

Report title

Operational Contingency Arrangements (OCA): Project Initiation

Report to

Operational Delivery DB
Commissioners Board
Deputy Mayor's Fire and Resilience Board
London Fire Commissioner

Date

25 August 2021
21 September 2021
12 October 2021

Report by

Assistant Commissioner, Operational Resilience and Control

Report number

LFC-0593y
FRB-267

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If redacting, give reason:

Summary

The London Fire Brigade (Brigade) has a duty under the Civil Contingencies Act 2004 to plan for the purpose of ensuring, "so far as is reasonably practicable", that if an emergency were to occur, we would still be able to continue to perform our functions. The current arrangements, known as Capital Guard, are the contingency measures implemented during times when gaps in normal service provision, operational response and control, are experienced.

This report sets out the recommendations to establish and fund a project tasked with delivering, via a tendering process (to be reported on separately) a new contingency arrangement by the end of the existing provisions in November 2023.

Recommendations

For the Deputy Mayor for Fire and Resilience

That the Deputy Mayor for Fire and Resilience approves the expenditure of £700,000 over two years (comprised of the annual project costs of £323,693 as set out in paragraph 18 of this report plus an additional contingency fund of £52,614).

For the London Fire Commissioner

That the London Fire Commissioner agrees the implementation of the Operational Contingency Arrangements (OCA) project within the parameters noted in the project initiation document, attached at appendix A.

That the London Fire Commissioner, subject to the decision of the Deputy Mayor for Fire and Resilience, delegates authority to expend £700,000 over two years (comprised of the annual project costs of £323,693 as set out in paragraph 18 of this report plus an additional contingency fund of £52,614) to the Assistant Commissioner Operational Resilience and Control for the purposes set out in this report.

Introduction and Background

1. The Brigade has a duty under the Fire and Rescue Services Act 2004 (FRSA), section 7, in relation to firefighting, protecting life and property in the event of fires in its area, and in doing so, it must secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements. A duty also applies under section 8, of the FRSA, in respect of road traffic collisions. Section 9 of the FRSA deals with additional 'emergencies' other than fires and road traffic accidents.
2. Furthermore under section 2 of the Civil Contingencies Act 2004 (CCA), the Brigade must formulate and maintain plans, for "emergencies" for the purpose of ensuring, "so far as is reasonably practicable", that if an emergency were to occur, the Brigade would still be able to continue to perform their functions. Such emergencies include an event or situation that threatens serious damage to human welfare, the environment or war, terrorism, or security of the United Kingdom.
3. To comply with this legislation and to ensure an emergency provision was in place, in 2003 the Brigade entered a contract with Securitas Security Services (UK) Ltd to establish an emergency fire crew capability (EFCC). The arrangements, known as Capital Guard, are the contingency measures implemented during times when normal service provision, operational response, and control, are not able to be provided. This includes events such as flu pandemics or strike action taken by a representative body.
4. The contract expired in November 2020 and extension arrangements were triggered that has enable the service to continue for a maximum of three years with the ability to end the extension arrangements anytime within that period. This extension is due to end in November 2023 and as such a new arrangement needs to be put in place
5. The EFCC contract secures the provision of trained operational contingency crews, command support teams and contingency control call handling staff needed to a response in times of activation of Capital Guard. This is a necessary control measure for periods of service disruption which is an identified risk in the LFC corporate risk register and national security risk assessment.

Proposal

6. This report seeks the formal approval for the initiation and costs of the Operational Contingency Arrangements (OCA) project. This project is being proposed following the agreement at Commissioners Board (CB) on 10 March 2021 to explore options for delivery including a blended approach.
7. Following the experiences during the periods in which the current EFCC contract has been either activated or in operation, actions from the lessons learned have been identified, which require consideration to support improvements for any future arrangements.
8. The Operational Contingency Arrangements (OCA) paper presented at CB made a series of recommendations for the Assistant Commissioner for Operational Resilience and Control to:
 - Open fresh negotiations with the FBU to develop a more robust Major Incident protocol for London.
 - Initiate a tender process, which addresses the issues identified in the drivers for change, to establish a new contract through the open market to outsource core response requirement for core target duties.

- Wherever possible, the location of contingency appliances should be optimised to minimise response times to incidents which pose the highest risk of harm to human life.
 - Following lessons learnt from the COVID-19 pandemic, remove the essential requirement for any tender process for frontline contingency arrangements to cover a Pandemic.
 - Remove the Control function from the tender specification to allow Assistant Commissioner for Operational Resilience & Control to explore resilience contracts and other options with existing staff.
 - Explore options to develop resilience contracts for specific operational staff to allow them to continue to deliver integral NR functions.
 - Continue using non-striking volunteers, other FRSs and partner agencies to resource Incident Command and support, specialist appliances and fire prevention and protection functions.
 - Enhance and supplement current products to include specific products for owners of high-rise buildings.
9. The project initiation document (PID) in Appendix A outlines the project objects and scope. This includes the creation of a project delivery team in Operational Resilience (OR). The Project Board sponsor will be the Assistant Commissioner for Operational Resilience and Control.
10. The responsibility for contributing to the design of the tender specification document will be a collective responsibility for all Heads of Service. The Operational Risk team (Transformation) will continue to assist the project to maintain continuity of the approach established in the Operational Contingency Arrangements (OCA) paper which they drafted for CB on 10 March 2021.

Project timetable

11. The project timetable is influenced by the need to have a replacement contract in place prior to the expiry of the current provision in November 2023 that cannot be extended. A replacement contract can super-sede the current arrangements at an earlier date if it is ready to be implemented at the discretion of the London Fire Commissioner (LFC). A notice period of six months is required for the current contract.

