:  
<http://www.communities.gov.uk/fire/fireandresiliencestatisticsandre/firestatistics/firestatisticsuk/>

<sup>2</sup> Figures derived from total call volume data for the period 01/11/2005 – 30/11/2006, a 13-month period subsequently annualised to represent annual estimate, figures as at May 2008.

**Figure 2: East Midlands Regional Control Centre (RCC)**



**Table 3: Company chronology**

Event	Date
RCC Director appointed	31/8/2006
Local Authority Controlled Company (LACC) Incorporated	17/11/2006
First Company Board Meeting	25/01/2007
East Midlands RCC practical completion	29/06/2007
Service Support Manager appointed	27/08/2007
Senior Operations Manager appointed	07/04/2008

**RCC Location Address**

East Midlands Regional Control Centre  
 Willow Farm Business Park  
 Warke Flatt  
 Castle Donington  
 DE74 2UD

**Access**

2.12 The RCC is near Nottingham, Derby and Leicester. Located close to the motorway network in the centre of the country, the RCC can be accessed from the A50(T) which provides a dual-carriageway link between junctions 24/24A of the M1 and the M6 motorway to the west. There are also good links with the A42.

- 2.13 Buses regularly pass through Castle Donington and provide links to Nottingham, Derby and Long Eaton. In addition, significant bus service improvements to the area are planned over the next five years.
- 2.14 There are good rail links from Derby to Long Eaton Station. The new East Midlands Parkway Station, (due to open in December 2008), will be located near Junction 24 of the M1 at Ratcliffe-on-Soar.

### Distance from existing control room locations

2.15 Whilst it is recognised that distance from home is of most relevance to staff, the following table provides an indication of the distance from current control rooms to the new RCC.

2.16 This table highlights the distance from the current control rooms to the new RCC:

<b>Table 4: Distance from current control room to RCC</b>		
<b>Fire &amp; Rescue Service</b>	<b>Location</b>	<b>Distance<sup>3</sup> (miles)</b>
Derbyshire	Littleover	11
Leicestershire	Glenfield	20
Lincolnshire	Lincoln	47
Nottinghamshire	Arnold	20
Northamptonshire	Northampton	59

### East Midlands Fire Control Ltd Constitution

2.17 The five East Midland Fire and Rescue Authorities who comprise the Local Authority Controlled Company (LACC) adopted the national model Memorandum and Articles with the following local variations:

- Membership restricted to the five FRAs in the region
- Each member has one vote
- General meeting quorum is 75 per cent
- Each FRA can appoint two Directors
- Each Director has one vote, with the Chair having a casting vote
- The Board quorum is 75 per cent
- The unanimous consent of members is required to vary the Articles
- The unanimous consent of FRA members is required for the admission of a new member.

<sup>3</sup> Distances have been estimated using an online route planner.

## Benefits

### Increased resilience

2.18 A fundamental benefit of FiReControl relates to improving the resilience of the Fire and Rescue Service (FRS) control and mobilisation function. This means improving the ability to maintain levels of service during busy periods and spate conditions, and also providing effective back up to a control centre should it become unavailable.

### Secondary control/fallback

2.19 Each service in the region currently has a secondary control room in place that they can put into operation should their main control room be unavailable for whatever reason. In these circumstances control staff would physically move from the main control room to the secondary control room in a geographically different place in the FRS area.

2.20 Secondary controls are designed to operate only for relatively short periods of time on an infrequent basis. In all cases in the East Midlands the number of operator positions is lower in the secondary control and in four of the five FRSs technological functionality is reduced.

2.21 During the time it takes to transfer staff to the secondary control and set it up (typically between 20 and 60 minutes), the ability to take calls and mobilise resources may be compromised. To cope in such situations each FRS in the region has an arrangement with a neighboring FRS to take calls. These calls are either retransmitted back to the originating FRS, or the neighbouring FRS mobilises the originating FRS resources, until the secondary control is established. This is known as 'fallback'. Whilst this works effectively and processes are in place to ensure any delay is minimal, FiReControl will eliminate all such delays with a seamless transmission of all emergency calls to another operator within the Regional Control Centre (RCC) network if the East Midlands RCC should, for any reason cease to function.

