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FIRECONTROL PROJECT

Transition Governance, Roles & Responsibilities

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User Division: FRD
Created by: Christophe Halcrow, national transition workstream
Approved by: **Richard How, FiReControl Project Director**
Date Approved 3 April 2007

Document Purpose

The national team seek to ensure the necessary project governance, management structures and assurance mechanisms are established across all levels of the project in time for implementation of the Fire & Rescue Service's (FRS) transition plan.

This paper is being issued to the Chairs of Fire & Rescue Authorities (FRAs), requesting confirmation that existing project structures have been reviewed with Chief Fire Officers and that FRAs and FRSs are confident that effective assurance and decision-making structures are in place, applying key principles of project management. Guidance on these principles is set out in this paper for consideration.

Summary of Key Points/Messages

Following the announcement of the outcome of the IS procurement and signature of a contract with EADS, it is timely for FRAs, in concert with Chief Fire Officers (CFO) and regional Project Directors, to review their existing project structures for managing the implementation of FiReControl and to be confident that effective, assurance and decision-making structures are in place.

The document sets out the guiding principles and ways of working to enable this, seeks confirmation from the FRAs that the necessary steps will be taken, and confirms that the national team will continue to work closely with and to support FRAs to successfully deliver the project.

Action required

FiReControl advises Chairs of FRAs, in concert with CFOs, joint regional Project Boards and RCC Companies (where set up) to review this document and subsequently confirm that the necessary project management structures and arrangements are in place within the FRS and region to deliver FiReControl transition activities.

Document Context

This document will be issued just prior to the release of RPT0533 Framework for the Development of FRS Transition Plans (v3.0). This document should be read in conjunction with RPT0689 Service Acceptance Criteria, which sets out the basis for taking decisions to transfer service from existing FRS control rooms to the Regional Control Centres.

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Document Circulation – current version, history and changes

Version	Date	Author	Distribution	Comments / Changes
0.1	07/03/01	C Halcrow	National transition team, Geoff Wilkins, Roger Byrne, Dermot Paddon, Richard How, James Kemp, John Yard, Derek Smith, Hugh Barrett, Gary Clarke	Reviewed and general changes
0.2	08/03/07	C Halcrow	Senior Operations Group meeting attendees, John McCarthy, John Yard, Ashley Truluck, Neil Hawker	Reviewed and general changes
0.3	22/03/07	C Halcrow	Richard How, Dermot Paddon, Roger Byrne, James Kemp	Reviewed and approved
0.4	02/04/07	C Halcrow	Angela Smith MP	Review and approved
1.0	03/04/07	C Halcrow	Chairs of FRAs	Review and action

Document Circulation – future versions
Future versions of this document are expected to be produced and circulated as detailed below:

Version	Date	Author	Distribution	Action Required

Documents referenced

Document	Reference	Version
Service Acceptance Criteria	RPT0689	0.3
Generic Transition Plan (Framework for the development of FRS transition plans)	RPT0533	3.0
FRD Circular 76-2006 FiReControl Project Implementation Funding 2007-08	76-2006	Not applicable

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Context

1. Following the signature of the FiReControl Infrastructure Services (IS) contract on 30th March 2007, the project has reached the point where detailed implementation work for the transition to regional control centres (RCCs) must start. The majority of the work will take place at Fire & Rescue Service (FRS) level, supported by the regional teams.

2. It is therefore timely for FRAs, in partnership with Chief Fire Officers (CFOs), regional Project Directors and RCC Companies (where set up), to review their existing structures for managing the implementation of FiReControl and ensure that effective assurance and decision making structures are in place to manage the project at local and regional levels.

3. This paper aims to provide a framework of key principles for project governance and ways of working for the preparation and transition of FRSs up to the cut over of control room operations into the RCCs.

Fire & Rescue Authorities response

4. FiReControl seeks to ensure the necessary project governance and assurance mechanisms are established across all FRSs and regions in relation to transition activities. FiReControl advises that the Chairs of the Fire & Rescue Authorities, through discussion with their CFOs and regional Project Directors, in concert with RCC Companies, to confirm that the necessary arrangements are in place within their FRS and their region. This request is limited to project management structures and is not asking CFOs or regional Project Directors to confirm project timescales are achievable based on current knowledge of the burdens that may be placed on FRSs or regions.