Project Phase	Task	Time Frame	Start date
Pre-tender work, revision of requirements and stakeholder engagement	Market Engagement		Initial work completed
	Stakeholder engagement and review of requirements	6-8 Months	started Jan 21
	Specification revision in line with above	1 Month	Sep-21
	Internal approval of specification revision	2 Months	Oct-Nov 21
	Finalise FTS/ tender documentation	1 Month	Dec-21
Tender Period	Issue Find a Tender notice & tender pack		Jan-22

	Tender return deadline	2 Months	Mar-22
	Clarification and Evaluation of tenders	3 Months	Apr-July22
	Award report drafting	2 Months (Parallel to Evaluation)	Jun-July 22
	Reporting period	4 months	August – November 2022
	Standstill period	10 days	Nov-22
	Contract Award		Nov-22
Implementation & lead up to go live	Implementation period		November 2022 – November 2023
	Go Live with new provider / contract		Nov-23

Objectives and Expected Outcomes

12. This project will deliver a retender of the current EFCC arrangements to replace the existing contract based on the approach agreed from the OCA paper to Commissioner's Board on 10 March 2021. It will provide a new contract through the open market for all aspects of frontline response including incident response, delivery, control, mobilising, and specialist assets. It must be in place at the latest by 13 November 2023, when the current extended contract terminates on 12 November 2023.
13. Enable the Brigade to continue to function in times of total staff loss or other interruptions to service delivery in line with Fire and Rescue Services Act (FRSA) 2004, Civil Contingencies Act (CCA 2004, Fire Services National Framework (FSNF) 2018. The replacement EFCC contract will enable the Brigade to meet its legal requirements by the end of the existing contingency arrangement contract on 12 November 2023.
14. The project will seek to secure areas of improvement in all aspects of EFCC contingency arrangements delivered by the successful bidder and these will be regularly monitored and governed through Key Performance Indicators (KPI). This project will seek to identify improvements in arrangements in liaison, operational delivery and command and control.

Project Costs

15. The project costs outlined below have been identified to coordinate the lifespan of the project including closedown and handover. This period is expected to last two years. The costs below are annual costs and would therefore be incurred for every year during the project. It is believed that further costs may be incurred as a direct result of the project through professional fees once the procurement process begins. The risk and size of these additional costs will increase the further the tender specification is from the previous contract. This risk has been highlighted by General Counsel and potential costs have been indicated by these department. These are included below.
16. The costs indicated below have been identified as additional costs which will be incurred by the relevant departments to support the delivery of this project. The total cost would represent a temporary growth bid by Operational Resilience.

17. Following consultation with Procurement a dedicated resource would be needed by them to support a Project of this nature. As this resource is not currently available within their department it would require a growth bid and that the appropriate grading for the required role would be FRS G.
18. Following consultation with General Counsel (GC) it has been identified that there will be a requirement for them to fund external specialist support for a limited period to support the work associated with a tender of this nature. The additional costs for this are recorded below.

Annual Project Costs	
Description	Cost (£)
1 x GC as Project Manager	£98,713 (GC Competent)
1 x Sub O	£60,437 (Sub O Competent)
1 x FRS D as Project Support Officer	£50,343
1 x FRS G for Procurement	£89,000
Additional costs for General Counsel	£25,200
Total	£323,693

19. It is recommended that a small annual contingency of £26,307 is put in place to allow for budget flexibility during the project. This increases the proposed annual budget for the project to £350,000.

Conclusion

20. The procurement process for the EFCC contract is a significant corporate undertaking noted in the corporate risk register and requires sufficient support to manage the process from across the organisation.
21. The timescales required to design a tender specification and identify a suitable supplier require that this project is established formally at the earliest opportunity if we are to meet the deadline of November 2023.
22. This report incorporates initial estimates for additional project costs of £350k. This will be included as part of the Authority's budget setting process for 2022/23

Equality Impact

23. The Public Sector Equality Duty requires us, in the exercise of all LFC functions (i.e. everything the LFC does), to have due regard to the need to:
 - a. Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - b. Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - c. Foster good relations between people who share a relevant protected characteristic and persons who do not share it.

24. 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:
- a. remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
 - b. 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.
 - c. 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.
25. 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.
26. 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 to the need to—
- (a) tackle prejudice, and
 - (b) promote understanding.
27. The opportunity to review arrangements for the EFCC capability is an opportunity to consider how this response can be provided with greater regard to the known risks and characteristics of London. Thereby providing a contingency arrangement which better reflects the needs of London and Londoners.
28. The methodology described in this paper is designed to have a positive impact on equality. An Equality Impact Assessment will be prepared prior to any decision being taken by the board on future recommendations made by this project.
29. An Equality Impact Assessment (EIA) has been carried out to cover the initiation of this project and due to an identified impact on those who might be have difficulty engaging with the project where the majority of collaboration will take place virtually, further guidance has been sought from learning support to make sure all reasonable adjustments are made.

Procurement and Sustainability

30. The current proposed procurement route is through an OPEN Procedure a 1 stage process with exclusion criteria built into tender as required. This decision will need to be review on completion of the tender specification. If any further complication is added to the specification a negotiated procedure may be required. It is not anticipated due to the nature of this contract and the current market that there will be a large number of potential tenderers.

31. The procurement activity will be undertaken in accordance with the Public Contract Regulations (as amended), LFC's Scheme of Governance and the GLA group Responsible Procurement policy. Where new policies and/or corporate projects arise, they are subject to the Brigade's sustainable development impact assessment process (SDIA).