2.22 There has been a need in the region to establish secondary control rooms in an emergency situation five times in the last five years.

### Emergency calls overflow

2.23 Fallback arrangements are also utilised in the event of spate conditions or a major incident leading to activity levels exceeding the capacity of the home control room, the overflow calls are transferred to the fallback FRS.

2.24 A delay in resource mobilisation may occur if the call needs to be passed back to the home control for mobilisation. This was the situation in many FRS controls experienced during the spate flooding of 2007. Due to abnormally high call volumes, calls were connected to any available FRS control across the country and not necessarily to home control, or the FRS control providing normal fallback cover.

2.25 FiReControl removes the need for individual FRSs to have secondary controls and fallback arrangements in place as back up and resilience is inherent within the network. In the event of an RCC becoming unavailable the system will seamlessly transfer calls to the next available RCC which will have the ability to handle the call, mobilise resources *and* manage the incident in the same manner as the home RCC. Capacity across the network will be capable of dealing with the loss of availability of an RCC.

### Resilient systems and buildings

2.26 There are two further areas of improved resilience from which the region will benefit. The first is the physical resilience and security of the building which has been designed to operate for seven days without mains services (electricity, water and sewage). Secondly, as the building and the technology systems form part of the Critical National Infrastructure they are designed to meet standards for reducing vulnerability to terrorism and other threats and supporting data is subject to high information assurance standards.

Table 5 below illustrates the current provision of control room services in the East Midlands in respect of fallback and overflow of emergency calls.

**Table 5: Secondary Control**

Fire & Rescue Service	Secondary Control Room Location	Time taken to establish (minutes)	Current Fallback FRS Control Room
Derbyshire	Alfreton	60	Leicestershire
Leicestershire	Western Fire Station	10-20	Derbyshire
Lincolnshire	Market Rasen	45	Humberside
Nottinghamshire	City Centre	30-40	Derbyshire
Northamptonshire	Mereway Fire Station	60	Oxford

### Enhanced capability

2.27 There is currently a range of technology available in the Fire and Rescue Services (FRS) across the region. The staff that work in existing control rooms do an excellent job and through the FiReControl Project Control Room Operators will be provided with 'best in class' technology which will support and enhance the critical service they provide to the public.

### **Mobile Data Terminals (MDTs)**

- 2.28 A fundamental part of the FiReControl Project in terms of enhanced capability for frontline firefighters is the provision of the software for MDT. The hardware for the MDTs is being provided by Firelink, another strand of the Fire and Resilience Programme which is delivering a common inter-operable radio communications system. MDTs allow electronic safety information to be provided in the cab of a fire appliance to assist crews during operational incidents. The Firelink/FiReControl MDT solution will enable the data stored on the equipment to be automatically updated each time the appliance re-enters the station and also enables data communication and status messaging between the appliance crew and the RCC. The use of data communication and messaging rather than a voice-only system is a faster and a more reliable form of communication for Control Room Operations.
- 2.29 Currently four of the five FRSs in the East Midlands region have MDTs on front line appliances although only two of these provide dynamic status messaging.

### **Automatic Vehicle Location System and Satellite Navigation**

- 2.30 The MDT will contain a Global Positioning System (GPS) transmitter allowing the exact location of the appliance to be known. This enables the nearest suitable resource, in terms of time taken to arrive at the incident, to be mobilised. This system is called the Automatic Vehicle Location System (AVLS).
- 2.31 AVLS is currently available in one of the five FRSs in the region. The others must mobilise the nearest appliance on the basis of the known location.
- 2.32 The topographical knowledge of fire appliance drivers and their crews using paper maps is currently relied upon in four of the five FRS in the region. This knowledge will be greatly enhanced by the FiReControl Project through the provision of satellite navigation technology showing the quickest route to an incident and will be updated with road closure information.
- 2.33 Currently one FRS in the region has satellite navigation available on two of their front line appliances. Satellite navigation capability provided for officers across the regional FRS varies from all to none. Some FRSs provides partial satellite navigation for officers.

### **Caller Location Technology**

- 2.34 Within the control room environment technology advances will enhance the range of information available to control room operators.

