



LONDON FIRE BRIGADE

Report title

# Procurement of Mobilising System

Report to

Date

**Corporate Services Directorate Board**  
November 2021 **Commissioner's Board**

9 November 2021  
23 November 2021

**Operational Delivery Board** 17  
**London Fire Commissioner**

Report classification

## For Decision

The subject matter of this report deals with the following LFC strategic priorities:

### Delivering Excellence

The procurement of a new mobilising system will ensure that the LFC has a modern system that can be used to underpin and further develop the emergency response service provided to Londoners over the next 15 years. Developments in systems over recent years and innovation in service delivery models present opportunities for the LFC to utilise technology to enhance all aspects of the service at both the control room and station end environments.

Report number – LFC-0623y

For Publication

## PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DECISION-MAKER

I agree the recommended decision below.

**Andy Roe**  
London Fire Commissioner

This decision was signed  
Date remotely on 9 May 2022

## Executive Summary

In March 2020, the LFC (LFC-0261x-D) agreed to establish a project with the objective of delivering a new mobilising solution for the Brigade by 2026 to be delivered in three phases. It was also agreed that funding for procurement/implementation of the replacement solution would be sought by a separate report.

A 10-year contract for the supply of the Vision mobilising system, integrated communications control system (ICCS) and associated services was awarded to Capita on the 1 August 2012, The contract was recently extended for two years and is now set to expire in July 2024.

The LFC also authorised the Chief Information Officer (CIO) to spend on phase 2 of the project (requirements gathering). This phase of the project is now approaching completion and the LFC is seeking authorisation to move to phase 3 of the project (procurement and installation).

### **For the London Fire Commissioner**

That the London Fire Commissioner approves expenditure of up to £43,050,000 for the purposes of procuring and running a new mobilising system, ICCS, fire station mobilising equipment and work to interface the new system with existing LFC systems, for a period of up to 15 years.

That the London Fire Commissioner delegates authority to the Assistant Director Technical and Commercial to award contracts up to a value of £43,050,000 for the purpose of procuring and running a new mobilising system, ICCS, fire station mobilising equipment and work to interface the new system with existing LFC systems.

## 1. Introduction and background

- 1.1. In March 2020, the LFC (LFC-0261x-D) agreed that a corporate project be established with the objective of delivering a new mobilising solution for the Brigade by 2026 and that the project be delivered in three phases. It was also agreed that funding for phase 3 (procurement and implementation) would be sought separately via the governance process for future financial years, and this is the purpose of this report.
- 1.2. In March 2020, the London Fire Commissioner agreed that a corporate project be established with the objective of delivering a new mobilising solution for the LFB by 2026 and that the project be delivered in three phases. It was also agreed that funding for phase 3 (procurement and implementation) would be sought separately for future financial years, and this is the purpose of this report.
- 1.3. A contract was awarded to Capita for supply of a new mobilising system (Vision) and related services, including an ICCS<sup>1</sup>, fire station equipment and interface to LFC systems, in 2012.
- 1.4. The contract with Capita has been recently extended by two years and is now set to expire in July 2024. Further options are available to extend the contract up to 2026 if required. Also approved was expenditure of £176,572 for the purposes of the LFC upgrading LFB's ICCS. This was necessary as the ICC needed to be upgraded; the ICCS at the London Operations Centre (LOC) in Merton and at the fallback control room at Stratford by December 2022, to take

account of the replacement of Airwave components by the Home Office/Motorola that allow emergency services to connect to the Airwave digital radio network. Airwave will ultimately be replaced by the Emergency Service Network (ESN). Specific dates are not known for the transition to ESN, but it is anticipated that the LFC will not transition until at least 2025.

- 1.5. Previous procurements suggest that the specification, procurement, testing and implementation of a mobilising solution can take up to four years. With that in mind, a project was established in March 2020, with the objective of replacing the current system by July 2024. The project was split into three phases as follows:

<p><b>Phase 1</b> <b>Enabling activity</b></p>	<p>Governance approvals to approach; establish project board and team; Approval of a Project Initiation Document (PID); agree requirements for engaging external subject matter experts (SME) (in phase 2); early market engagement; Governance approvals (up to Deputy Mayoral approval to access funding) to move to phase 2.</p>
<p><b>Phase 2</b> <b>Requirements gathering</b></p>	<p>Requirements gathering (including any recommendations emanating from the GTI); draft Statement of Requirements (SOR) produced; sign off SOR; Governance approvals to go to phase 3, and to accept tender up to pre-defined value.</p>
<p><b>Phase 3</b> <b>Procurement &amp; Implementation</b></p>	<p>Initiate procurement action; award contract; systems implementation; system go-live; project closure.</p>

- 1.6. With phase two of the project (requirements gathering) and the SOR expected to complete in December 2021 this report is focusing upon phase three – procurement and implementation. The intention is to have any new system in place, prior to July 2024 so that there can be a managed transition from the existing system to a new system. The LFC is seeking governance approvals to award a contract to the successful bidder up to a value of £49,000,000.

## 2. Objectives and expected outcomes

- 2.1. The procurement of a new mobilising system is a key action within the "LFC Control Improvement Plan" which represents a significant change programme designed to enhance the LFC operational response capability.
- 2.2. The objective of this report will be to secure authorisation to procure a new mobilising system, ICCS, fire station equipment and to interface the new system with existing LFC systems such as Staff Attendance Recording System (StARS) which feeds officer availability information to the mobilising system.
- 2.3. The expected outcome will be that a new mobilising solution is in operation prior to the existing contract with Capita coming to an end in July 2024<sup>1</sup>. However, the mobilising project cannot yet determine a precise go-live date for the new solution until procurement has been completed and a supplier is appointed.
- 2.4. Whilst any system procured will need to be 'configured' to the needs of the LFC, the project intends to deliver an 'off the shelf' solution, rather than customising any solution as has been the case historically. In order to achieve this important goal, senior stakeholders have accepted

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<sup>1</sup> Options exist to extend the current contract with Capita beyond the 2024 date by up to two years to 2026 if required.

that where required, the project team will very much be looking to "bend the business" rather than customise an existing product. That is to say that existing business processes will be reviewed and amended where possible to operate effectively with any new system.

