



FIRECONTROL PROJECT

Fire and Rescue Service (England) Concept of Operations for Regional Control Centres

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Foreword

This document has been developed jointly by DCLG and CFOA. It will be maintained and updated by the FiReControl Project Team with the support of the CFOA Senior User. The document sets out a strategic operational framework for Regional Control Centres (RCC) within the Fire and Rescue Service (FRS). It will evolve as the project progresses.

The document highlights (as *italics*) areas where the concept of operations is still under development. The national project team will develop an action plan to support this document, describing how the areas under development are being progressed.

Authority for signoff for updated documents will rest with DCLG in consultation with the CFOA Senior User.

Document purpose

This document provides:

- Clarity at a strategic level on the over-arching concept for Regional Control Centres within the Fire and Rescue Service (FRS) in England and their relationship to the statutory and policy framework for the FRS (including use of resilience assets);
- The relationship with other modernisation or resilience initiatives;
- Details or links to other sources of information to underpin the over-arching concept, such as business needs, business processes, requirements, convergence products and other related documents; and
- Shows how the key elements of the design of the organisational, processes and technology contribute to the over-arching concept.

The document is intended to inform the development of the Infrastructure Services (IS) requirements and convergence products, aid communication of the concept within the FRS more widely, and provide principles from which the FRS can plan implementation.

It is not intended to cover the details of aspects such as funding, employment, or how the transition to the regional controls network will be implemented.

The RCC operational concept applies to England. It is acknowledged there are implications for Scotland and Wales.

Action required on current version

This is version 1.0 of this document and is released as a baseline document. This is a living document and comments and input are still welcome although not required. Previous drafts have been subject to a quality review by the FiReControl National Workstream Leaders, Senior Operations Group, Regional Project Boards, Implementation Group, Finance Working Group, HR Working Group, The Legal Working Group, LGA Senior User, CFOA Board, New Dimension Team, FireLink Team.

Document Circulation – current version, history and changes

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1.0	19/06/06	J Kemp / D Weekes	Publication	For information

Document Circulation – future versions

Future version of this document are expected to be produced and circulated as detailed below:

Version	Date	Author	Distribution	Action Required
1.1	After contract award		Published	Updating to take account of the chosen technology solution.

Documents referenced

See Appendix D

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Background to the modernisation programme and Regional Control Centres

1. This section provides a summary of the background to the FiReControl project, and its relationship to the resilience agenda and the wider FRS modernisation programme.
2. In 2000, the government commissioned a report (“the Mott MacDonald report”) which reviewed options for Fire & Rescue Service control rooms (for example, fire-fire amalgamation, or amalgamation with other emergency services). At that time, the main focus of the report was efficiency. The report concluded that while amalgamation to a few large controls offered the greatest benefits in terms of efficiency, barriers to implementation meant that amalgamation to 21 sub-regional controls was the preferred option.
3. The Independent Review of the Fire Service in 2002 (Bain) recognised the need for modernisation of the Fire Service and put forward wide-ranging recommendations for reform in a number of areas, including the rationalisation of controls. In response to this, the government published a White Paper (“Our Fire and Rescue Service”) setting out proposals for reform. The White Paper underwent extensive consultation with stakeholders in the Fire & Rescue Service.
4. To take forward the proposals in the White Paper, the government published the first draft National Framework in December 2003. The framework set out the government’s objectives for the FRS, and what Fire & Rescue Authorities (FRA) should do to achieve these objectives. The framework underwent wide consultation before being published in final form.
5. A new statutory basis for the operation of the FRS, the Fire & Rescue Service Act, came into force in 2004. The Act places a range of new duties on Fire & Rescue Authorities to effect modernisation, and grants the necessary powers to perform these duties. It also gives intervention and monitoring powers to the Secretary of State, and gives statutory effect to the National Framework. A summary of the relevant sections of the Act (from parts 2 & 3) is provided in appendix C.
6. It has always been the government’s intention that the National Framework would be subject to revisions and updates. A new National Framework for 2006-8 published 2006, which recognizes the progress made to date with modernisation, sets new objectives and priorities accordingly. The latest version of the National Framework requires Fire & Rescue Authorities, through Regional Management Boards, to establish regional control centres as an operational priority.
7. During this process, a major area highlighted for modernisation was control room operations. The Fire and Rescue Service in England currently operates with individual control rooms in each FRA. The existing control rooms provide a very good service to the public in terms of call handling and this must be maintained. Some FRAs have invested heavily in controls and

related mobilising equipment, and as a result have secured benefits in terms of service and efficiency.

