

**UPGRADE TO THE VISION MOBILISING SYSTEM
FOR GLOUCESTERSHIRE FIRE AND RESCUE SERVICE**

Cabinet Date	13 November 2019
Public Protection, Parking and Libraries	Councillor David Norman
Key Decision	Yes
Background Documents	<ul style="list-style-type: none"> • Fire and Rescue Services Act (2004) • The Fire and Rescue Services (Emergencies) (England) Order 2007 • Civil Contingencies Act 2004 • Gloucestershire County Council Strategy: “Looking to the Future” 2019-22” • Gloucestershire Fire and Rescue Service: “Integrated Risk Management Plan 2018-21”
Location/Contact for inspection of Background Documents	www.gov.uk www.gloucestershire.gov.uk www.glosfire.gov.uk
Main Consultees	<ul style="list-style-type: none"> • GCC Strategic Finance – Capital Business Case • GCC Strategic Procurement – Contract and procurement advice. • GCC Legal Services – Compliance and Assurance
Planned Dates	Completed
Divisional Councillor	n/a
Officer	Wayne Bowcock, Chief Fire Officer Gloucestershire Fire and Rescue Service Tel: 01452 888777 Email: wayne.bowcock@glosfire.gov.uk
Purpose of Report	To seek approval for expenditure on necessary upgrades for the Fire and Rescue Service mobilising system in order to maintain an effective and efficient response to emergency incidents.

<p>Recommendations</p>	<p>That Cabinet:</p> <p>Delegates authority to the Chief Fire Officer (in consultation with the Cabinet Member for Public Protection, Parking and Libraries), to award a five year contract for the supply of an upgrade to the Fire and Rescue Service mobilising system to include hardware, software and the provision of maintenance and support through the KCS Provision of Managed Services for Business Solutions Framework (Y16018) without further competition (direct award).</p>
<p>Reasons for recommendations</p>	<p>The Fire and Rescue Services Act 2004 places a legal obligation on all Fire Authorities to:</p> <ul style="list-style-type: none"> • Secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements • Make arrangements for dealing with calls for help and for summoning personnel • Make arrangements for obtaining information needed for the purpose of extinguishing fires in its area and protecting life and property in the event of fires in its area <p>The proposed upgrade to the mobilising system is designed to:</p> <ul style="list-style-type: none"> • Fulfil Gloucestershire Fire Authority’s legal obligation set out within the Fire and Rescue Services Act 2004 • Support the delivery of the Council Strategy 2019/22 <ul style="list-style-type: none"> ○ A Resilient County - Active, resilient local communities that keep people safe, provide them with support and help them to make a positive contribution. • Meet Gloucestershire Fire and Rescue Service’s Mission Statement - “Working in partnership we will provide the highest standard of community safety and emergency response services to the communities of Gloucestershire” • Address Gloucestershire Fire and Rescue Service’s Strategic Aims <ul style="list-style-type: none"> ○ Increased focus on prevention and protection initiatives ○ Explore, further develop and maximise opportunities to collaborate with partners and other stakeholders ○ Reconfigure and reform our Service • Demonstrate how Gloucestershire Fire and Rescue Service will address the risk of fire faced by the communities of Gloucestershire. In this procurement we will be moving from version 4 to version 5 of the solution. <p>Commercial rationale:</p> <ul style="list-style-type: none"> • The current mobilising system used by GFRS comprises highly sophisticated software which engages with a number of Fire Service software systems. The cost of implementation of an alternative software system would be significant and given the benefits of software incumbency (the cost of software in situ vs the cost of implementation of a totally new solution) is not viewed as a value

	<p>for money outcome.</p> <ul style="list-style-type: none"> • As a result of such incumbency benefit, it is in the interest of the Council to minimise resources in time and money to deliver the new contract proposed in this Report.
<p>Resource Implications</p>	<p>Resources required to achieve delivery of the plan:</p> <ul style="list-style-type: none"> • Capital funding of £300,000 has been approved through the 18-19 MTFS process to procure the system and support implementation. • Ongoing maintenance charges for the extant mobilising system are met and will continue to be so through existing revenue streams for the Fire and Rescue Service. The cost for this contract is £189,755 over the five year life of the proposed contract.

MAIN REPORT CONTENTS

1. Background

1.1 Legal Requirement

The Fire and Rescue Services Act 2004 sets out the responsibilities of Fire and Rescue Authorities (FRAs). There are four key responsibilities for FRAs that they must ensure that they make provision for including:

- Extinguishing fires in their area
- Protecting life and property in the event of fires in their area
- Rescuing and protecting people in the event of a road traffic collision
- Rescuing and protecting people in the event of other emergencies.

These four key responsibilities are underpinned by a duty to:

- Secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements
- Make arrangements for dealing with calls for help and for summoning personnel
- Make arrangements for obtaining information needed for the purpose of extinguishing fires in its area, and protecting life and property in the event of fires in its area

To support the Fire Authority in discharge of its duties, Gloucestershire Fire and Rescue Service produce an Integrated Risk Management Plan every three years; the latest of which includes the following strategic aims:

- 'Ensure our services are delivered by a professional, well equipped, highly skilled, motivated and well developed workforce which is able to work safely and whose composition reflects our diverse community'
- 'Respond promptly and effectively to deal with fires and other emergencies when they occur'.