- 2.5. The SOR that has been developed is 'agnostic' in terms of the type of solution proposed by suppliers. The current mobilising system is entirely an 'on-premise' system, with Capita servers located at the Brigade's London Operations Centre (LOC) at Merton, and at the secondary control room site at Stratford.
- 2.6. However, in line with the current Information and Technology strategy (LFB in a Digital World) and indeed the way ICT services are moving in general, a number of mobilising solution providers now offer for some or all elements of their solution to be cloud-based. Cloud-based solutions are hosted remotely (usually in specialist or commercial data centres) and are accessed securely by users via the internet or dedicated communication links. In some cloudbased solutions there may be element(s) of the system installed locally, but in some there may be no server hardware/software installed locally.
- 2.7. This means that it could be possible for the Brigade to use a mobilising solution (or elements of it) that is not installed at the Merton LOC (or the fall-back control at Stratford) as is the case with the current solution. Access to the system would be via Internet links and the Brigade would be consuming a service on a 'pay-to-use' basis.
- 2.8. One of the impacts of moving to a cloud-based model would be that the systems costs would move from being largely capital to revenue-based expenditure. However, it is not possible to state how the costs will be apportioned between capital and revenue at present, other than to say it is expected that the new system will be largely revenue based, with elements of capital expenditure, predominantly at Fire Stations

#### *Risks*

- 2.9. A project of this scale will invariably have to identify and manage a significant number of risks. All project-based risks will be managed via the established project management governance process, the project has an A1 project governance rating, the highest. Risk workshops are currently being established and a wide variety of stakeholders will be invited to participate in these workshops where all risks will be recorded, assessed and actively managed throughout the life-cycle of the project. A comprehensive lessons learned report has already been used as a key input to the process of developing a statement of requirements and this will also be referenced during this workshop.
- 2.10. The main risk that the project has identified so far relates to the timing around the implementation of any new mobilising system and the transition away from the Airwave national digital radio system. The Emergency Services Mobile Communications Programme (ESMCP) is the national project tasked with delivering a new emergency services network (ESN) to replace the existing Airwave service. A revised national plan for transitioning Fire and Rescue Services to ESN is not expected to be in place until mid-2022. However, there is an "interoperability" matrix in place that indicates to the ESMCP Programme any specific dates that FRS have identified that they could not undertake transition, due to technical or operational restrictions. The LFC has stated to the programme that the earliest transition date would be 2025. This is part of a strategy to reduce risk by leaving at least six months after deployment of the new mobilising system (in particular the ICCS component), before transitioning to ESN.

2.11. The actual risk is that should the mobilising project be delayed for any reason; the anticipated implementation date of 2024 may slip and there may not be sufficient time to leave a six-month gap between systems implementation and transition to ESN. One possible mitigation of this risk will be to ensure that the ICCS is the first part of any replacement mobilising system to be replaced, therefore ensuring that the necessary ESN compliant infrastructure is in place to transition to ESN, even if full implementation of a new mobilising system has not been completed at that time.

### *Collaboration*

2.12. Both during the initial phase of this project and previously, the LFC has explored collaboration opportunities, with both Metropolitan Police Service (MPS) and London Ambulance Service (LAS). These discussions did not result in any joint approach to procure a system that would suit the needs of all three services. Both the MPS and LAS have since embarked on individual procurement projects for systems designed for Police and Ambulance control functions. Collaboration between these services is therefore focused on "digital" transfer of incident information between systems, for example via MAIT (Multi Agency Incident Transfer). MAIT is a protocol that allows emergency service organisations with compliant mobilising systems to exchange incident data, securely in "real time".

2.13. The LFC has also had discussions with other fire and rescue services (FRS) in order to identify any collaboration opportunities. In common with the LFC experience, the FRS contacted have not joined with either police or ambulance partners to procure a new mobilising system. Furthermore, the LFC has not as yet identified any opportunities to jointly procure a new system with other FRS. Some of the reasons as to why this is the case are set out in the following paragraphs.

2.14. Modern mobilising systems are increasingly cloud based, as set out in paragraph 2.6. This means that the infrastructure is no longer stored on an organisations premises (as is the case with the LFC current mobilising system, Vision). The adoption of this cloud model means that benefits that could perhaps have been anticipated by two or more services collaborating to cohost the infrastructure required for a system, are reduced.

2.15. Many systems have operating models based on purchasing licences for use of the general system, with extra costs to integrate the system with other systems already in use by that service. Given the different ICT systems employed across emergency services, the integration time will most likely be longer if the new mobilising system is procured with another service. This is predominantly due to the requirement for multiple sets of interfaces to other ICT systems to be written, rather than just those for the LFC.

2.16. Referring to the risks raised in paragraph 2.12 (above), if a joint collaboration with other FRS was adopted, this would add extra layer of complexity and risk to the implementation, as the schedule would have to take into account the timelines for multiple FRS ESN cutover schedules, not just London's.

2.17. Having a joint procurement and implementation process can have an impact on the required timelines for go live, meaning that one service has to wait for the other, to the detriment of both.

2.18. In terms of procurement, the timeframes for starting and completing the process will differ between services, mostly driven by contract arrangements and local governance structures.

Unless these are aligned, then scheduling and contractual arrangements, both with the LFC existing supplier and any new one, become more difficult to control.

- 2.19. The requirements gathering and evaluation process and subsequent tender generation for a joint procurement process is often more complex, due to increased potential for conflicting requirements and contract terms. This can lead to a less competitive tender process where one supplier has been able to meet the needs of one of the services, but not the other, meaning they have had to drop out of the process for both.
- 2.20. In participating in a collaborative procurement, there is also a risk that there may be resource "conflicts" both in the pre and post implementation phases. Issues may take longer to resolve if a supplier has to support multiple services who have just gone live.
- 2.21. In terms of choosing a collaboration partner for procurement and subsequent implementation of a new system, the logical choice would be with a 'buddy' FRS such as NW, Staffordshire or West Midlands. Alternatively, a border FRS such as Essex or Hertfordshire, or the MPS, LAS. However, allied to the reasons already stated above, all of those services also have different lifecycles for moving to a new system, e.g. some are not ready to start looking for a new system for a couple of years and others having already procured a system. However, The LFC recognises and has considered the potential benefits of closer cooperation with other services in the procurement and subsequent use of a mobilising system and will continue to explore opportunities, especially around data sharing and easier integration of systems via interfaces or shared access.