8. However, this level of investment is far from universal. There is a wide disparity in the technology available in FRS control rooms in England. For example:
 - mobile data capability is available in some form in 27 out of the 46 FRSs, two of whom use it for dynamic mobilizing in the way envisaged by the new control centres. A further 9 have the capacity to mobilize using Mobile Data Terminals but not in the same way;
 - Caller identification is currently in service in 18 of the 46 control rooms, 10 of which can locate callers from mobile phones;
 - There is no capability to share workload between controls when large incidents occur or other busy periods.
9. The Mott MacDonald report was updated in 2003 to review whether the original conclusions were changed by either the Bain report or the new requirements (for resilience and management of larger-scale incidents) that had emerged since 9/11. The revised report recommended amalgamation to 9 regional controls.
10. After publication of the revised report, the government conducted a consultation on implementation of RCCs. The consultation was concluded in early 2004, and implementation is being taken forward through the FiReControl project. The project is being led by DCLG, in partnership with FRAs, FRSs, the Local Government Association (LGA), CFOA and other key stakeholders.
11. As well as forming part of the modernisation agenda for the FRS, the introduction of regional control centres is part of a wider agenda to improve the UK's ability and resilience to deal with major events. As an emergency service, the FRS plays a key role in this resilience agenda.
12. FRS control rooms (and thus the RCCs) form part of the UK's Critical National Infrastructure (CNI). The CNI is defined as those assets, services or systems that support the economic, political and social life of the UK, whose importance is such that any loss or compromise would have life-threatening, serious economic or other grave social consequences for the community, or would be of immediate concern to the government. The government is seeking to ensure that all parts of the CNI meet strict standards for resilience. The associated requirements are being taken forward by the FiReControl project.
13. The FiReControl project is part of the *fire resilience programme*, which is being led by DCLG and comprises three major projects:
 - *New Dimension*, is delivering special purpose vehicles and equipment to the FRS in England and Wales, together with the necessary command and support arrangements, to tackle natural disasters and major incidents

- *Firelink*, which will deliver a national digital radio network for the FRS in England, Scotland and Wales capable of interoperation with all FRSs and other emergency services
 - *FiReControl*, which will deliver a network of regionally-based control centres for England, operated from purpose-built accommodation. FiReControl will make full use of the capabilities offered by Firelink and will provide the necessary capabilities to ensure effective use of New Dimension assets.
14. There are significant dependencies between these three projects, in particular between FiReControl and Firelink. Arrangements are in place to manage these dependencies, for example an Operational Interface Group between FiReControl, Firelink and New Dimension and also programme management structures. The FiReControl project also has interfaces with a number of other projects, e.g. e-Fire, Incident Reporting System, IPDS and FiReBuy.

The risks associated with co-ordinating resilience projects will be managed within the DCLG Resilience Programme and fall outside the scope of this document.

Aims and benefits of the FiReControl project

15. The FiReControl project will deliver a network of 9 regionally-based control centres, in new purpose-built accommodation and equipped with modern technology. The project will deliver the following benefits¹:
- greater ability to use control centre capacity nationally to meet extremes of operational demand placed on the service (arising, for example, from major incidents or high volumes of calls), thereby delivering an improved service to the public
 - increased levels of security and resilience in terms of buildings and technology to ensure continuity of service in case of natural or man-made disasters, or failures of systems
 - to provide the entire FRS in England with the operational capabilities that are currently available to a minority, thereby improving the effectiveness of both control room and front line operations. Examples of these capabilities include: provision of risk and other data to firefighters on mobile data terminals in all appliances or on handheld terminals for officers; making full use of caller location capabilities offered by the telecommunications operators; provision of tools for risk management and resource planning
 - economies of scale in call-handling and incident management, to bring efficiency across the whole service up to the levels achieved by the largest FRS control rooms, while still meeting or exceeding current performance levels