Strategic Drivers

32. The London Fire Commissioner (LFC) has a duty to provide contingency arrangements to cater for periods of industrial action or other occasions when normal resourcing arrangements are unable to be met.
33. Following a briefing paper (OCA) which was presented at CB on 10 March 2021 it has been decided that a blended approach should be pursued with a view to replacing and improving the current EFCC arrangements by November 2023.

Workforce Impact

34. As this paper outlines the need to engage with the Representative Bodies there is an impact upon the workforce.
35. Discussions have already taken place with the Employee Relations Manager with a view to joining the Project Board and offering advice on how best to approach the negotiations.
36. This paper contains the objective of exploring resilience contracts with members of staff who provide identified national resilience and counter terror capabilities.
37. The area of contingency arrangements for periods of industrial action is a sensitive topic which must be explored with care and due consideration to avoid unnecessary confrontation with representative bodies.

Finance comments

38. This report recommends that annual revenue funding of £350,000 is agreed for the implementation of the OCA project, at a total cost of £700,000 over two years. This will be incurred in the 2022/23 and 2023/24 financial years and includes a total contingency of £52,614 over the two years.
39. The report also notes that there is a risk that further costs may be incurred through professional fees, and potential costs of £25,200 have been included for this. Spend against this budget will be monitored as part of existing processes.
40. If agreed this financial pressure will be added to the proposals for growth as part of the 2022/23 Budget Submission to the Mayor, increasing the budget gap in the 2022/23 and 2023/24 financial years.

Legal comments

41. 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.

42. Section 1 of the Fire and Rescue Services Act 2004 (“FRSA”) states that the Commissioner is the fire and rescue authority for Greater London.
43. Section 7 of the FRSA places a duty on the Commissioner to make provision for the purposes of extinguishing fires in its area and protecting life and property in the event of fires in its area.
44. In making provision, the Commissioner must, in particular, secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements (i.e. requirements for normal fire risks in their area) as regards protecting life and property, including during abnormal times. A similar duty is imposed upon the Commissioner in respect of rescuing people in the event of road traffic accidents in its area under s.8 FRSA. There is a broad operational discretion as to how to make the required provision.
45. The above duties are ‘target duties’. In the case of such ‘target duties’ there is not an absolute standard that must be attained. There will not necessarily be a breach if there is just and reasonable excuse, which may be constituted by a temporary lack of provision on account of industrial action or other circumstances such as sickness caused by a pandemic. The grounds for non-provision must, however, objectively be considered to be ‘compelling and reasonable’. Everything must be done that can reasonably be done to remedy the situation, including taking reasonable steps to provide cover, and making contingency plans that are reasonably reliable.
46. The Commissioner also has duties under the Civil Contingencies Act 2004 (“CCA”) to carry out contingency planning for emergencies. In particular the Commissioner must assess the risk of an ‘emergency’ occurring (the definition of which includes an event or situation which threatens serious loss of human life/injury/homelessness/ damage to property) and maintain plans for the purpose of ensuring so far as reasonably practicable that if such an emergency (as defined above) occurs, the Commissioner is able to continue to perform its functions. These duties apply in relation to emergencies (as defined) if the emergency would be likely to seriously obstruct the Commissioner in the performance of its functions.
47. Additionally, when carrying out its functions, the Commissioner is required to have regard to the Fire and Rescue National Framework for England (“National Framework”) prepared by the Secretary of State (FRSA, section 21). The National Framework states that:
- 2.11 Fire and rescue authorities must have effective business continuity arrangements in place in accordance with their duties under the Civil Contingencies Act 2004. Within these arrangements, fire and rescue authorities must make every endeavour to meet the full range of service delivery risks and national resilience duties and commitments that they face.
48. Although the above duties do not distinguish between life and property, life must be accorded a higher priority than property. The right to life under Article 2 of the European Human Rights Convention is absolute whereas property rights are qualified.
49. 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. 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").

50. Paragraph 2.1(b) of Part 3 of the direction requires the prior approval of the Deputy Mayor for Fire shall be obtained before a decision is taken for a commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices..
51. This report includes a request to commit expenditure of £700,000, hence, the Deputy Mayor's prior approval is accordingly required.
52. The Commissioner's Scheme of Governance reserves to the Commissioner the following decision making powers: "To agree all matters that have a significant impact on the organisation or service delivery, as determined by a Director". Consequently, internal decision making on this report rests with the Commissioner.

List of Appendices

Appendix	Title	Protective Marking
1.	The Project Initiation Document (PID)	None

Consultation

Name/role	Method consulted
<ul style="list-style-type: none"> AC Jonathan Smith DAC Pat Goulbourne 	Online access to Word document for comments and contribution.
<ul style="list-style-type: none"> AC Jonathan Smith DAC Pat Goulbourne SCC Adam Crinion Emma Sinclair SC John Flower Adrian Bloomfield, Assistant Director Finance Sylvia Clifton Keith Diamond GC Matt Herrington GC Richard Abbot Jonathan Reid Dominic Johnson DAC Dave O'Neil Tom Davies (GC) 	Initial Project Board meeting via Teams

Appendix 1 – Project Name: Operational Contingency Arrangements.