1.2 System Provision

In order to achieve legal compliance and meet the outlined strategic aims, Gloucestershire Fire and Rescue Service maintain a Fire Control Room based at the Tri-Service Centre in Quedgeley and a 'Stand-by' Control Room at Stroud Fire Station.

Both of these facilities are equipped with the Vision mobilising system and an Integrated Command and Control System (ICCS) that were introduced in 2013 following the cessation of the National Fire Control programme led by HM Government. At the time of purchase, the 'Vision 4' system was one of the most advanced systems available and provided the functions required of a modern Command and Control Solution.

The role of Gloucestershire Fire and Rescue Services' Fire Control Room has evolved over the last five years since the existing Vision 4 mobilising system was introduced. Fire Control personnel are no longer limited to only handling 999 calls. They are now a multi-faceted call taking Control Room. Handling calls for the Telecare Service, Coroners, Safe and Well, Concerns for Safety and administration. This has led to an almost 100% increase in call volume since 2013.

1.3 Technical Issues

The current 'Vision 4' hardware (Servers and PC's) is now six years old; recognised ICT industry good practice recommends that critical servers should be in use for longer than five years. However, owing to good maintenance, the server 'life' in this case has already been extended by a further two years beyond manufacturer warranty.

In addition to this, the current contract for licensing and maintenance of the existing fire and rescue service mobilising system comes to an end in September 2020. As it is now 6 years since Vision 4 was installed and whilst this has evolved over time, it is prudent for the Service to move to the latest version of software (i.e. Vision 5) as well as installing new hardware at the same time.

This will not only future proof the current mobilising system in terms of the ability to provide the appropriate response for the communities of Gloucestershire for the next five years or more, it will also align the provision to be compatible with the forthcoming Emergency Services Network (ESN) which will see all critical communications move from traditional radio based applications over to the use of 4G digital services.

It is proposed that the procurement of the software and hardware upgrade described herein is undertaken utilising the direct contract award procedure available under the KCS Provision of Managed Services for Business Solutions Framework (Y16018). The chosen supplier is the incumbent supplier of the current mobilising system as the intention is to refresh and not replace the existing system and to award a contract for the maintenance and support of both the hardware and software elements of the refreshed system during the period Oct 2019 – September 2024.

1.4 Resource Requirement

1.4.1 Procurement costs:

- System purchase: £293,780 (to include all hardware and software)
- System maintenance/support (5 years): £189,755
- Sum total: £483,535

1.4.2 Resource Implications:

Capital Funding (£300,000) for this purpose has been agreed as part of the 18-19 MTFS process and the ongoing maintenance and support costs are covered under the Fire Service's existing revenue budget. It should be noted that the £6,000 differential between the capital bid and the indicated system cost will include cost to enable current control room staff to be freed up to assist with overseeing the implementation and learning of the system.

Ongoing maintenance charges for the extant mobilising system are met and will continue to be so through existing revenue streams for the Fire and Rescue Service. The cost for this contract is £189,755 over the five year life of the proposed contract.

2. Options

As described in Section 1.1 above, the Fire Authority has a legal duty to ensure provision of a command and control solution to enable resources to be effectively and efficiently utilised for the purposes defined within the Fire and Rescue Services Act 2004.

The other option available would be to undertake a competitive procurement process to include either full competition or a 'mini' competition for the work required.

The supplier market for mobilising systems is extremely limited with each system being bespoke. Therefore the above processes would be very unlikely to attract any interest in regards to an 'upgrade', and it would have required significant resource to manage the process. This is considered to be inefficient within the context of a time critical project. On this basis, a direct award to the existing supplier under a framework is recommended as the most suitable, and legally compliant route.

3. Risk Assessment

There are a number of risks associated with delivery of the mobilising system upgrade:

3.1 Operational

Under the Fire and Rescue Service Act 2004, the Fire Authority have a statutory requirement to provide responses to fires, road traffic collisions and promote fire safety. As our mobilising system becomes dated, it will be difficult for the Fire Control Room to deliver the necessary response.

3.2 Economic

If a decision is taken not to support recommendation, a complete replacement will need to be sought in 2020. The likelihood is that there would be a significant increase in cost if this route is chosen.

3.3 Technological

An aging system increases exposure to the risk of Cyber Security, non-compliance with GDPR and partial or total system failure leading to an inability to respond to emergency incidents and/or support other GCC functions (e.g. Telecare/Coroners Out of Hours etc).

Failure to upgrade the mobilising system would also mean that Gloucestershire Fire and Rescue Service will be unable to benefit from future enhancements that ESN offers.

As part of Airwave and ESN, Gloucestershire Fire and Rescue Services' Fire Control Room are bound by the protocols of being connected to these networks (Codes of Connection). If the mobilising system is dated and lacking the required updates, the Service would be unable to connect to the national radio schemes.

Lead Time (Supplier) - From signature of contracts (earliest October 2019), the overall lead time to develop, build and deliver all elements of this system will be a minimum of eight months; this can only start once legal elements around the contract have been finalised, agreed and the contract signed by both parties.