*Cost of a replacement system*

- 2.22. As modern mobilising systems differ in their deployment and support to the LFC current system (Vision), it is difficult to provide an accurate estimate of the costs both, from an initial purchase price and ongoing annual system support/licence costs. Discussions with other much smaller FRS have revealed that licences and support (for less than 20 percent of the users London would require), have cost those FRS several million pounds over a 10-year period. Considering the much larger user base the LFC has, similar license costs and system support for up to a 15-year period could equate to a spend of up to £28,050,000. This figure will ultimately depend upon the actual number of licenses procured.
- 2.23. In addition to licenses, costs will be incurred at the system implementation stage. These could include design and development of interfaces to other LFC systems, integration and configuration of the system according to LFC requirements and hardware purchase costs (for the control room at the Merton LOC and at 103 Fire Stations). Whilst it is difficult to provide accurate cost projections at present (until potential suppliers start submitting tender responses), a figure of up to £15,000,000 for implementation is likely to be a good estimate of likely costs for purchase of and deployment of a system.

**Breakdown of anticipated costs (pre-tendering)**

Software license provision and support (including annual running costs for 15 years)	Up to £28,050,000
Procurement and implementation (includes replacement of all Fire Station mobilising equipment).	Up to £15,000,000

Estimated Total	£49,000,000 <sup>2</sup>
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2.24. As it is not yet known if a cloud-based solution (or part cloud-based solution) will be recommended as a result of tendering, it is not possible to state what the split between capital and revenue costs will be. Cloud based systems tend to require less capital funding, instead the whole life cost of the system (or parts of it) move to revenue-based funding.

### 3. Equality comments

- 3.1. The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions are reached.
- 3.2. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 3.3. The protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), race (ethnic or national origins, colour or nationality), religion or belief (including lack of belief), sex, and sexual orientation.
- 3.4. The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
- eliminate discrimination, harassment and victimisation and other prohibited conduct
  - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it
  - foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 3.5. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
  - encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

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<sup>2</sup> The costs shown include a planning assumption for indexation at 5 percent each year for the term of the contract using the current spend with Capita for the Vision mobilising system as a baseline. More precise figures cannot be established until it is known if the system will be fully or partially cloud based infrastructure hosted elsewhere

- 3.6. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 3.7. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- tackle prejudice
  - promote understanding.
- 3.8. As outlined in the March 2020 report (LFC) an Equalities Impact Assessment (EIA) has now been carried out in respect of this project to make sure that any replacement mobilising solution will not have a disproportionately adverse effect on any persons with a prescribed characteristic. The development of a specification for a replacement mobilising solution is ensuring the needs of staff users with protected characteristics are taken into account; this will be particularly important where any business process changes are needed if the LFC is to adopt an 'off-the-shelf' solution. The Statement of Requirements is also taking account of the impact on those members of the public with protected characteristics that might need to engage with the LFC to call for assistance and whether they would be affected by any change of mobilising solution.
- 3.9. At this stage, the EIA has shown a positive impact on two of the groups with prescribed characteristics, age and disability. The fact that the SOR makes provision for the interface to be configured (change font size, background colour etc) will potentially be beneficial to disabled staff and some older control staff who may have vision impairments. Given the approach is to acquire an 'off-the shelf' solution with minimum customisation for the Brigade, the EIA, will need to be reviewed and updated once a selected solution and supplier have been identified, and in advance of a decision to accept a tender.

#### **4. Other Considerations**

##### *Workforce comments*

- 4.1. The LFC will undertake formal staff side consultation in respect of this report at the appropriate point.

##### Procurement and Sustainability

- 4.2. The proposed route to market is to use the Find a Tender (formerly OJEU) process following a review of the frameworks currently available. This decision has been reached on the basis that there are currently no known frameworks that meet the requirements of the SOR whilst also offering a longer contract term. A longer-term contract should encourage greater engagement from this sector of the market and more competitive pricing as any supplier will be able to bid for the work. Use of the Find a Tender process allows consideration of any solution available in the market and so has the flexibility required for this contract.
- 4.3. The duration of the contract is proposed to be 10 years with the option to extend by a further 5 years, allowing for up to 15 years in total.



4.4. Due to the potential contract value additional sustainability and responsible procurement requirements will be included within the tender including the requirement for bidders to have in place an organisational Carbon Reduction Plan aimed at achieving net zero carbon emissions by 2050.

## **5. Financial comments**

5.1. This report seeks the approval to commit expenditure of up to £43,050,000 for the purpose of procuring and running a new mobilising system, ICCS, fire station mobilising equipment and work to interface any new system with LFC systems for a period of 15 years.

5.2. Revenue costs are estimated at £28,050,000 for the purposes of supporting and maintaining the Mobilising solution during its operational life. There is currently an approved budget of £1,870,000 for 2022/2023 for the existing contract set to expire July 2024.

5.3. This report sets out plan to replace the current system by July 2024 and it is anticipated that the revenue costs of the new contract will be contained within the existing budget of £1,870,000 per annum with any variation in the assumption on inflation incorporated in the medium term financial plan in the relevant year.

5.4. The total cost of up to £15,000,000 is estimated for capital costs. Currently, the capital programme incorporates a budget of £3,800,000 in 2022/23, £7,600,000 in 2023/24 and £3,605,000 in 2024/25

5.5. The existing and new contract for the system will run concurrently for a period before July 2024, estimated at a one-off cost of £425k. This will be incorporated as part of the budget process for 2024/25.

## **6. Legal comments**

6.1. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.

6.2. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").

6.3. Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...". The decision to approve expenditure up to the value of £49,000,000 for the procurement and running of a new mobilising system, ICCS, fire station mobilising equipment and work to interface the new system with existing LFC systems, for a period of up to 15 years, will therefore require approval from the Deputy Mayor.

6.4. The General Counsel notes that the procurement of the new contract for a new mobilising system, ICCS, fire station mobilising equipment and work to interface the new system with LFC

systems shall be conducted in accordance with the Public Contracts Regulations 2015 and the LFC Standing Orders.

6.5. The statutory basis for the actions proposed in this report is provided by sections 7 and 5A of the Fire and Rescue Services Act 2004 ("FRSA 2004"). Under Section 7 (2)(a) FRSA 2004 the Commissioner has the power to secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting and section 5A allows the Commissioner to procure personnel, services and equipment they consider appropriate for purposes incidental or indirectly incidental to their functional purposes.