5. The FiReControl Senior Responsible Owner (SRO) requests written confirmation that these arrangements are in place by 16th July 2007. A response template is included in Annex 1. These should be sent to Peter Betts, Director of Fire & Resilience, Communities & Local Government, 9th Floor, Eland House, Bressenden Place, London, SW1E 5DU.

Working in partnership to facilitate successful delivery of the project

6. The Government, through FiReControl and Firelink, is committing significant levels of investment in the Fire & Rescue Service. It is procuring the technology and accommodation solutions to provide all FRSs in England with the latest front-line mobilising technologies through the creation of a national network of RCCs.

7. The new ways of working for staff, and technologies delivered by FiReControl that will be integrated with Firelink, will together deliver national, regional and local resilience for the first time for the Fire & Rescue Service across England and enable FRA efficiency savings.

8. The National Framework places a duty on FRAs, through the RMBs, to establish and use the RCCs. FRAs need to be satisfied that and subsequently ensure that FiReControl has sufficient status in their CFO's priorities to enable work required for the FRS to be ready to cutover on time and to the quality required.

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9. It is recognised that the preparations for and transition of an FRS to the RCC is a joint effort between the local, regional and national teams and must take into account a number of factors including, but not limited to: meeting requirements of the existing statutory environment, CPA targets, competing resource priorities between projects, day-to-day service delivery, and differing political structures.

10. It is further recognised that there are risks to FiReControl implementation arising from constraints around availability of specialist skills in key delivery areas. These risks will need to be addressed early and at the local, regional and national levels to avoid these risks becoming issues to the project when work requires to be delivered.

11. The FiReControl national team has developed and provided for each FRS and region, a generic detailed transition plan for the delivery of all currently known technical, organisational and change management activities, including integration of the Convergence project activities. The Firelink activities will be included as soon as practicable. All of the activities will need to be considered, adapted as necessary and subsequently implemented, whilst remaining true to the need for standardisation and common ways of working, within timescales agreed between the relevant parties. The plan is output based, stating what needs to be done, rather than how it will be carried out. Each FRS and region should tailor the plan to their unique situation, adding specific local activities they have identified and the resources necessary to undertake the work.

12. The latest edition of the plan was issued on 4 April 2007 including, following signature of the IT contract, for the first time, specific delivery dates for each FRS and region. FRSs and regions will now know how much time they have prior to cutover including meeting the key milestone dates on the way, to undertake each activity, allowing them to plan accordingly. This will enable each FRS to undertake a full preliminary assessment of the overall critical path for delivery within the context of their local service environment, including subsequent engagement with their regional team and then the national team if required on any areas where there is a need for assistance to finalise plans ready for delivery. The plan also includes Incident Reporting System (IRS) project activities.

13. Resources have already been made available to support FRAs and RCC Companies in the above activities, with funding for dedicated regional-level support (regional Project Managers and administrative support), and to cover one full-time equivalent of resource spread across HR, Finance, IT and Operations within the region. Funding has also been provided for one full-time equivalent for change coordination in each FRS. New Burdens funding has been provided for financial years 2006-7 and 2007-8 to meet the cost of these resources and other net additional requirements for work to be undertaken at each FRS in these periods [please refer to FRD Circular 76-2006].

14. The national team has also established business change representatives to facilitate working relationships between the national team, regions and FRSs, and to provide communications and stakeholder management support.

15. The transition plan will be further developed over the coming months as further details become available. In particular, to include (a) refinements to the specific details of EADS's activities requiring FRS or regional involvement; (b) Firelink activities to ensure that the relationships and dependencies are transparent; and (c) any update to reportable activities.

16. The national team has provided a web-based portal called Unicorn that all FRSs and regions have access to. This includes the generic transition plan and the delivery assurance reporting process. This reporting, together with the established business change team relationships, will form the primary mechanism for the identification of areas where either an FRS or region requires further support, or has aspects of best practice to share. The Unicorn reporting mechanism will also provide for the national team to give updates to regions and FRSs on delivery of national or IS contractor activities.