- 2.35 The Enhanced Information Service for Emergency Calls (EISEC) provided by British Telecom and the Automatic Location Service for Emergency Calls (ALSEC) provided by Cable and Wireless technology, allow the billing address of the phone from which an emergency call is being made to be displayed to the Control Room Operator, augmenting their professional call handling skills and speeding up the task of confirming the callers location. The technology can also be used to locate the whereabouts of a mobile phone caller by identifying the network cell from which they are calling. This is particularly useful when callers are reporting incidents on the road network and are unaware of their exact location. EISEC and ALSEC technology also assists in identifying hoax callers and reducing the number of times FRS resources are mobilised unnecessarily.
- 2.36 Neither EISEC nor ALSEC is currently available in any FRS in the East Midlands. Caller location for mobile phone users is available in one of the five FRSs in the region.

#### **Integration with Back Office IT Systems**

- 2.37 In some FRSs the data generated by the control room solution feeds automatically into back office systems, for example training records and Fire Safety recording systems, via an electronic interface. Through the provision of further interfaces the data generated in the RCC will be able to be used to update and inform FRS back office systems.
- 2.38 All five FRSs in the region currently have some integration of their IT systems although the extent of this varies widely from near-full to very limited integration.

#### **Provision of Live Incident Data**

- 2.39 The live incident and resource information provided in the RCC will be available in the FRS to allow managers to make informed resource management decisions during major incidents or at times of high incident volumes for example. This will be provided at a computer terminal in an FRS location, typically in the HQ. Consideration is being given to this information being made available via a web browser. This would allow it to be viewed at any computer connected to the internet via a secure access portal. Live incident data is currently available in three of the five FRSs in the region.
- 2.40 FiReControl and Firelink will provide the region with the full range of technology listed above. All appliances will be equipped with a Mobile Data Terminal (MDT) which will provide crews with information on-board the appliance about the incident location, incident type and information regarding risks, building plans and chemical hazards associated with the incident. MDTs utilising Global Positioning System and Satellite Navigation will help to direct crews to the incident and provide them with routing data.

- 2.41 In the RCC proven technology will be used by the operators. This will include a gazetteer covering all premises, road and landmark locations with tools for searching and matching, caller location services to assist in identifying where a caller is located and real-time appliance location information to determine the nearest available resource.
- 2.42 The RCCs will also provide staff with a modern, ergonomically designed working environment. Full separate male and female sanitary and shower facilities are provided and locker rooms for personal effects. Catering facilities are available but it will be a decision for the Local Authority Controlled Company (LACC) as to how extensive these are.

**Table 6: Checklist of equipment/technologies currently available across the region**

Technology	Derbyshire	Leicestershire	Lincolnshire	Nottinghamshire	Northamptonshire
MDT	✓	Command vehicles only	x	✓	✓
AVLS	x	x	x	✓	x
Status messaging	✓	x	✓	✓	x
Satellite Navigation Appliances and Officers	Officers only	✓	Officers only	Officers only	x
EISEC	x	x	x	x	x
ALSEC	x	x	x	x	x
Caller location Mobile Phone	x	x	✓	x	x
GIS available in the Control Room	✓	✓	✓	✓	✓
Full premise based gazetteer	x	x	x	✓	x
Is live incident data available to all staff	x	x	✓	✓	✓

## Providing an efficient service

2.43 The control rooms across the region currently have consistent levels of staffing throughout the 24 hour period. Due to activity levels in the control rooms varying throughout the 24 hour period staff carry out a number of 'non-core' activities during periods of low activity.

**Table 7: Regional FRS staffing levels as at May 2008<sup>4</sup>**

Authority	Firefighter	Crew Manager	Watch Manager	Station Manager	GCFO/PCFO
Derbyshire	24	8	4	1	2
Leicestershire	12	5	10	1	1
Lincolnshire	12	4	6.5	1	2
Nottinghamshire	11	4.5	3	6	1
Northamptonshire	12	4	5	1	0
<b>East Midlands region</b>	<b>71</b>	<b>25.5</b>	<b>28.5</b>	<b>10</b>	<b>6</b>

2.44 There are a number of additional staff members across the region working in areas including training and data management. The introduction of RCCs will allow capacity to be better matched to operational demand. The work of the RCC will be focused on 'core' activity and 'out-of-scope' activities will remain at FRS level. Work is currently underway in the region to assess the impact of these activities and the potential for any regional collaboration in delivery of those activities.