#### List of Appendices

<b>Appendix</b>	<b>Title</b>	<b>Open or confidential</b>
1.	EIA- Replacement Mobilising Solution	Confidential
2.	Replacement mobilising solution options	Open

**Part 2 Confidentiality:** Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for nonpublication.

**Is there a part 2 form – /NO**

Decision title

## Replacement of Mobilising Solutions: Options

Recommendation by

Chief Information Officer (CIO)

Decision Number

LFC-0216x-D

Protective marking: **NOT PROTECTIVELY MARKED**

Publication status: Published in full

### Summary

Report LFC-0216x explains that the London Fire Brigade's 10 year contract with Capita for the supply of the Vision Mobilising system runs until 31 July 2022. The contract can be extended incrementally up to 2026 but The Vision system went live in November 2015, and if these contract extension options are exercised in full, the Brigade will have been using the Vision mobilising system for 11 years by 2026. Based upon past experience, the procurement and implementation of a replacement mobilising solution could take over four years; the current contract will, therefore, need to be extended beyond the 2022 end date.

Report LFC-0216x sets out two options for system replacement and proposes a governance strategy for the project.

### Decision

That the London Fire Commissioner agrees:

1. That a corporate project be established with the objective of delivering a new mobilising solution for the Brigade by 2026 and that the project be delivered in three phases (as outlined in this report), and
2. That the CIO be authorised to spend up to £368K, beginning in financial year 2020/2021, in order to complete phase 2 of the project (requirements gathering). Funding for phase 3 (procurement/implementation) would be sought via the governance process for future financial years.

**Andy Roe**  
London Fire Commissioner



Date 12<sup>th</sup> March 2020

#### Access to Information – Contact Officer

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LONDON FIRE BRIGADE

Report title

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## Replacement Mobilising Solution: Options

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Report to

Deputy Mayor's Fire and Resilience Board

Date

21 January 2020

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Report by

Chief Information Officer (CIO)

Report number

LFC-0216x

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Protective marking: **OFFICIAL**

Publication status: Published in full

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### Summary

A 10-year contract for the supply of the Vision mobilising system and associated services was awarded to Capita on the 1 August 2012. The contract is due to end on 31 July 2022 but can be extended incrementally up to 2026. The Vision system went live in November 2015, and if these contract extension options are exercised in full, the Brigade will have been using the Vision mobilising system for 11 years by 2026.

Based upon past experience, the procurement and implementation of a replacement mobilising solution could take over four years; the current contract will, therefore, need to be extended beyond the 2022 end date.

This paper sets out two options for system replacement and proposes a governance strategy for the project.

### Recommendations

1. That a corporate project be established with the objective of delivering a new mobilising solution for the Brigade by 2026 and that the project be delivered in three phases (as outlined in this report).
2. That the CIO be authorised to spend up to £368K, beginning in financial year 2020/2021, in order to complete phase 2 of the project (requirements gathering). Funding for phase 3 (procurement/implementation) would be sought via the governance process for future financial years.
3. That the board endorses the approach set out as option 2 and seek to adopt an 'off the shelf' solution for the new mobilising solution (paragraph 26 refers).

## Introduction

1. This paper seeks agreement to a corporate project for a replacement mobilising solution and resources for a dedicated project team. It also seeks agreement to adopting an 'off-the-shelf' solution and an early market engagement exercise with solution suppliers.
2. Developing a statement of requirements (SOR), carrying out a procurement and subsequently implementing a new mobilising system, is an extremely complex and resource intensive activity. Whilst the Brigade has significant experience of replacing mobilising systems (Vision is the third system), this is an expensive proposition and carries a high degree of risk. Risks are mostly associated with disruption to the mobilising process during system deployment and switch over. From an operational perspective, the Brigade must deliver a resilient emergency call handling and despatch service in order to comply with statutory requirements.
3. In recent months, papers have been submitted to both the Corporate Services and Operations directorate boards to ascertain the viability of replacing the current mobilising system, without engaging in a costly and time-consuming procurement (i.e. continuing to use the Vision system and simply moving to the next version). Having consulted widely, it is clear that a new procurement will be required. However, there is an option for a change of approach from the Brigade.
4. From a governance perspective, it is proposed that the project would comprise three phases as set out below.

<b>Phase 1 – Enabling activity</b>	Governance approvals to approach / establish project board and team / approval of a Project Initiation Document (PID) / agree requirements for engaging external subject matter experts (SME) (in phase 2) / early market engagement / Governance approvals ( up to Deputy Mayoral approval to access funding) to move to phase 2.
<b>Phase 2 – Requirements gathering</b>	Appoint external SME / requirements gathering (including any recommendations emanating from the GTI) / draft Statement of Requirements (SOR) produced / sign off SOR / Governance approvals to go to phase 3, and to accept tender up to pre-defined value.
<b>Phase 3 – Procurement / Implementation</b>	Publish PIN notice, initiate procurement action / award contract / systems implementation / system go-live / project closure.

5. This report primarily concerns Phase 2, requirements gathering (includes early supplier engagement). This is on the assumption that the recommendation to establish this corporate project is approved. Phase 1 of the project is essentially enabling activity and no specific additional funding will be required to complete this phase, as this can be accommodated within existing resources. Phase 1 will aim to ensure that funding for phase 2 is authorised and that Phase 2 can therefore commence immediately at the start of the 2020/21 financial year.

## Background

6. The Brigade first introduced a computerised mobilising system in February 1990. This was a Marconi based system that took more than nine years to plan and implement. In 2004, a new system from Motorola (ProCad) was introduced after some seven years of planning and preparation.
7. Following the government's decision to abandon the national Fire Control project in 2010, the Brigade decided in 2011 to seek to replace the Motorola ProCad system with a new generation solution. The new mobilising system chosen, which remains the Brigade's current system

(Vision), was supplied by Capita and went live in November 2015. This was some four years and eight months from the decision to procure a new system. The contract was for the provision of mobilising and related services, including an ICCS<sup>3</sup> and station-end equipment.

8. At the time the decision was taken to renew the mobilising system, LFEPA decided that the new solution should be a fully managed service. This meant that the full mobilising function (including staffing) would be provided to the Brigade as a service (i.e., outsourced). It was thought that significant efficiencies might be possible, primarily around using new technology, new ways of working and reductions in staff.
9. The specification for the new solution was developed on the basis of a full-service solution. However, some nine months later, with the LFEPA under new political control, it was agreed that the mobilising service should remain in-house. After competitive tendering, the contract was subsequently awarded to Capita using the original specification for the system elements. The service currently in operation remains aligned with that tender specification. Of course, a number of enhancements have been made since system go-live in late 2015.
10. At the time of the original outsource decision, LFEPA agreed that there should be an in-house bid for the service. Although this bid did not progress to the point of submitting a tender, this effectively precluded some Brigade control staff from having any significant input into the specification of the system. Although this couldn't be avoided (as there was a need to avoid a conflict of interest), not allowing control staff to have significant input to the specification has potentially contributed to some of the usability issues that Vision has experienced.
11. The cost of the mobilising system contract with Capita over a ten-year period to 2022 will be £19.6 M. This cost includes £325K per annum toward the cost of a technical refresh.