Guiding principles for delivering FiReControl

17. This section of the paper sets out the guiding principles for transition activities to assist FRSs and regions in their consideration and the project management ways of working that the national team will be operating. These ways of working are designed to ensure an essential level of consistency is applied for overall management of the project.

18. As noted above, activities to deliver FiReControl will be taking place at all levels: national, regional and local. For the designated individuals in any area to be able to fulfil the requirements of their role, accountabilities and responsibilities must align with and be supported by the appropriate lines of authority within the Department, FRAs, FRSs and the regions. This will include support from functional or departmental heads within an FRS. For example, for project managers to effectively fulfil the requirements of their role, they will require an appropriate level of authority to manage FRS resource assigned to the project, have the ability to allocate priorities for those resource, manage the team's delivery performance and address issues of under-performance should they arise without recourse to a Principal Officer.

19. Each FRS and RCC Company requires a single point of accountability for delivery of FiReControl. The national team expects that in an FRS this will ideally be the CFO. If not, it must be a Principal Officer nominated by them who should ideally remain in place until the FRS cuts over. In an RCC it is expected to be the RCC Director (RCCD) on behalf of the RCC Company Board or a nominated representative of the Board. Appropriate authority may need to be formally delegated to these individuals by the FRA or RCC Company Board, for example through the use of standing orders. Each individual will be responsible for agreeing that their FRS or Company is operationally ready at cutover. In London the responsibilities are merged as there is one FRS.

20. Overall accountability for FiReControl rests with the national Senior Responsible Owner (SRO), who is the senior official reporting to the responsible Minister on the delivery of the project.

21. Each FRA is accountable for the preparations for and the transition of its FRS at the local level:

    - FiReControl delivery will continue to need to be accommodated within the existing FRA and FRS statutory environment. It is accepted that only CFOs will be able to decide on the release of FRS resources to work on FiReControl activities in a way that will not compromise day-to-day operations and service delivery. New burdens funding has been provided for a fully funded change coordination role at the FRS. FiReControl will need to draw upon the input from and involve a large number of FRS personnel to ensure that all FRS impacts are addressed during the preparations

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- FRAs must ensure Health & Safety and other consultation requirements within each FRS are met as a result of the introduction of the technological, organisational and working practice changes FiReControl will bring as an FRS is prepared for readiness for the transfer of control functions to the RCC.

22. The RCC Company (LFEPA in London) is accountable for the preparations at the RCC, as the entity established by the FRAs in each region, to deliver the regional control service. To meet the timescales required, the companies must be set up and functioning as soon as possible and by no later than 30th September 2007, as the East Midlands RCC Company already is.

23. RCC Companies and FRAs are responsible for defining how their local project governance and decision-making arrangements are organised. The FiReControl SRO will need to be assured that these arrangements will be able to successfully manage FiReControl delivery within the overall objectives and timeframe, recognising the constraints identified in paragraphs 9 and 10.

24. As stated in paragraph 8, the National Framework places a duty on FRAs, *through the RMBs*, to establish and use the RCCs. It is recognised, however, that RMBs have different decision-making powers by virtue of their constitutions that have been locally agreed. FRAs, through CFOs and regional Project Boards, need to inform and consult with RMBs within the terms of their constitutions on issues which are relevant to FiReControl and require a coordinated input across the region that no individual FRA can implement on its own.

25. Regional Project Directors and regional teams are responsible for coordinating and supporting the transition process within the regions, including ensuring the completion of delivery assurance reporting for the region and the FRSs within it. The national team recognise the role of the regional teams in assisting the delivery of the project at FRS-level and that the full commitment and cooperation of the change coordination and delivery role at each FRS with their regional Project Manager is essential to the ability of the regional team to successfully support the delivery of the FRS transition.