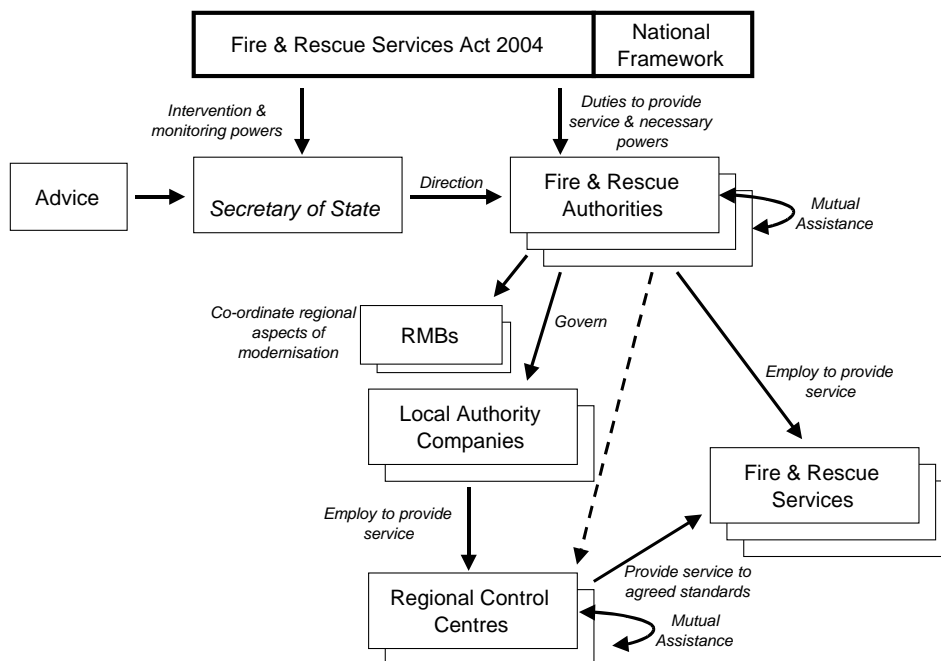
¹ A benefits management plan and approach will be put in place to monitor delivery of benefits. The benefits listed above are not exhaustive,

- facilitating and enabling further change within the FRS, for example partnership working between FRSs.
16. Delivery risks to the project are being managed through processes based on Prince 2 project governance structures.
 17. While the new control centres will introduce and make possible major changes across the Fire and Rescue Service, the overall responsibility for all aspects of their operation will remain with FRAs. This will be achieved by virtue of the fact that FRAs within a given region will fully own the company which will be established to operate the RCC.

Policy, legal and governance framework for Regional Control Centres

18. This section summarises the statutory and institutional framework within which the new RCCs will operate.
19. The 2004 Act represents a comprehensive reform of the statutory framework for the service. In particular, it places the prevention of fires at the heart of legislation, for example with the creation of new duties to promote fire safety; and gives FRAs powers to work with other partners in the community to deliver this duty. The Act gives statutory effect to other roles FRAs already undertake, such as attending road traffic collisions and, by order can extend this to new responsibilities in relation to terrorist threats and other activities, such as responding to serious flooding (subject to stakeholder consultation and Parliamentary scrutiny).
20. The Act also gives FRAs wide discretion to plan, equip and take action to meet local risks and priorities. The Act also grants intervention powers to the Secretary of State to direct FRA's who are failing, or likely to fail, to act in accordance with the Fire and Rescue National Framework. A summary of the key sections of the Act is provided in appendix C.
21. In respect of control centres, FRAs have a duty under the Act to "make arrangements for dealing with calls for help and for summoning personnel". This will remain a duty on FRAs which they will be able to fulfil by making arrangements for dealing with calls for help and summoning personnel with the new RCC company using section 16 of the Act.
22. FRAs are legal entities and act as employers for the Fire & Rescue Services, who deliver the necessary operational services, as shown in the diagram below. Governance structures for the RCCs need to fit within this existing service framework. The detailed arrangements for setting up Local Authority controlled companies to operate RCCs has recently been the subject of a formal consultation with RMBs & FRAs.
23. The government's position is for RCCs to be run by Local Authority controlled companies, which will be owned by the Fire and Rescue Authorities within a given region. Most regions have already accepted this approach, although some have asked for further information. A three month consultation began in March 2006 to decide the detailed arrangements for

setting up the companies. Subject to the conclusions of this consultation, the companies will be established to fit within existing structures as shown. The RMB will continue in existence after the formation of the company, and on behalf of its FRAs will continue to oversee the delivery of functions in accordance with the National Framework. London will be a region in its own right and so will not require a separate company to pool risk and responsibility between FRAs (shown by the dotted line in the diagram).