2.45 Matching capacity to business demand will involve changes to staffing levels, processes and working arrangements for example changes to shift patterns. These decisions will ultimately be for the LACC to take.

**Table 8: East Midlands indicative baseline staff numbers<sup>5</sup> produced by the staffing model**

	Operations managers	Team leaders	Resource Team leaders	Control Room operators	Total
Transition	6	13	6	45	70
Steady state	6	9	6	35	56

<sup>4</sup> In some circumstances secondees and additional personnel recruited over establishment have been included so this table may not reflect actual establishment figures.

<sup>5</sup> The indicative staffing numbers shown for the region are based upon assumptions made on a national basis and therefore do not reflect the individual region's particular circumstances for example with regards to current terms and conditions. Furthermore future wishes in terms of decisions on matters such as shift patterns, rostering and levels of spare capacity desired, for example, could impact on staff numbers and these are decisions entirely for the LACC to make.

- 2.46 These figures are for the RCC Control Room, they do not include the senior management team and administrative support staff that will also be employed in the RCC.
- 2.47 It is important to note that these figures are derived from the Communities and Local Government staffing model work and represent the number used to inform the Regional Case. The final decision on staff numbers will be made by the board of directors of the company established to operate the RCC. This decision is yet to be taken.

#### **Transition and steady state figures**

- 2.48 The difference between the transition and the steady state staffing numbers is that during the transition phase not all of the RCCs will be live. It is therefore necessary to 'overstaff' in order to provide the required resilience and performance standards within the reduced network size.
- 2.49 This higher transition figure will be maintained for a defined period after all nine RCCs have joined the network in order to allow for a 'settling in' period for the network and the RCC staff.
- 2.50 The additional costs of these arrangements, over and above steady state staffing, will be met by Communities and Local Government.

## Implementation costs/funding

### **New Burdens funding for the East Midlands**

- 2.51 Government is committed to ensuring New Burdens falling on local authorities are fully funded. This commitment is called the New Burdens Doctrine. The principle for calculating New Burdens (which applies across government) is that central government will cover the net additional costs to local government generally arising from the provision of its policy objective – those costs over and above what would normally have been spent to deliver the service – and take into account any additional income or savings.
- 2.52 Communities and Local Government provide New Burdens funding to Local Authorities for implementation of the FiReControl Project as it is recognised that much of the delivery effort and costs fall at a local and regional level.
- 2.53 Since the beginning of financial year 2005-06 up to the close of financial year 2007-08 the East Midlands region has received a total of £4.7 million in New Burdens funding. A further £5.9 million has been allocated for financial years 2008-09 to 2010-11. Table 9 below provides a breakdown by Fire and Rescue Authority (FRA) and by year of these amounts.

**Table 9: East Midlands New Burdens breakdown**

<b>Authority</b>	<b>FY 05-06</b>	<b>FY 06-07</b>	<b>FY 07-08</b>	<b>FY 08-09</b>	<b>FY 09-10</b>	<b>FY 10-11</b>	<b>Totals per FRA</b>
Derbyshire Fire Authority	£27,997	£52,986	£613,165	£196,803	£96,440	£0	<b>£987,391</b>
Leicester, Leicestershire & Rutland Combined Fire Authority	£28,220	£52,986	£430,189	£124,926	£81,618	£0	<b>£717,939</b>
Lincolnshire County Council	£26,657	£52,986	£525,606	£204,480	£129,681	£10,117	<b>£949,527</b>
Northamptonshire County Council	£26,211	£52,986	£269,850	£151,421	£119,225	£52,103	<b>£671,796</b>
Nottinghamshire and City of Nottingham Fire Authority	£27,550	£52,986	£525,224	£182,492	£119,120	£0	<b>£907,372</b>
<b>Totals per Year</b>	<b>£136,635</b>	<b>£264,930</b>	<b>£2,364,034</b>	<b>£860,122</b>	<b>£546,084</b>	<b>£62,220</b>	<b>£4,234,025</b>