26. A single national contract has been signed with EADS. This contract will be managed nationally and will deliver a national networked solution for FiReControl. The detailed project governance and project management ways of working with EADS are being developed in light of the following key principles:

- A close working relationship with EADS will be developed to deliver a joined up approach to project control processes such as planning, risks and issues management, and change control

- Responsibilities for coordinating contractor delivery will be devolved to regions and FRSs, with appropriate reporting through to the national team, to ensure all operational elements of the rollout are achieved effectively. The contract specifically provides for this through the establishment of Rollout Boards. These Boards can be established at regional, sub-regional, FRS or functional levels. Further guidance to regions and FRSs will be provided in due course

- The arrangements at national and regional level will be integrated with existing project structures, building on these foundations and introducing new project

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structures only where gaps exist or delivery will be enhanced.

27. The successful delivery of the FiReControl Project is dependent upon necessary assurances being provided to all key stakeholders. For example, at FRSs it may be appropriate to establish an implementation steering group or board, with representation of department heads. Further information on assurance requirements will be included in the document RPT0689 Service Acceptance Criteria. As a minimum, FiReControl issues should be regularly discussed at FRS strategic management meetings, for example those involving Principal Officers.

28. Responsibility for providing these assurances will fall across all parties. For example:

- The CFOs will need to assure themselves, their FRAs, the RCCD and the national team in a number of areas up to and at transfer of control functions. Examples include the quality of the data that will be provided to EADS for migration to the RCC environment, and that any consequential impacts arising from FiReControl have been adequately addressed

- The RCCDs will need to assure the CFOs and the national team that the operating and staffing arrangements at the RCC are appropriate and able to meet the required performance standards

- The FiReControl SRO, supported by the national team and EADS, will need to assure CFOs and RCCDs that the elements of the technology solution have all been appropriately tested and proven prior to rollout

- An approach will need to be developed to assure that the outcomes from the implementation of Convergence work at FRSs are nationally consistent. This is likely to be undertaken by a common service supporting the network as a whole.

29. Assurances between the parties should commence as early as possible and may be ongoing in some cases.

30. Effective, timely and appropriate communications and project progress reporting are required to underpin the management, delivery and assurance of the FiReControl Project. It is essential that clear project communication and reporting lines are established within an FRS, and from an FRS through to the FRA, regional and national teams. All communications between the FRS and the national team must take place via the regional teams to ensure a common and consistent understanding is achieved across the teams.

31. There must be clear escalation routes within an FRS, and from an FRS through to the FRA, regional and national teams, including the wider CLG environment. These are required to support management of project issues and risks, and other wider issues that need addressing such as late or non-delivery of project activities. All such escalation between the FRS and the national team must take place via the regional teams to ensure a common and consistent understanding is achieved across the teams.

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Ways of working during transition implementation

32. Shortly before the cutover, each CFO and RCCD will need to make an operational decision to transfer the FRS's control room operations to the RCC. In line with the principle of providing assurance to key stakeholders as early as possible and throughout the transition, most of the elements critical to this decision will have already been successfully resolved.

33. The generic transition plan includes all known activities that an FRS or region should consider and adapt as necessary. The reportable parts of this plan will capture all the activities required to enable the key operational cutover decision to be made.

34. The transition plan currently comprises of around 1400 activities. Of these, 300 of them form the reportable element upon which the final operational cutover decision will be based. These reportable activities are distributed across the preparatory activities for an FRS or region, and depend upon provision of associated enabling national products, and have been grouped within the transition plan into a series of key checkpoints and gates through which an FRS or region must pass. Reporting will be on a monthly basis, when FRSs and regions, through the regional teams, report upwards on progress made, and the national team provide updates to FRSs and regions on the status of national and EADS products.

35. The national transition team will produce, on a monthly basis, tailored progress reports for FRSs, regions, the national team and relevant groups to assist with management of the transition at all levels.

36. This reporting has three objectives:

    - To enable the national and regional teams to monitor progress, risks and issues on a monthly basis and provide early warning of any forecast slippage or potential issues. This will help to identify where an FRS or region requires further assistance

    - To form, at each checkpoint or gate, a formal reporting mechanism where progress is assessed with the involvement of the key operational decision-makers and any exception planning undertaken to bring an FRS or region back on track

    - To provide the evidence at the final cutover decision meeting, where the CFO will be asked to confirm the FRS is ready to cutover and the RCC Director will be asked to confirm the RCC is ready to take on the FRS's control room functions.