Completed By:	Operations Manager (OM) Keith Diamond Operational Planning, Resilience and Collaboration (OPRC)
Project Sponsor:	Jonathan Smith (Assistant Commissioner Operational Resilience and Control)
Project Manager:	Charlie Hanks (Group Commander Operational Resilience)
Priority:	1
Governance:	A

Document Version History		
Version Number	Date	Summary of Changes
V 3.1	12May 2021	Updated version for comments by PMO Emma Sinclair
V 3.2.3	2 June 2021	Updated version for review by GC Matt Herrington
V 3.3	12 July 2021	Updated version with new Project Manager and FRS D costs.
V 4	11 August 2021	Updated project name and timetable

Distribution List		
Name	Title/Role	Issue Date

Sponsor- Jonathan Smith	Assistant Commissioner Operational Resilience and Control	
	Deputy Assistant Commissioner Operational Resilience	
	Assistant Commissioner Fire Stations	
	Assistant Commissioner Operational Policy	
	Deputy Assistant Commissioner (Control and Mobilising)	
	General Counsel	
	PMO Manager	
	Assistant Director Strategy and Risk	
	Assistant Director of Finance	
	Assistant Director of Health and Safety	
	Assistant Director Technical and Commercial	
	Interim Assistant Director of Training and Professional Development	
	Interim Director of Communications	
	Chief Information Officer (CIO)	

	Procurement – Head of Commercial Operations	
	Procurement – Head of Category Operations	
	Head of Procurement	
	Senior Procurement and Contracts Manager	
	Head of Sustainable Development	
	DAC Fleet and OSG Support-Technical Team	
Inclusion Team	Equalities Impact Assessment (EIA)	

Background/Context

LFB's current arrangements for periods of staff loss are based on a private contract with Securitas, who provide an Emergency Fire Crew Capability (EFCC). The current EFCC contract for this capability arrangement has been extended for a period of three years and is due to end on 12 November 2023. To ensure that there is a smooth transition from the current arrangements to any new arrangement, a retendering process must be put in place. Following a briefing paper entitled Operational Contingency Arrangements (OCA) future options on 2nd February 2021 to Commissioners Board from DAC Peter Rickard (Strategy and Risk), a decision was taken to provide a blended approach using recommended next steps and initiate a retendering process for the EFCC contract, which addresses the issues identified in the drivers for change and establish a new contract through the open market to outsource response requirement for core target duties. An incident response model which is at least an equivalent level to the current EFCC arrangements and includes within its specifications, the ability to adapt to London's changing operational environment and prioritise incidents which involved significant risk of harm to human life. The project will include all aspects of delivery including frontline response and other capabilities, including Control and Mobilising and a specialist assets.

Project Objective

This project will deliver a retender of the current EFCC arrangements to replace the existing contract based on the approach agreed from the OCA paper to Commissioner's Board on 10th March 2021. It will provide a new contract through the open market for all aspects of frontline response including incident response, delivery, control, mobilising, and specialist assets. It must be in place at the latest by 13 November 2023, when the current extended contract terminates on 12 November 2023.

Strategic Alignment (what strategic pillar will this project deliver to?)

Delivering excellence

- Constantly improving effectiveness of our service
- Understand and communicate risk information to better deliver our services
- Improved execution

Project Benefits

Please complete high level benefits below.

For each benefit a full Benefit Profile document will be required as per Appendix 3.

A blank Benefit Profile Template and Guidance can be found [here](#) under Project Planning.

Benefit Category (Appendix 1)	Benefit Description
Continuity of operations	Enable the Brigade to continue to function in times of total staff loss or other interruptions to service delivery in line with Fire and Rescue Services Act (FRSA) 2004, Civil Contingencies Act (CCA 2004, Fire Services National Framework (FSNF) 2018. The replacement EFCC contract will enable the Brigade to meet its legal requirements by the end of the existing contingency arrangement contract on 12 November 2023.
Improved service effectiveness	The project will seek to secure areas of improvement in all aspects of EFCC contingency arrangements delivered by the successful bidder and these will be regularly monitored and governed through Key Performance Indicators (KPI). This project will seek to

	identify improvements in arrangements for when LFB crews work alongside EFCC crews at incidents.
Efficient resource utilisation	It is intended to improve locations used for the EFCC provision for fastest response times to LFB's critical incidents and mobilise the quickest response possible to any given incident. The use of the LFB's mobilising system for EFCC resources, which identifies the closest appliance in terms of road speed to any given incident guaranteeing the quickest resource is mobilised.

In Scope

The project will deliver:

- A procurement process to assess bidders for a replacement contingency arrangement.
- A revised contract to be in place at the latest for 13 November 2023 to deliver an EFCC service under the Capital Guard arrangement.
- It will deliver a core incident response for the LFC for periods of industrial action, pandemic and other causes of staff loss.
- This retendering project, whilst considering aspects of the OCA paper, will include all aspects of delivery, frontline response, control, mobilising and specialist assets.
- A process for ensuring the EFCC provider's standard operating procedures comply with LFB and NOG guidance.
- Set direction for provision of EFCC vehicles, equipment and information technology requirements.

Out of Scope

The project will not provide:

- Training package for the deployment of EFCC arrangements.

Stakeholders

The Mayor and Deputy Mayor of London

London Fire Commissioner

All persons on the Distribution List

Deputy Commissioner and Director of Operations

Assistant Commissioner Operational Resilience and Control

Deputy Assistant Commissioner Operational Resilience

Assistant Commissioner Fire Stations

Assistant Commissioner Operational Policy

Deputy Assistant Commissioner Control and Mobilising

General Counsel (Legal)

Project Management Office

Strategy and Risk

Finance

Health and Safety

Procurement (various categories)

Training and Professional Development

Communications

Chief Information Officer

Operational Planning, Resilience and Collaboration for BAU and SME

Deputy Assistant Commissioner Central Operations for Joint Operations Command Centre (JOCC)

Other FRSs or Blue Light partners interested in collaborative opportunities

Representative Bodies

Critical Success Factors

- Establishment of appropriately sized team to undertake tender and procurement process.
- Design and production of requirements in the form of a specifications document, appropriate to meet the needs of an effective EFCC contingency.
- Completion of tender and procurement process, bound by contracts, with the required approval.
- Contract for EFCC awarded and in place, within time and budget.
- Successful design and completion of Quality Assurance for successful bidder to ensure compliance with contract requirements.