<b>Regional/Company Funding paid to nominated lead authority</b>	<b>FY 05-06</b>	<b>FY 06-07</b>	<b>FY 07-08</b>	<b>FY 08-09</b>	<b>FY 09-10</b>	<b>FY 10-11</b>	<b>Total</b>
Leicestershire	<b>£155,106</b>	<b>£135,832</b>	<b>£1,694,415</b>	<b>£2,044,254</b>	<b>£2,038,233</b>	<b>£354,882</b>	<b>£6,422,722</b>

Not all of the funding has been yet allocated for FY 2008-09 to FY 2010-11.

## Ongoing costs and savings

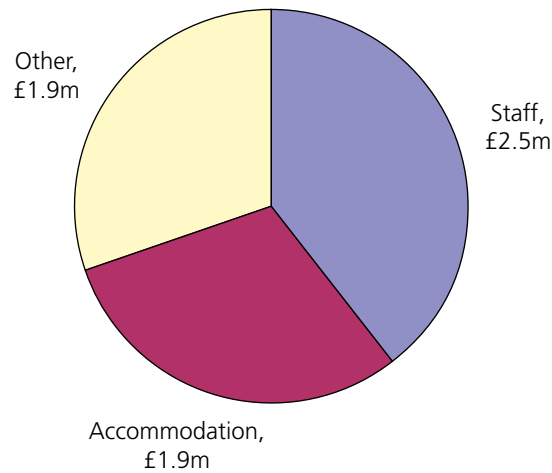
- 2.54 In the East Midlands region it currently costs £5.4m per annum to run all of the FRS control rooms. The total annual cost of running the new RCC is estimated to be £6.3m per annum. This represents a net additional cost of £0.9m per annum. Communities and Local Government will fund a resilience payment to cover this cost, this will be reviewed after three years.
- 2.55 This assessment represents an 'early years' position in the sense that it is expected that reductions to net costs are achievable during steady state when the RCC has been operating for a few years. For example, it is expected that some additional efficiencies and/or revenue generating opportunities are likely to develop.

### Assessment of current costs

- 2.56 The assessment of current costs was informed by FRAs' returns to Communities and Local Government which captured the total full costs of running existing control rooms. These have been verified by an independent third party accounting firm to provide a formal return from each FRA. The returns need to be adjusted in two ways to present a complete and consistent picture.
- 2.57 Firstly it is necessary to include an amount for ongoing maintaining and updating of existing IT. This recognises that FRAs incur costs for refreshing their existing IT infrastructure. Whilst these costs may have diminished in recent years with the knowledge that FiReControl will be implemented it is fair and reasonable to include an amount which represents the true cost were FiReControl not to have happened. The method for calculating this amount was agreed with the FiReControl Finance Working Group.
- 2.58 Secondly, it is recognised that some of the reported costs cannot be counted as savings and it would be inappropriate to offset them against future RCC running costs. For example, Ordnance Survey licences purchased on behalf of FRAs will still be required by FRSs after the move to the new RCCs.

### Assessment of future costs

- 2.59 Future costs can be grouped into three core elements – staffing, accommodation and other costs, the assessment of these has been informed by the staffing model, known contract costs and assumptions developed with professional working groups. A Business Case Assumptions Review Group was set up earlier this year to review the key assumptions. This group was chaired by the LGA senior user, and also included FRS principal officers, FRA treasurers, lawyers and human resources professionals. The aim was to provide stakeholders with visibility of the Business Case assumptions and an understanding of how the RCC running costs have been calculated. Some of the assumptions were modified as a result of this process.

**Figure 3: East Midlands Regional Control Centre costs****Staffing**

2.60 The Local Authority Controlled Company (LACC) will have most influence over its staffing costs. The costs indicated in the pie chart are informed by the indicative staffing model which is based upon prudent national assumptions and has been through an extensive review and communication exercise. It should be noted that the staffing model was constructed to provide indicative staff numbers for each RCC in steady state. The numbers it generates are indicative and do not necessarily reflect decisions to be made by the LACC Companies which will employ RCC staff.