### **Existing contract and extension**

12. Officers agree that the Brigade must re-procure its mobilising solution as there is no provision in law to extend the current contract and retain the Vision system beyond the current contract end date. The contract runs until 2022 and has provision for extensions to 2026. To facilitate the procurement and implementation of a replacement mobilising solution, the existing contract with Capita will need to be extended beyond the August 2022 end date.
13. Previous experience suggests that it can take over four years to specify, procure and implement a new mobilising solution. It will, therefore, be necessary to activate the contract extensions beyond 2022, probably up to 2024 initially, as this would fit with the 4-year timetable. The need for any further extension beyond 2024 would need to be reviewed as part of the project.
14. The cost of extending the contract beyond 2022, is not included in the financial model for the contract. Therefore, it is not possible to predict precisely the cost of extension(s). The current budget for annual payments to Capita for the Vision system is £1,561,004. This includes a £325K annual payment for a contractually agreed technical refresh. There will be no technical refreshes past the 2022 date and therefore this payment will cease from August 2022. This will result in a revenue saving of £216k in the 2022/23 financial year rising to £325K for a full year.
15. The contract stipulates that the K45U index for Average Weekly earnings is to be used when applying inflation. The current estimate for this is three per cent which gives rise to projected service charge(s) as follows:
  - 2021/22 – £1,643,206

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<sup>3</sup> ICCS is an Integrated Communication Control System which provides the voice and data communications hub of the mobilising solution designed to provide control of a number of integrated subsystems. These may include digital and analogue telephone and radio systems, with call handling systems, etc.

- 2022/23 – £1,476,503\*
- 2023/24 – £1,412,798
- 2024/25 – £1,455,182
- 2025/26 – £1,498,837

\* this includes the part year charge for the technical refresh

16. Provision has been made within the medium-term forecast (revised through the 2020/21 budget process) for increases of £49K in 2022/23 and £45K in 2023/24 which is the end of the current four year forecast period.

## Lessons learned

17. The Vision system went live in November 2015 after several delays. It is well known that there were a significant number of issues with the system after go-live. The Brigade has worked with Capita to ensure that any problems are resolved and that the system performs in a satisfactory way.
18. Before it selected the solution offered by Capita, which included the Vision mobilising system, the Brigade produced a detailed set of requirements. Each tenderer had to demonstrate the extent to which it could meet those requirements with its standard offering. Inevitably, there was a gulf between the Brigade's ideal requirements and some of the functionality offered by potential suppliers. The decision to select a particular product took into account the 'best fit' with the Brigade's requirements, alongside other matters such as price. The extent to which the chosen solution did not meet the Brigade's mandatory requirements resulted in enhancement/adjustments to the offered system to build in those requirements. This was separate from the work necessary to make sure that any solution interfaced properly with the Brigade's back-office systems like the Staff Attendance Recording System (StARS) – which supplies details of officers on duty to be mobilised – and the Incident Management System (IMS) – which holds the Brigade's definitive record of incidents attended and supplies data to the Home Office as part of national statistics collection.
19. Any new project will make extensive use of the 'lessons learned' log that was produced as part of closure of the project and a separate but related document recently produced by control management that highlighted some lessons learned issues. The objective will be to leverage previous experience relating to this project (and others) in order to minimise the risk of similar problems happening in respect to any new mobilising system deployment. In particular, health and safety advisors will be engaged to ensure that important aspects of the system such as "font size" and associated usability related issues, are factored into requirements.
20. A stakeholder analysis will be carried out as part of the project and steps will be taken to ensure that representative bodies are included in the governance process in an open and transparent manner.

## Procurement options for a replacement mobilising solution

21. There are broadly two options for the replacement of the mobilising solution:
  - **Option 1:** Developing a custom specification for a Brigade mobilising solution (as per Vision and previous mobilising systems), procuring a system that most closely meets these requirements and then undertaking any necessary customisations.
  - **Option 2:** Procuring an 'off-the-shelf' package and 'bending the business' to implement it without customisation, instead configuring it to the Brigade's needs.

**Option 1 – Custom specification for LFB**

- 22. This option would essentially repeat the exercise undertaken to procure the Vision product. This would involve the Brigade producing a detailed statement of requirements and subsequently initiating a procurement, based on those detailed requirements. Based on the last procurement, none of the solutions offered by tenderers met the Brigade's requirements exactly, and this is likely to be the position again. It is likely that the Brigade would need to accept a solution that does not meet every requirement and some customisation (and/or new software) needed to bring the system closer to the Brigade's requirements.
- 23. Option 1 may require significantly more funding than for Option 2. As the solution would be built around our specific requirements, it is reasonable to predict that this will require significantly more resource throughout the entire project.
- 24. Based on past experience, and previous timescales, it is expected that this would take more than four years to complete (to go-live). However, this would depend upon the extent of the customisation.
- 25. The advantages and disadvantages of Option 1 may be summarised as follows, (see below)

<b>Advantages</b>	<b>Disadvantages</b>
Brigade will be able to specify exact requirements to meet its business needs.	Would not challenge or change existing business processes which have developed over time and may not be the most efficient.
In house resources can be utilised to draft the detailed requirements for this option.	Suppliers are unlikely to be able to meet all Brigade requirements with their products without customisation and/or additional or new software.
At an early stage Brigade is able to define what it wants.	Changes to system to meet business needs post contract award would incur additional costs.
	May preclude some suppliers who have a more technically advanced already available.
	Would not encourage innovation from suppliers if they can supply a solution broadly similar to previous specification.
	There is a risk that these detailed requirements will specify a solution that does not improve Brigade capability or efficiency.
	This may lock the Brigade into a solution that is not the best option over the longer term.

**Option 2 – Off-the-shelf package**

- 26. Option 2 would be to seek to use an 'off-the-shelf' solution and 'bend the business' to take advantage of the solution, rather than build or adapt a solution to meet specific LFB requirements. This could be done in two parts:
  - The project team would be tasked with developing a high level SOR for specialist external subject matter experts (SME) to support the Brigade with the replacement mobilising solution project. This SOR would include a statement of the Brigade's objective in replacing its mobilising system, high level requirements and terms of reference for the SME to operate under. The SME initial role would be to assist the Brigade with research and to explore existing products and services available in the marketplace. This could include reference site visits to other users. This would increase our awareness of current capability in this market.