Project Deliverables

Project deliverables:

- All appropriate documentation including specifications and stakeholder engagement plan
- PID
- New contract in place for continued EFCC arrangements
- QA framework for ensuring new contract compliance
- Support packs to assist staff prior, during and post an EFCC deployment

Project Management

- Monthly status reports
- Project board reviews
- Logged lessons learnt (RAID)
- Bids review and quality assurance results

Anticipated Costs

Project Costs

Description	Cost (£)
1 x GC as Project Manager (Full Time)	£98,713 (GC B Competent)

1 x Sub O (Full Time)	£60,437 (Sub O Competent)
1 x FRS D as Project Support Officer (Full Time)	£50,343
1 x FRS G as procurement	£89,000
Additional costs for General Counsel	£25,200
Total	£323,693
Project Budget Management	
On-going Costs (post project)	
Description	Cost (£)
Total	£
Post Project Budget Management The cost constraint cannot be fully quantified until such time as the tendering process has identified the variance in costs offered by bidders for the contract.	

High Level Risks

- The current service provider removes themselves from the process and other bidders are not identified
- Organisational priorities require additional resources or funding to supplement EFCC arrangements
- The tender process takes longer than planned or not signed in a timely manner and new arrangements are not in place before the end of the current contract on 12 November 2023.

Timescales

- The current extended contract is due to end by 12 November 2023.
- This project will commence the retendering process in May 2021.

Milestones

Description	Dates where known
Project initiation	May 2021
Establishment of EFCC Project team	June 2021
Exploration of alternative EFCC arrangements with other FRS's	September 2021
Design and production of requirements	November 2021
Contract out to tender	December 2021
Tenders submitted	February 2022
Tenders reviewed	April 2022
Governance process	May 2022
Production and signing of contracts	November 2022
Implementation of EFCC arrangements	November 2023
Auditing of Service Provider	November 2023
Logging of lessons learned	February 2024
Production of support packs	November 2023
Close down and handover to BAU team	February 2024

Constraints

Time

The current extended EFCC contract expires in November 2023 and a retendering process must be complete and have been implemented before this time, as no further contract extensions are available.

Cost

The cost constraint cannot be fully quantified until such time as the retendering process has identified the variance in costs offered by bidders for the contract.

Quality

By its very nature, an EFCC crew will be comprised of staff with limited training and experience. Therefore, production of requirements will need to be robust to ensure adequate cover is provided during any future deployments and align with our blended approach for EFCC delivery to our Operational Contingency Arrangements approved at CB level.

Within the contract Priority

Show the priority of constraints for project based on level of importance with 1 being highest priority and 3 being lowest priority.

- 1 = Time
- 2 = Quality
- 3 = Cost

Dependencies

Consideration of outcomes of target monitoring model being evaluated by Strategy and Risk, to propose resource numbers and location disposition required to meet core incident response.

Assumptions

Project Manager is recruited and in place, along with project team. The EFCC retender project will be run by Operational Resilience and Control department and the process will be logged and monitored as part of the relevant corporate risk. The current service provider will participate in the tender process. The legal duty on LFB will still apply for the foreseeable future.

Collaboration

Any contingency provision collaboration with other FRS's would be responsibility of project team.

Approach

- This project will be completed in accordance with the LFB project lifecycle.
- A retender of the current EFCC solution will deliver a contract following the procurement procedure.
- The project team will update its management board either monthly or as required and agreed by the management board.

Organisation

Project Board

Project Sponsor Jonathan Smith Assistant Commissioner Operational Resilience and Control

Project Manager Group Commander Charlie Hanks

Senior Users:

Jane Philpott Assistant Commissioner Fire Stations

Patrick Goulbourne Deputy Assistant Commissioner Operational Resilience

Standing Board members:

Assistant Director of Strategy and Risk

Head of Procurement

Assistant Director Finance

PMO Manager

Board members when required:

General Counsel

Assistant Commissioner Operational Policy

Deputy Assistant Commissioner (Control)

Assistant Director Health and safety

Assistant Director Technical and Commercial

Assistant Director of Training and Professional Development

Assistant Director of Communications

Chief Information Officer (CIO)

Members of Project Team

Work Streams/Groups/Other:

BAU and SME from Operational Planning, Resilience and Collaboration (OPRC) team (when required)

Project Work Streams TBC by project team

Project Impact Assessments

These areas may have a significant impact on your project planning, so it is important that the representatives below are contacted during the development of this document.

Area	Contact	Outcome of review/Planned action
Sustainable Development Impact Assessment (SDIA)	Milly Osborne	Will be updated when workstream commences
Equalities Impact Assessment (EIA)	Inclusion Team	Will be updated when workstream commences
Health and Safety Impact Assessment (HSWIA)	Benoit Charriere	Will be updated when workstream commences
Training Impact Assessment (TIA)	Training Design	Will be updated when workstream commences
Data Protection Impact Assessment (DPIA)	Jo Fox	Will be updated when workstream commences

Please reference the agreed signed off business case and supplementary documents

Document	Version	Location /Appendix Number
Operational Contingency Arrangements future options	Brief for Commissioners Board	Briefing note 2 nd February 2021

EFCC Retendering Full Business Case (FBC)	V2	Submission to DAC and PMO

Signatures			
Project Manager:		Print Name	C. Hanks
Date:			
Project Sponsor:		Print Name	J. Smith
Date:			
PMO:		Print Name	E.Sinclair
Date:			