**Accommodation**

2.61 The accommodation costs are largely fixed by contractual payments that will need to be made to the landlord and the facilities management provider. As such these are costs that are known with a reasonable level of certainty. There may, however, be opportunities for LACCs to pursue income generation opportunities to offset accommodation costs. Subject to security considerations and lease conditions the RCCs could prove suitable venues for hosting of other public services/functions, either on an ad hoc or ongoing basis. To present a prudent estimate these revenue generating opportunities are not included in the costs indicated in the pie chart.

**Other costs**

2.62 These are predominantly IT costs but also include elements such as Group Services and data management.

2.63 Communities and Local Government are going to consult on how these costs are shared. The preferred mechanism is sharing costs on the basis of proportion of Council Tax base and this is the basis of the figures presented here.

**Intra-regional cost apportionment**

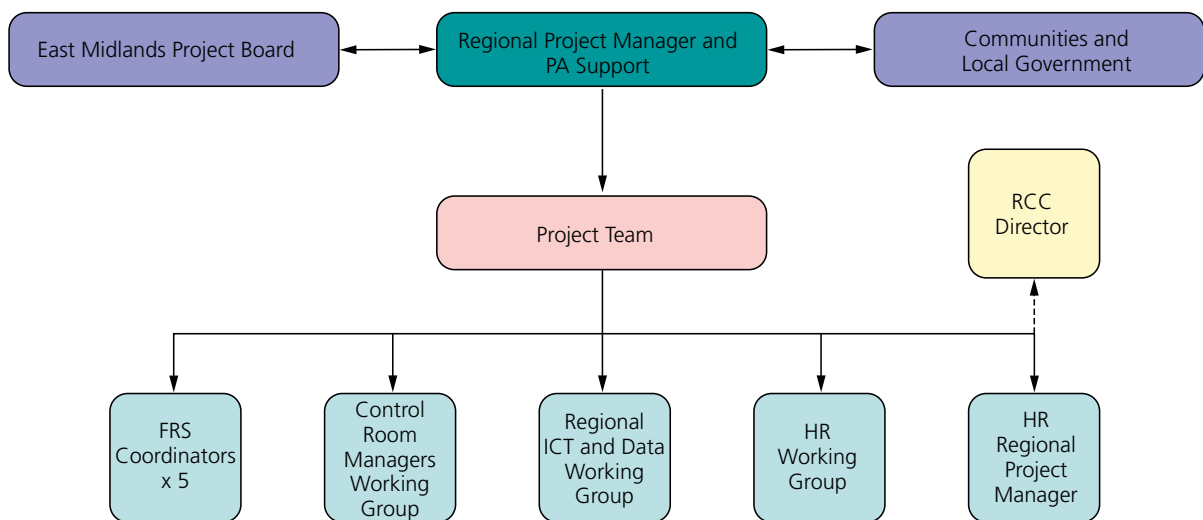
2.64 The mechanism to be applied for apportioning costs of running the RCC within a region is a matter for the region to decide through their Regional Management Board.

## Regional delivery capability

2.65 The East Midlands main regional roles are identified in Table 10. The regional structure is illustrated in figure 4 and a brief overview of the governance structure is described in the succeeding paragraphs.

Table 10: Regional roles
Regional Project Director
Regional Project Manager
Regional Project Admin Support
Regional HR Project Manager and HR Advisor to LACC Board
Regional HR Lead to FRS
Regional Technical Lead
Regional Legal Advisor
Regional Treasurer
Regional Business Relationship Manager

**Figure 4: Regional Governance structure**



### Regional Management Board

2.66 The Regional Management Board (RMB) is made up of elected members from the five authorities and meets quarterly. The RMB is concerned with ensuring the National Framework obligations are met.

### **East Midlands Fire and Rescue Control Centre Ltd Company Board**

2.67 The company's primary purpose is to prepare for and deliver the new service at cutover. Therefore, it has formally delegated to the Joint Firelink/FiReControl responsibility for delivering the project. The Company has created a Project Committee of three directors who sit on the Regional Project Board to represent the interests of the Company.