3.4 Legal

GCC Legal Services were satisfied that use of the KCS Software Products and Associated Services Framework is in itself a legally compliant route to market for procurement of the proposed software upgrade, however raised concerns around paucity lack of detail contained in the call-off terms and conditions.

4. Officer Advice

As with all ICT based systems, there is a need to keep up with current technology and standards to maintain system integrity, as well as complying with various codes of connection that must be adhered to. This maintains overall functionality within Fire Control, ensuring that Gloucestershire Fire and Rescue Service continue to offer the highest possible standards of service to the communities it serves.

The Chief Fire Officer's recommendation, based on all of the available evidence and subsequent analysis, is that approval be given to upgrade the fire and rescue mobilising system through the award of a five year contract that also encompasses maintenance and support services, approve the proposed level of expenditure and approve the identified procurement route.

5. Equalities considerations

Consideration of the likely equalities impact of the recommended option indicates that the provision of an up to date Integrated Command and Control System coupled with market leading mobilising technology provides equal access for all residents of Gloucestershire, thereby ensuring that GCC's legal obligations are met when delivering the fire and rescue function to the communities of Gloucestershire. A Due Regard Statement has not, therefore been prepared in the matter.

6. Consultation feedback

GCC Strategic Finance – A capital business case was presented requesting £300,000 towards delivery and completion of this project. The request was approved with the following feedback *'That, having considered the additional consultation responses and the Public Sector Equality Duty Assessment, approval is given to the MTFs and the revenue and capital budgets for 2018-19'* (extract from the minutes of the County Council meeting February 2018 - Policy and Budget Framework - Medium Term Financial Strategy and the Council Strategy).

GCC Strategic Procurement – Contract and procurement advice coupled with strategic support was sought for this project. Feedback received clearly indicated that a direct single supplier award (outside of a framework), was not legally compliant and that use of a competitively tendered framework was advised. To this end, initial progress was made using the Crown Commercial Services Digital Applied Solutions Framework, however due to technical difficulties an alternative option has been sourced – the KCS Provision of Managed Services for Business Solutions Framework.

GCC Legal Services – were satisfied that the use of the KCS Software Products and Associated Services Framework is in itself a legally compliant route to market for procurement of the proposed software upgrade, however raised concerns around the lack of detail contained in the call-off terms and conditions.

It was felt that the terms and conditions were 'only marginally more robust than generic Ts&Cs' and that on this basis 'the council's interests would not, in their view, be best served by using the KCS framework' albeit it was accepted that due to the time constraints facing the project there was no other suitable alternative at this point in time.

Strategic Procurement - The 'commercial' view point is that the Council has used this framework for its current Capita SIMS contract and we have been advised that other Councils have used this framework for the same purpose.

7. Performance Management/Follow-up

The contract that will be drawn up under the KCS Software Products and Associated Services Framework will include a number of Service Level Agreements held with the Supplier.

Performance will be monitored and discussed at regular meetings with the designated Customer Relationship Manager. Underperformance is highlighted and reviewed with resolution sought and remedial measures put in place by the Supplier as and when necessary.

This arrangement builds upon the existing relationship already in place with the Supplier which to date has been wholly satisfactory for both parties.

Report Title	Upgrade to the Vision Mobilising System for Fire and Rescue Service
Statutory Authority	Fire and Rescue Services Act 2004.
Relevant County Council policy	Gloucestershire County Council Strategy 2019 - 22
Sustainability checklist:	
Partnerships	This project will make use of a partnership framework developed by Kent County Council in order to provide the required access to the relevant supplier, in this case Capita. The system in its own right provides access through the Integrated Command and Control Solution to and for all partner organisations.
Decision Making and Involvement	A formal decision is required from GCC regarding procurement of the upgrade to the mobilising system for fire and rescue.
Economy and Employment	Provision of the most advanced technology in mobilising is designed to help minimise the impact of fire and other types of emergency on individuals and the local economy.
Caring for people	Matching resources to risk allows the Service to correctly allocate resources and assists in meeting the needs of the most vulnerable within the communities of Gloucestershire.
Social Value	The mobilising system is integral to enabling the Service to build on existing partnerships utilising existing equipment and skills to deliver additional benefit particularly in the arena of health and social care. This work has already proved to deliver tangible 'social value' in terms of support to other areas and functions of GCC Service Delivery.
Built Environment	Matching resources to risk allows the Service to correctly allocate resources to help minimise the impact of fire and other types of emergency thus protecting the built environment.
Natural Environment' including Ecology (Biodiversity)	Matching resources to risk maintains the Services ability to protect the natural environment due to fire and other events.
Education and Information	Provision of the most advanced technology in mobilising enables Fire Control Operatives to provide fire and other types of safety information directly to members of the public thereby promoting greater awareness of risk and a higher degree of public safety for the communities of Gloucestershire.
Tackling Climate Change	Carbon Emissions Implications? Neutral Vulnerable to climate change? No
Due Regard Statement	Has a Due Regard Statement been completed? No

Human rights Implications	No
Consultation Arrangements	Not Applicable