Appendix 1

Benefit Category	Definition
Continuity of operations	Enable the Brigade to continue to function as it does now. These could be direct or indirect benefits that include compliance with the Fire and Rescue National Framework, law, legislation and mayoral directives, etc.
Future cost avoidance	Result in the Brigade facing lower costs in the future (defined as 'future' costs because cost saving invariably requires investment to achieve – i.e. redundancy costs or efficiency improvement).
Improved service effectiveness	Measurably increase the effectiveness of all aspects of the service the Brigade offers.
Efficient resource utilisation	Mean that the Brigade can do more with the same resources or do the same with fewer.
Improved sustainability impact	Enhance sustainable development and/or benefit the socio-economy.
A safer and better place to work	Enhance safety, improve conditions of service for employees, increase job satisfaction, enhance fairness, equality and/or improve the working environment.
Revenue generation	Generate income or appreciate Brigade's assets.
Enhanced relationships	Improve our ways of working with partners or improve the Brigade's reputation.

Appendix 2

Governance		
A	High	<p>Project will impact multiple directorates, have a significant business impact or a significant risk to the LFB if not completed within the required parameters.</p> <p>These projects are reported to Commissioner's Board (CB) and to Members via the performance reporting framework on a quarterly basis. They require an Assistant Director/Assistant Commissioner (Head of Service) as sponsor. The sponsor may report progress to their directorate board or seek authority for a decision from the board as necessary.</p> <p>Health checks are required every six months, which are then reported to the Project Sponsor. A finance work stream lead is required to be assigned to all A governance project boards.</p>
B	Medium	<p>Project will impact multiple departments, will have some business impact or risk to the LFB.</p> <p>These projects are to be reported to Director's regularly and require a sponsor from the Top Management Group. A finance work stream lead is also required.</p>
C	Low	<p>Project will impact on a small number of departments and involve limited business impact and risk.</p> <p>These projects are to be reported to the Project Sponsor regularly and escalate where necessary.</p>

Priority		
1	Must	Mission critical, 'no-fail', regulatory or 'burning platform' projects - should be resourced first
2	Should	Enables a 'Must' project or significantly contributes to the delivery of strategic aims

3	Could	Worth doing once 'Musts' and 'Shoulds' have been resourced

Appendix 3

Project Name

Completed By:

**Project
Sponsor:**

**Project
Manager:**

Priority:

Governance:

Document Version History

Version Number	Date	Summary of Changes

Distribution List

Name	Title/Role	Issue Date

Benefit Overview - Section 1		
Benefit Category (see Appendix 1)	Benefit Description	Strategic Alignment – Strategic Pillar (see Appendix 2)

Benefit Details – Section 2		
Details and Schedule of Realisation	Realisation Measure	Changes Required for Realisation

Benefit Costs

Benefit Ownership

Department/Team:

Benefit Owner	Print Name	Date

Sponsor Signature

Project Sponsor:		Print Name:		Date:	
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Appendix 1

Benefit Category	Definition
Continuity of operations	Enable the Brigade to continue to function as it does now. These could be direct or indirect benefits that include compliance with the Fire and Rescue National Framework, law, legislation and mayoral directives, etc.
Future cost avoidance	Result in the Brigade facing lower costs in the future (defined as 'future' costs because cost saving invariably requires investment to achieve – i.e. redundancy costs or efficiency improvement).
Improved service effectiveness	Measurably increase the effectiveness of all aspects of the service the Brigade offers.
Efficient resource utilisation	Mean that the Brigade can do more with the same resources or do the same with fewer.
Improved sustainability impact	Enhance sustainable development and/or benefit the socio-economy.
A safer and better place to work	Enhance safety, improve conditions of service for employees, increase job satisfaction, enhance fairness, equality and/or improve the working environment.
Revenue generation	Generate income or appreciate Brigade's assets.
Enhanced relationships	Improve our ways of working with partners or improve the Brigade's reputation.

Appendix 2

Strategic Alignment – Strategic Pillars	
The best people and the best place to work	<ul style="list-style-type: none"> • Leadership • Culture and behaviours • Talent and learning
Seizing the future	<ul style="list-style-type: none"> • Learning organisation • Challenge and transformation • Innovate and improve
Delivering excellence	<ul style="list-style-type: none"> • Constantly improving effectiveness of our service • Understand and communicate risk information to better deliver our services • Improved execution
Outward facing	<ul style="list-style-type: none"> • Become more central to our communities • Increasing trust and confidence with all stakeholder groups • Leading excellence in the national service

Appendix 3

LSP Action Plan Commitments	
AIM 1	Prevention & Protection
LSAP 1	We want to make sure all our safety activities supported and undertaken by our staff are driven by an integrated approach set out in a single Fire and Community Safety Strategy.
LSAP 2	We will look to work with partners and communities to ensure we are delivering the right safety messages in the right way at the right times.
LSAP 3	We will find innovative solutions including using new technology to create self-help online tools for residents, owners, managers and business to understand what they can do in regard to community safety and fire safety to keep themselves safe and understand their responsibilities.
LSAP 4	We will continue to work hard on to raise safety standards, providing readily available sources of information with regard to important safety advice, such as a single point of reference for product recalls.
LSAP 5	We will look at how we can support local health interventions in the different areas of London using our station-based staff and other staff groups to deliver a wide range of health advice and support.
LSAP 6	We will look to build in wider safety messages through our youth schemes to support the work of all our partners; blue light, Local Authority and Health.
LSAP 7	We will develop a prevention activity strategy which will be linked to our overall Health and Wellbeing strategy.
LSAP 8	We will continue to promote sprinklers as part of our prevention work including supporting proposals put forward by the Association of British Insurers (ABI) to ensure sprinklers are installed in more high-risk buildings.
LSAP 9	We want to increase our engagement with the development of innovative technology to influence partners to install appropriate Automatic Fire Suppression System (AFSS)/detection (including sprinklers) and alarms to protect the most vulnerable and for firefighter safety in all housing tenure. We'll also build on our existing relationships and develop new partnerships with housing providers, care providers, local authorities, regulators and trade associations to reduce risk and raise awareness of fire risk and the benefits of installing Automatic Fire Detection (AFD)/AFSS.