- The second part would be for the SME (acting as part of the corporate project team) to engage with control management and staff, and other stakeholders (to be identified as part of a stakeholder analysis) to define the SOR for a new mobilising solution. In addition, the SME would engage with the market on options for optimising and developing our SOR, within the functional parameters of available solutions. This approach would help the Brigade make its requirements less niche; by understanding the functionality of commonly available 'off-the-shelf' solutions and ensures the specification avoids any solution requiring costly customisation.

27. Whilst this option sets out to avoid specifically customising a solution just for London, it is important to remember that any solution selected will need to be interfaced with existing Brigade back office systems, particularly StARS which feeds the mobilising solution with details about resource availability and capability for mobilising. Ensuring that such interfaces are designed, implemented and tested effectively is a time consuming and complex task.
28. It is thought that this process would be shorter than for Option 1, as the Brigade would not be asking for significant changes to the base product. However, precise timescales are not possible at this stage.
29. The advantages and dis-advantages of this approach may be summarised as follows: -

Advantages	Disadvantages
Would force an opportunity to challenge existing business processes that have been developed in house over many years and may not be the most efficient ways of working. Would encourage the introduction of industry standards.	The principle of bending the business would need to be rigidly enforced by the project sponsor, the concept well communicated and strong governance processes put in place to manage risk.
Allows the Brigade to increase our knowledge and awareness of other systems and the market place.	Adds an additional stage in the project, prior to the procurement process.
Reduces the amount of time required to produce a specification.	May mean that the Brigade did not have some functionality that was currently in use (or nice to have functionality that has tended to have been developed in the past for particular stakeholders).
May allow selection of an off-the-shelf package, rather than a bespoke or highly customised solution (bending the business rather than the solution). This is likely to be less costly and ensures that the Brigade is on a "standard" version of the product and not something that has been developed specially for London.	The solution may result in changes to the way the Brigade does business which are significant and result in wider disruption including generating training requirements, or policy changes. This represents a degree of risk to the Brigade and would have to be carefully managed via the governance process and will need to be supported by a risk assessment.
Would mean the Brigade utilises a mainstream product that has been tried and tested. The Brigade would be on main stream releases (i.e., not a London version of anything which has caused some problems with the Vision system).	

## **Preferred approach**

30. Officers are recommending option 2 for the new mobilising solution. This option we believe will on balance, be simpler to implement, and probably less costly. However, it may require significant business change for both Control staff and the way officers and fire appliances are mobilised (depending on the system selected after tendering). Until potential solutions are identified and a 'gap analysis' undertaken, it would not be possible to quantify the extent of business changes that might be required.
31. Care would have to be taken, as part of the evaluation process, that any new system was not so far away from our requirements that it in fact it does not meet our requirements. Mobilising systems are capable of being extensively configured to fit in different operating environments and this is perhaps an area that the Brigade should concentrate upon.

## **Costs of a replacement mobilising solution**

32. The two options described above could give rise to widely differing level of costs. It is not possible, therefore, to predict the total cost of any new solution with any degree of accuracy. Instead, an indicative range of costs is set out below (paragraph 41).
33. The market for mobilising solutions has significantly changed since the last procurement undertaken by the Brigade. There are now more suppliers and delivery options and generally more flexibility in the market place.

### **Impact of cloud-based solutions**

34. The current mobilising system is entirely an 'on-premise' system, with Capita servers located at the Brigade's Primary Control site within the London Operations Centre (LOC) at Merton, and at the secondary control room site at Stratford.
35. In line with the way that ICT services are moving in general, a number of mobilising solution providers now offer for some or all elements of their solution to be *cloud-based*. *Cloud-based* solutions are hosted remotely (usually in specialist or commercial data centres) and are accessed securely by users via the internet or dedicated communication links. In some cloud-based solutions there may be an element(s) of the system on-premise, but in some there may be no server hardware/software installed locally.
36. This means that it could be possible for the Brigade to use a mobilising solution (or elements of it) that is not installed at the LOC at Merton (or the fall-back Control at Stratford). Access to the system would be via Internet links and the Brigade would be consuming a service on a 'pay-touse' basis.
37. The costs of a cloud-based solution are less predictable at this stage and will potentially shift the balance of cost from capital to revenue. Previous procurements have generally been supported by capital funding, with system support charged on a revenue basis. With cloud-based solutions, there may be little, if anything, that could be capital funded.

### **Soft market testing**

38. Soft market testing will not be as straight forward as in previous procurements, primarily because of the advent of cloud technology. The last procurement didn't really have to consider a cloudbased system as the market really wasn't mature enough at that time. However, the current landscape is quite different, and it may now be possible to procure a system that has cloud based (pay per use elements), in conjunction with on-premise infrastructure. The Brigade has limited experience of cloud-based solutions of this scale and therefore could not rely upon previous experience to guide us at present, particularly without a fully developed SOR. Once we have concluded early market engagement with suppliers and a clearer picture of the different offerings available in the market is available, it should be possible to provide more accurate cost

predictions. Until this has been completed, we need to rely on the historic costs of procurement and implementation to make an assessment of the likely future cost.

### Costs of procurement and implementation

39. Using the procurement and implementation of the current mobilising system as a guide, the overall costs of a replacement solution could be as set out in the table below.

Procurement and implementation, including project team	£10 million
Total running costs (for 10 years)	£15 to £25million

40. These costs included the cost of the system (hardware / software / licenses), project management costs of deployment, customisation, testing and go-live, as well as development and testing of interface to Brigade systems such as StARS. However, the costs above are for the existing "on-premise" solution. Any new solution may be on-premise or cloud based, at this stage we do not know which solution design may prevail. If the selected solution is to be cloud based, we would expect the implementation costs generally to be less than if it was based onpremise.

### Running costs

41. The running costs of £15 to £25 million (in the table at para 39) are based on option 2 and the assumption that these costs will be less than option 1, as this option precludes having a bespoke system for LFB.
42. However, as the Brigade is proposing a different approach to the procurement this time (an 'offthe-shelf' product), coupled with changes in technology and system delivery options, it is not possible to provide anything other than a cost range at this point. Based on the information available right now, we believe that this may be in the region of £15M – £25M over a 10-year contract term. Because we do not know whether a cloud-based solution will be recommended as a result of tendering, we cannot at this point identify the split between costs which will be capital

and those that will be revenue (as explained in para 37). Cloud based systems will have less of a capital requirement and a higher revenue requirement.