### **Joint Firelink/FiReControl Regional Project Board**

2.68 The Board was established on 24 June 2004 and is comprised of Principal Officers from the 5 FRSs, this board meets on a monthly basis and is chaired by the Regional Project Director (RPD). The Regional Project Manager (RPM) reports directly to the Board. Other members include directors from the LACC, Communities and Local Government representatives from both Firelink and FiReControl and project personnel from Airwave and EADS.

### **Regional Project Team**

2.69 The day to day running of the project is managed by the Regional Project Team consisting of an RPM, Regional HR Project Advisor, FRS coordinators and project support. Regional FRS Coordinators meetings are held on a monthly basis and a representative from the Regional Control Room Managers Working Group, Regional Data Working Group and Regional HR Working Group also attend to advise on risks, issues and work-flow relevant to these workstreams.

2.70 Each of the five FiReControl FRS Coordinators are responsible for the delivery of their individual FRS Project Transition Plan. As local project managers they ensure activities are allocated and completed correctly within their own FRS and follow the agreed reporting structures both internally and upwards to the regional/national project teams. Each FRS has different internal project structures which will form the FRS Rollout Boards.

## **Transition and cutover**

2.71 The region and constituent Fire and Rescue Services (FRSs) are following a Transition Plan that has been developed from the generic plan produced by Communities and Local Government. The plan lists the activities that need to be completed to prepare for cutover to the RCC and Communities and Local Government provide criteria that constitute success in each of these.

2.72 Within the Transition Plan are the dates for a number of Checkpoints and Gateways that must be reached for successful preparation and transition. Table 11 shows a timeline for the checkpoints and gateways that apply within the East Midlands and demonstrates the order in which the FRSs will cutover into the RCC network.

**Table 11: Transition timeline for the East Midlands Region**

Key: CP = Checkpoint  
 G = Gate  
 CO = Cutover



Transition Timeline for the East Midlands Region

Week Commencing Saturday : →	Batch No	10/07/2010	26/06/2010	15/05/2010	01/05/2010	10/04/2010	13/03/2010	27/02/2010	13/02/2010	09/01/2010	26/12/2009	12/12/2009	14/11/2009	10/10/2009	03/10/2009	19/09/2009	12/09/2009	11/07/2009	04/07/2009	16/05/2009	04/04/2009	14/03/2009	10/01/2009	15/11/2008	04/10/2008	13/09/2008	05/07/2008	05/04/2008	04/04/2008	04/10/2007		
East Midlands Region	1														GL	G5			G4			G3			G2				G1	CP2	CP1	
Derbyshire	1														GL	G5			G4			G3			G2				G1	CP2	CP1	
Leicestershire	2																														CP2	CP1
Nottinghamshire	3																														CP2	CP1
Lincolnshire	4																														CP2	CP1
Northamptonshire	5																														CP2	CP1

The scheduled cutover dates in respect of each FRS are listed in Table 11 above, these are accurate as at the date of publication.

Extracted from the cutover Table 11 (above) Table 12 outlines when each FRS in the region will cutover<sup>6</sup>.

<b>Table 12: FRS Cutover timetable</b>		
<b>Authority</b>	<b>Batch Number</b>	<b>Date</b>
Derbyshire	1	October 2009
Leicestershire	2	January 2010
Nottinghamshire	3	March 2010
Lincolnshire	4	May 2010
Northamptonshire	5	July 2010

<sup>6</sup> The scheduled cutover dates in respect of each FRS are listed in Table 12 above, these are accurate as at the date of publication.

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# Feedback

Stakeholders will wish to review Part 1 of the Business Case carefully and are invited to provide feedback to [richard.how@communities.gsi.gov.uk](mailto:richard.how@communities.gsi.gov.uk) by the 30 September 2008.

## Further Information

The full *FiReControl Business Case: Part 1 The Regional Case* is available on the Communities and Local Government website. **[www.communities.gov.uk/firecontrol](http://www.communities.gov.uk/firecontrol)**

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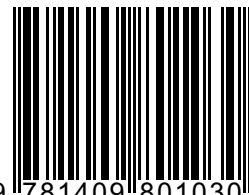
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