LSAP 10	We will work with the building industry, looking at innovative design for new buildings, regeneration of older properties and the development of major transport infrastructure.
LSAP 11	We will continue to engage with Historic England and other relevant heritage stakeholders to identify risk and to provide fire prevention advice, support and guidance in relation to salvage plans.
LSAP 12	We will train our station-based staff so they can integrate fire safety work into the core operational work with the aim of reducing risk to the public and firefighters. We'll work to get operational crews to carry out sampling to check ongoing compliance levels within the sector, as well as providing fire safety education and advice.
LSAP 13	We will propose increasing the level of the cost recovery charge and consideration of a reduced operational response to automated fire alarm calls from persistent offenders as a last resort.
AIM 2	Response & Resilience
LSAP 14	<p>We will:</p> <ul style="list-style-type: none"> ○ Resource and develop the staffing of the new London Resilience Group. ○ Consider and adopt best practice in resilience both national and internationally. ○ Update the London Resilience risk register considering both national and London specific risks.
LSAP 15	<p>We will:</p> <ul style="list-style-type: none"> ○ Maintain our ability to respond to the requirements of national planning assumptions such as a Paris style terrorist attack. ○ Increase our capability and capacity to respond to a marauding terrorist firearm attack (MTFA) including the use of emerging technologies. ○ Ensure that events, both planned and unplanned are properly prepared for.
LSAP 16	<p>We will review our flood response capability to:</p> <ul style="list-style-type: none"> ○ Consider increasing the number of Brigade national flood advisors we have, to provide better intelligence and resilience in the event of simultaneous local and national flooding. ○ Review the number of flood response teams we have.

	<ul style="list-style-type: none"> ○ Extend the provision of flood personal protective equipment for frontline crews to ensure we have sufficient stock to deal with flooding incidents. ○ Consider a recall to duty system for staff attached to Technical Hazmat stations. ○ Procure, store and mobilise flood prevention equipment in collaboration with local authorities and the Environment Agency to undertake flood prevention activities. ○ Use community safety activities to assist with flood awareness, preparation and to raise awareness of hazards associated with flood recovery activities. ○ Seek opportunities to work with insurance companies and the community to assist with the recovery after a flood.
LSAP 17	We will explore both alternate and shared crewing options for further vehicles, to see if we can deliver further efficiencies.
LSAP 18	<p>We will review how we use our FRU fleet and where they are located and we will also consider setting an attendance standard. The review will include:</p> <ul style="list-style-type: none"> ○ Considering the introduction of a Mass Casualty Response (MCR) onto FRU stations. ○ Reviewing FRU and Chemical, Biological, Radiation, Nuclear (CBRN) Rapid Response Team (RRT) attendances with a view to actively using their enhanced capabilities across a wider range of relevant incidents. ○ Exploring the wider use of FRU and RRTs specialist skills to support other agencies and organisations in their work and determine collaboration opportunities in terms of prevention and response. ○ Reviewing the current locations and considering the possibility of co-locating FRU, RRT and Scientific Support Unit capabilities to support each other's functions. ○ Reviewing FRU and RRT stations current prevention activities and develop a range of activities that would better utilise their specialist skills and knowledge.
LSAP 19	<p>We will review our aerial fleet for potential service improvements and efficiencies. This will include:</p> <ul style="list-style-type: none"> ○ Piloting an alternate and/or shared crewing arrangement. ○ Depending on the outcome of the pilot, considering designating them as front-line vehicles, optimising their locations and setting an attendance standard for them. ○ Introducing one type of aerial appliance to replace the three different types currently in use. ○ Rationalising the aerial appliance skill sets. ○ Reviewing officer requirements on aerial appliances. ○ Considering whether or not they should be included within our initial response arrangements.

LSAP 20	<p>With regard to the Command Units we will:</p> <ul style="list-style-type: none"> ○ Improve the training provided to the staff that crew these vehicles. ○ We will also introduce a more efficient integrated staffing model, so that our Command Units are staffed by the fire appliance crews at that station. ○ We will also look at replacing our existing Command Unit fleet with new vehicles, maximising opportunities for new technology and a more collaborative approach with other emergency services.
LSAP 21	We will review the crewing arrangements for the Operational Support Units, including alternate crewing.
LSAP 22	We will conduct a day crewing pilot using an additional fire engine. In preparing for the pilot, we will consider where the day crewed fire engine should be located and this will include, but not be limited to, the 'best' location based on current attendance performance.
LSAP 23	We will review our Immediate Emergency Care provision to ensure it is appropriately resourced and can support co-responding and other collaboration initiatives.
LSAP 24	As part of our collaboration work, we will look to work with the staff representative bodies to further improve the co-responding process for crews; expand the Emergency Medical Response (Co-responding) pilot as well as consider what other calls firefighters could be mobilised to, to improve safety in London.
LSAP 25	We will keep a watching brief over what happens to Heathrow and maximise any opportunities they present for more collaborative working with airport fire services.
LSAP 26	We will work with our partners, including the RNLI, Police, Port of London Authority, and TfL, to look at collaboration opportunities for improving safety on the river.
LSAP 27	We will work with developers to influence fire prevention and protection measures and raise standards across the transport sector.
LSAP 28	We will look at the local results of the assessment of risk and where we think there are opportunities to improve the level of local controls, we will develop proposals and consult where necessary.
LSAP 29	We will seek funding from National and International Capital cities Grant (NICC) to assist with our event planning work and ensure that our city is properly protected.
AIM 3	People & Resources