### Local Digital Declaration (LDD)

43. In May 2019, the London Fire Commissioner signed the [Local Digital Declaration](#) (LDD) on behalf of the Brigade. The LDD which is signed by national and local government bodies, is seeking to co-create the conditions for the next generation of local public services, where technology is an enabler rather than a barrier to service improvements, and services are *"a delight for citizens and officials to use"*. It is acknowledged that one size doesn't fit all, but by developing common building blocks local authorities, and other public services, it will be possible to build services more quickly, flexibly and effectively. Only in this more open and flexible market, it is believed, will we unlock the full potential for innovation.
44. The LDD ambition requires both a culture shift and a technology shift and sets out five principles to help do this (available via the link above). In particular, and relevant to any new or replacement computer systems, including the mobilising solution, is principle 1 which is *"We will go even further to redesign our services around the needs of the people using them. This means continuing to prioritise citizen and user needs above professional, organisational and technological silos."*
45. A key issue, following LDD principles, will be to ensure that the needs of service users (i.e. the general public making a 999 call) are fully met. Some engagement with such users may be

appropriate as part of the project to replace the mobilising solution. For example, given the new ways (including via social media) that people now want to communicate, it will be important, in deploying a new mobilising solution, that it has the capacity to embrace new communication channels.

46. Also, as outlined above, it was not possible for Control staff to be fully engaged with the work to specify and procure the current Vision mobilising system. We want to put our Control staff front and centre of the project to replace the mobilising system. We can see that the principles of the LDD that put the user first can have huge benefits in terms of developing systems that get the very best from our staff. We will do this by seconding Control staff to the project team and putting in place a user testing regime that allows for quick feedback and the agility to enhance and iterate solutions so that they are right for our staff.

### **Mobilising project team**

47. A project team will need to be established to deliver the new mobilising system. Some work will need to be carried out to establish the project and ensure that once funding is approved, the project is able to immediately move forward in 2019/20. This work will be undertaken as phase 1 of the project, and this can be achieved using existing resources within the ICT Department, working closely with Control management and staff.
48. The resources needed for the project team will vary over time to support the different phases of the work:
- Phase 1 – Project enabling activity
  - Phase 2 – Requirements gathering
  - Phase 3 – Procurement, contract award, implementation
49. This report seeks the boards agreement in principle to the project approach, noting that specific funding for phase 2 (requirements gathering) and ultimately phase 3 (procurement, contract award and implementation) will be sought via appropriate funding bids from ICT (the exact split between revenue and capital yet to be determined). The output of phase 2 will be a completed statement of requirements (SOR) for a new mobilising system. The output of phase 3 will ultimately be the implementation of a new mobilising system for the Brigade.

### **Phase 2 – Requirements gathering**

50. Phase 2 of the project, which we anticipate taking 18 months to complete, will require additional resources. Specifically, we will require 1 x dedicated project manager, 1 x project support, 1 x business analyst, as well as financial provision to back fill 2 x Control officer posts who will be seconded to the project, initially for phase 2. This will result in a 12 month staff cost of £205k and a one off cost of £60k for the business analyst, for a total annual cost in 2020/21 of £265k. There will then be further six month staff cost of £103k in 2021/22, for a total cost £ 368K over an 18 month period.

### **Phase 3 – Procurement and implementation**

51. Phase 3 of the project, which we anticipate taking around 18-24 months to complete inclusive of all governance requirements, will also need additional resources. In particular, a dedicated procurement resource and test manager (for delivery/implementation) will be required. In addition, there may need to be funding to back-fill for ICT staff who may need to be seconded to the project to work on the software interfaces between the mobilising system and Brigade backoffice systems during the delivery/implementation phase.
52. The additional costs for phase 3 will be considered as part of the preparation for the 2021/22 (and future year) budgets and included in a future report seeking authorisation to begin phase 3.

## **Collaboration opportunities**

53. Under the Policing and Crime Act 2017, the Brigade has a duty to keep collaboration opportunities (with police and ambulance services) under review and, where it is in the interests of efficiency or effectiveness, to put those collaboration opportunities into practice. For the Brigade these collaboration opportunities would be with another blue light emergency services in London (i.e. the Metropolitan Police Service (MPS) and/or the London Ambulance Service (LAS), or collaboration with other fire and rescues services.
54. The MPS command and control system is some 35 years old and a project to replace this system it is currently underway and MPS are in the process of reviewing tenders. Their intention is to award a contract at the end of 2019 with go live anticipated in 2021. The Brigade received a briefing from the MPS on its implementation in May 2018 but, at this time, the opportunity to align the procurements was not possible. The MPS were at quite an advanced stage, having defined their requirements and not far away from initiating a procurement. Work had not even started on defining the Brigades requirements as there was still up to six years to run on the Brigade's contract (with contract extensions).
55. The Brigade has spoken to the MPS about their recent procurement and further meetings are planned. Specifically, a workshop is planned for early in the new year where the Brigade will be able to take on board any lessons learned or particular approaches that may be beneficial, from the Met recent procurement. In particular, we have tried to structure our approach in a similar manner, breaking the project into governance stages and seeking approval for each stage.
56. The LAS command and control system contract runs until the early 2020s and they are looking to procure a system nationally with all ambulance trust regions as part of an NHS project. For this reason, LAS would not be looking for collaboration opportunities outside the ambulance sector.
57. Collaboration is viewed as being potentially more efficient as some costs may be shared and, therefore, the economies of scale could be maximised. However, it is probably more likely that the adoption of protocols and standards such as MAIT<sup>4</sup>, that allow emergency control rooms to be linked and share incidents in real time, will provide the best opportunities for operational collaboration.
58. Collaboration opportunities with other fire and rescue services will be examined as part of any new procurement, once the Brigade statement of requirements has been defined. Early notification of the project has already been flagged via the NFCC ICT Managers forum, that the CIO chairs.

## **LFC/Mayoral governance approvals**

59. As outlined earlier, it is proposed that the project will be in three phases:
  - Phase 1 – Enabling activity
  - Phase 2 – Requirements gathering (including supplier engagement)
  - Phase 3 – Procurement / Implementation
60. Prior to phase 1 being initiated, it is proposed to seek governance approvals (this report) for the proposed approach to the replacement of the mobilising solution and to move to phase 1; no additional staffing resources will be required for phase 1.