37. The CFO, or nominated Principal Officer, and the RCCD, are asked to 'sign off' at each checkpoint or gate that all associated activities for that gate have been delivered to a standard which will enable that element of the final cutover decision to be passed.

38. There are seven checkpoints and gates for each FRS and region. Activities associated with the checkpoints and gates will be listed in RPT0533 Framework for the Development of FRS Transition Plans (v3.0) and agreed with the regions and FRSs. All checkpoints and gates fall between IS contract signature and FRS cutover of control room functions to the RCC:

- Checkpoint 1: contract signature + 6 months

- Checkpoint 2: contract signature + 12 months

- Gate 1: Cutover minus 18 months

- Gate 2: Cutover minus 12 months

- Gate 3: Cutover minus 6 months

- Gate 4: Cutover minus 3 months

- Gate 5: Cutover minus 2 weeks

39. The transition plan will continue to evolve. New activities that are identified by an FRS, region, the national team or EADS, and that should be included in the national generic transition plan, will go through a change control process. This change control process will include review of the activities at the monthly Implementation & Planning Group meeting attended by the national team and FiReControl regional Project Managers, prior to cascading to FRSs. New activities identified by FRSs should always be submitted via the regional teams to enable regional assessment of whether the activity is FRS-specific, region-specific or generic to all regions.

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Annex 1

RPT0697 – FiReControl Transition Governance, Roles and Responsibilities – Response Template *(please return both pages, attached together, in response)*

Responses should be sent, by 16th July 2007, to:

Peter Betts,
Director of Fire & Resilience,
Communities and Local Government,
9th Floor,
Eland House,
Bressenden Place,
London
SW1E 5DU.

Chairs of FRAs are requested to confirm that they understand the principles set out in the paper RPT0697 – Transition Governance, Roles and Responsibilities and that they will ensure that their management structures can support these principles:

Principle	Paragraph reference
Accountabilities and responsibilities within local and regional project structures will be aligned with lines of authority to enable individuals to fulfil the requirements of their role, eg project managers will have appropriate control over budgets, FRS resources and timescales for delivery of activities	18
There will be a single point of accountability for delivery and assurance of FiReControl preparations within the FRS – the CFO or a nominated Principal Officer	19
There will be a single point of accountability for delivery and assurance of FiReControl preparations within the region – the RCC Director, representing the RCC Company Board, or a nominated member of the Board	19
Each FRA is accountable for the preparations for and transition of its FRS at the local level	21
The RCC Company (LFEPA in London) is accountable for the preparations at the RCC	22
FRAs are responsible for defining their local project governance and management arrangements	23
RCC Companies, when set up, will be responsible for the regional project governance and management arrangements. Until the companies are in place, regional project teams will undertake this	23
FRAs, through CFOs and regional Project Boards, need to inform and consult with RMBs within the terms of their constitutions on issues which are relevant to FiReControl and require a coordinated input across the region that no individual FRA can implement	24
Responsibilities for coordinating contractor delivery will be devolved to the regions and FRSs with appropriate reporting through to the national team	26

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Responsibilities for providing assurances will fall across all parties	28
Clear project communication and reporting lines will be established within an FRS, and from an FRS through to the FRA, regional and national teams	30
All communications between the FRS and the national team must take place via the regional teams to ensure a common and consistent understanding is achieved across the teams.	30
There will be clear escalation routes established within an FRS, and from an FRS through to the FRA, regional and national teams, including the wider CLG environment.	31
All escalation between the FRS and the national team must take place via the regional teams to ensure a common and consistent understanding is achieved across the teams.	31
The region will use the Unicorn tool for reporting to the national team	16
The FRS will use the Unicorn tool for reporting to the national team via the regional team, unless the regional team are undertaking the reporting on behalf of the FRS	16

I, _____, confirm that I, as Chair of the Fire & Rescue Authority,

 _____ (name of Authority), confirm that my Authority's

management structures:

(a) support the principles above, or

(b) will support these principles by 30th September 2007.

Please delete either (a) or (b) above as appropriate.

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