LSAP 30	We will introduce a new structured approach to career succession and will continue to provide learning support for all staff.
LSAP 31	We'll draw the work outlined in the Inclusion Strategy, Learning and Development strategy, corporate wellbeing plan and stress survey together in a 'People Plan' which will form a long term action plan focussing on making sure we have a motivated workforce who want to give their best, and contribute to the safety of London.
LSAP 32	We will consider how opportunities for coaching, mentoring and secondments can be integrated into our suite of staff development tools including collaborating with partners in this provision.
LSAP 33	We will seek to make better use of technology to achieve our people objectives. This will include looking at how to better align our systems with Babcock, as well as making use of new ICT solutions to deliver bespoke training and development support to our staff.
LSAP 34	We will introduce a new behavioural framework to underpin our recruitment and development activities, creating a common standard across the organisation for new and existing staff.
LSAP 35	We will make a commitment to secure the continual training, assessment and development of our firefighters to ensure they can deal with incidents safely.
LSAP 36	<p>We will review our dynamic and intelligent operational training process to confirm, clarify and improve current arrangements by:</p> <ul style="list-style-type: none"> ○ Creating a new Operational Improvement Board, ○ Establishing a single organisational Operational Improvement Plan, ○ Improving current incident monitoring reporting arrangements, ○ Developing a more robust audit function, ○ Establishing a reflective learning process for Incident Commanders, ○ Building in consideration of national fire service learning, ○ Confirming training commissioning and review arrangements to address lessons identified.
LSAP 37	We will commission, subject to consultation and planning permission, and deliver a third training centre at Croydon so that we have the capacity to train and develop our staff to the highest standards.
LSAP 38	We will look at our existing recruitment and training arrangements to see how we could offer apprenticeships as part of our firefighter development programme and in other parts of the workforce. We will also offer apprenticeship training opportunities

	to staff within departments and recruit new apprentices to develop within the organisation.
LSAP 39	<p>We will sign the blue light 'time to change' pledge, recognising the importance of developing an action plan to support the mental health of our staff and to challenge stigma and discrimination regarding this issue. This will include:</p> <ul style="list-style-type: none"> ○ reviewing our policies and procedures to ensure they are reflective of mental health wellbeing best practices; ○ continuing to work with our occupational health service provider to enhance and promote our psychological wellbeing programme as well as exploring other initiatives to improve our organisation's approach to dealing with mental health; ○ updating our training and development interventions for our managers to ensure they are able to recognise and instigate actions to deal with mental health wellbeing issues within the workplace; ○ continuing to work with the charity MIND to improve and update our literature resource portfolio to aid the promotion of mental health wellbeing across our organisation; ○ continuing to utilise, to the best effect, the expertise and professionalism of the organisation's Counselling and Wellbeing service to help improve the mental wellbeing of our workforce.
LSAP 40	<p>We will revise our estates strategy to:</p> <ul style="list-style-type: none"> ○ invest in stations that present the best options for the future based on our modelling work. ○ introduce a community ethos for all stations. ○ work closely with the Mayor, our blue light partners, and local authorities to identify a flexible approach to the design of future fire stations that enables them to be community hubs to address risk, prevention and response priorities in the local area. ○ look at the available space that we have on some of our station estate to explore what we can do to help tackle the housing challenges facing London.
LSAP 41	We will look to explore the potential for other shared service arrangements to ensure that we offer the best value for money to the public.
LSAP 42	We will support the implementation of the Emergency Services Network project to realise the benefits of the new capability for the London Fire Brigade.

LSAP 43	<p>We will develop the health and safety framework during the lifetime of the Plan so that we:</p> <ul style="list-style-type: none"> ○ Focus on operational activities; including better ways to monitor operational hazards/risks/safe systems of work; and allowing us to better identify how to improve operational safety. ○ Carry out consultation and engagement on safety and wellbeing proposals. ○ Focus on work related ill health. ○ Provide safety leadership at all levels. ○ Make greater use of technology - for accident (and near miss) reporting, action tracking, hazard notification and safety audits.
LSAP 44	<p>We will find ways that digital communications can serve the public including:</p> <ul style="list-style-type: none"> ○ The development of a new website and improved ways to interact with us online. ○ How we share information, using video and other digital platforms to reach and influence people at every age and from every background. ○ Building on our use of digital communications to campaign, publicise, generate discussion, consult and share Brigade news and information, including how our staff work and communicate together within a digital environment. ○ Using interactive digital platforms that connect users with third-party resources and services, and stream personalised content on fire and wider community safety.
LSAP 45	<p>We will explore technological solutions to:</p> <ul style="list-style-type: none"> ○ Keep people safe if a fire does break out. ○ Support our operational services. ○ To help people to manage their own fire safety and connect to a broader network of support – such as peer mentors, safety/health coaches, friends and family, volunteers and group-based activities.
LSAP 46	<p>We will review financial arrangements to see if there are further opportunities for collaboration, including possible alternative delivery methods.</p>
LSAP 47	<p>We will promote and use our fire stations and other buildings such as our temporary museum for opportunities to launch safety initiatives and share campaign messages.</p>