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<sup>4</sup> Multi-Agency Incident Transfer (MAIT): The MAIT protocol allows for incident records to be electronically shared from one emergency service to another through defined fields and values so that it can be injected into the receiving organisation's computer aided despatch system.

61. For each subsequent stage of the project, pre-approval will be sought for funding, up to an agreed value, to complete that stage. This report asks the board to note that funding of £368K will be required to initiate and complete phase 2 of the project (requirements gathering). The funding required for the final phase 3, including the acceptance of tenders, will be determined toward the end of phase 2. It is not possible to provide further information in relation to this at present.
62. There will be significant costs incurred by companies bidding for this work. Due to the complex and therefore time-consuming nature of the procurement, it is likely that some form of negotiated procurement approach may be required. As this will involve significant investment in terms of time and resources from potential suppliers, it will be necessary to move forward with a high degree of confidence that the Brigade will be able to award at the conclusion of the procurement.
63. We believe that the proposed approach will allow us to move forward with a degree of confidence and yet still provide visibility to the Mayor's Office and the Deputy Mayor for Fire and Resilience (via her Fire and Resilience Board), as the project progresses.

## **Conclusion**

64. Taking lessons learned from previous mobilising solution procurements into account, there is a strong case to adopt an approach where the Brigade selects an existing 'off-the-shelf' solution or product and bending the business to fit with the way it works; not the system i.e. Option 2 above. This is an approach also endorsed by the MPS and adhered to as part of their project approach for mobilising system replacement.
65. In reality, this will mean that some functionality currently available in the Vision system, either may not be available in the new system or may exist in a different form. Whilst the challenge of adopting this approach should not be under-estimated (it is probable that some business processes, particularly in the Control Room may need to change), the benefits to the organisation overall are likely to outweigh any Brigade specific functionality loss.
66. It is the conclusion of work to date that the best approach for the Brigade would be to adopt Option 2. Participating in an exercise of early market engagement, under the guidance of procurement colleagues, will facilitate an understanding of the market place and greatly assist the Brigade to develop a SOR that is not Brigade specific. This fact should reduce cost, complexity and subsequently risk to the Brigade.
67. Having consulted with the MPS about their procurement, we propose to adopt a broadly similar approach to this project, by breaking the project into three key stages, and seeking governance approvals at the entry to each stage and funding up to an agreed limit.

## **Finance comments**

68. This report sets out two options for the replacement of the mobilising system, with the recommendation that Option 2 for an 'off the shelf' option is agreed. Due to the change in approach proposed for this procurement the total cost of the replacement solution has been estimated within the range of £15m to £25m for a ten-year contract.
69. The replacement will be carried out in three phases, with the cost of phase 1 of the project to be contained within existing ICT Department resources. The report asks the Board to note that funding of £368k will be required to deliver phase 2 of the process A growth bid for this expenditure will be included as part of the Budget Submission to the Mayor . The report notes that additional funding will also be required for phase 3 and funding will be sought for this at a later date. This will be considered as part of the budget process for future years once identified.

70. The current mobilising system contract was for a ten-year period up to 2022 at a cost of £19.6m. This included £325k per annum towards the cost of a technical refresh. As there will be no technical refreshes past the 2022 date this payment will cease from August 2022 and will deliver an ongoing revenue saving. It should be noted that this could mean that when the reprocurement is complete this would result in a pressure at that time.
71. The report also sets out forecast inflation costs for the contract from 2022/23, these costs will be contained within the existing contingency for inflation.
72. If option 1 is agreed for a custom specification for the new system, the report notes that this may result in a significantly higher cost than for option 2. The report does however note that option 2, while less costly, could result in significant business change. The impact of this should be evaluated and monitored as part of the procurement.
73. The previous procurement for the existing system included a significant element of capital expenditure and then an ongoing revenue cost. The potential move to a 'pay to use' basis could result in a move in costs from capital to revenue, the impact of which will need to be considered as part of the budget process.

### **Workforce comments**

74. Consultation with staff will be required, particularly if the principle of "bending the business" rather than the system is adopted as it may involve changing business processes. The intention will be to start the consultation process at the earliest opportunity. As outlined in para 44, the intention is to put Control staff at the front and centre of this project. Control staff will be seconded to work as part of the project team and the user testing will allow for quick feedback and the agility to enhance and iterate solutions so that they are right for our staff.

### **Legal comments**

75. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
76. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").
77. Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...".
78. The Deputy Mayor's approval will be required for the Commissioner when it comes to any new procurement of a mobilising system.
79. The statutory basis for the actions proposed in this report is provided by section 7 (2)(c) of the Fire and Rescue Services Act 2004, under which the Commissioner must make arrangements for dealing with calls for help and for summoning personnel for the purpose of extinguishing fires in its area and protecting life and property in the event of fires in its area.
80. Under section 2(1) of the Policing and Crime Act 2017, the Commissioner has a statutory duty to keep under consideration whether entering into a collaboration agreement with one or more other relevant emergency services in England could be in the interests of the efficiency or effectiveness of that service and those other services.

81. Furthermore, the proposed procurement of the mobilising system must be in compliance with the Public Contracts Regulations 2015 given that the value is well above OJEU threshold.

### **Sustainability implications**

82. Any new procurement activity will need to be undertaken in line with the GLA group Responsible Procurement policy. As part of delivery of this policy, the Greater London Authority group is currently in the process of affiliating with Electronics Watch, which requires the inclusion of additional terms and conditions for contracts with significant hardware purchases. The terms aim to improve the transparency of the supply chain and management of any noncompliance with labour standards identified with the support of Electronics Watch. Where hardware replacement of considerable value forms part of the requirement for any of the options proposed, additional terms covering ethical sourcing will need to be included in the tender or renegotiation.

### **Equalities implications**

83. The Public Sector Equality Duty applies to the London Fire Brigade when it makes decisions. The duty requires the Commissioner to have regard to the need to:

- a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful.
- b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

84. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

85. An equalities impact assessment will be carried out in respect of this project to make sure that any replacement mobilising solution will not have a disproportionately adverse effect on any persons with a characteristic. The development of a specification for a replacement mobilising solution will need to consider the needs of staff users with protected characteristics; this will be particularly important where any business process changes are needed if the Brigade were to adopt an 'off-the-shelf' solution. The Brigade will also need to consider the impact on those members of the public with protected characteristics that might need to engage with the Brigade to call for assistance and whether they would be affected by any change of mobilising solution. Where necessary, the Brigade will need to reflect any particular or special requirements in the SOR.