24. The FRAs will own the new companies which will operate the RCCs, to ensure that FRAs continue to remain fully accountable for service delivery. The RCCs will provide services to the FRS according to defined performance standards (covering, for example, call taking, mobilisation and resource management). These performance standards will also place requirements on FRSs to ensure that the RCC is able to carry out its activities effectively, for example by providing accurate, timely and complete information to support mobilisation in a way that meets the local FRA's mobilisation requirements.
25. For all incidents, including major incidents, the RCCs will work within existing command structures for the FRS and emergency services. The relationship of the RCC to the operational command structure is discussed later in this document. *Command protocols for very large incidents in the context of RCC working are currently under development.*
26. RCC staff in all RCCs will operate in line with nationally agreed parameters and operating procedures and the principles laid down by the relevant FRA for each incident. These principles will include:
 - Integrated Risk Management Plans, that determine how the FRA concerned intends to use its resources in relation to its Pre-Determined Attendance (PDA) policies, please see paragraph 41

- Mutual Assistance arrangements, that support cross FRS, Regional and National border mobilisation. These are currently under review within the Legal Working Group
27. These principles will define the scope within which RCC staff can take decisions, for example on mobilisation of resources and maintenance of fire cover (see Convergence Outcomes 22, 24, 25, 26, 27 and 28). Where decisions are required which step outside these prearranged agreements, these will be escalated to specified FRS personnel. *The escalation procedure is still under discussion.*
28. In addition to the RCCs self-contained functions, a number of functions will need to be undertaken on a shared basis, either to enable the RCCs to operate as a national network or where it is not feasible or cost-effective to provide the function regionally.
29. These national functions will include but not be limited to:
- a National Co-ordination Centre to co-ordinate the mobilisation and support of New Dimension assets in response to major incidents;
 - a central function to manage the technology contract and any other national contracts;
 - management of requests for system enhancements;
 - management of nationally-provided data;
 - identification of best practice and ensuring that it is shared between RCCs;
 - security accreditation; and
 - development of policy and operational standards including training.
30. The structure and governance for the national functions is currently under development. To minimise duplication, as far as possible the national functions for the RCCs may be hosted by specific RCCs, or undertaken by existing organisations, or co-ordinated with functions required by the other fire resilience projects (Firelink and New Dimension).

Scope of RCC operations

31. This section provides a summary of the activities which will be carried out by the RCCs, and the supporting organisations and technology which will underpin operations.
32. **Working Scope Definition:** The initial Working Scope Definition (RPT0016) was released in April 2004. This set out the proposed scope for activities to be undertaken by RCCs. This document had two complete review cycles with all FRSs. In June 2004, the document was signed off by Senior Operations Group as a working baseline for the project after all comments

- from FRSs had been considered. Based on continued feedback from the FRS, the document is continually updated; Last released April 2006.
33. **In-Scope Activities:** There will be no requirement by the RCC for an FRS to maintain a 24/7 administrative function to support their operations, however it is recognised that on call duty managers are available.
34. Please refer to the Working Scope Definition (RPT0016) for further details. The four categories of in-scope activities are:
- In Scope RCC - these FiReControl project will define these processes and provide the ability for them to be performed
 - In Scope FRS (Data Input to the RCC) - these processes result in a data input to the RCC and require a technological interface, which will be provided by the FiReControl project
 - In Scope FRS (Relies on data from the RCC) - these processes rely on data from the RCC system and require a technological interface, which will be provided by the FiReControl project
 - In Scope FRS (No RCC Interface) - these processes are activities that the FRS is likely to maintain, which are not a requirement of, or have no direct interface to the RCC.
35. **Out-of-Scope Activities:** From the working scope definition exercise, a small proportion of existing activities have been defined as “Out of scope”, which are processes considered as non-essential for the Fire and Rescue Service and are outside the business case for FiReControl. FRSs may decide to continue to undertake these processes with other existing funds. In 2005, a further survey of all FRSs was conducted to produce a complete list of activities that will be out of scope of the RCC. Please refer to the Working Scope Definition (RPT0016) for further details.
36. **Technology:** RCC operations will be supported by a range of technology systems, which will be delivered and supported by a prime contractor. The scope of the technology is described later in the document, and includes control room systems, standard interfaces which FRSs may integrate into their existing systems, station end equipment and mobile data applications. The technology contract will be let and managed nationally.
37. **RCC Organisation:** RCC employment is a matter for the regional company, however it is necessary that all regions follow a standard organisation design to allow effective RCC working and fallback arrangements to operate. The staff employed by the company will include all roles necessary to discharge control room functions (such as control operators, supervisors and management, data specialists). There will also be a number of roles in each FRS which interact with the RCC (e.g. to provide data); however the people in these roles will remain employees of individual FRSs. *The HR Working Group has been established to work together on providing guidance for the Local Authority controlled companies on HR strategy, policies and practices. However, as the employers of staff in the new organisations, the companies will have ultimate responsibility for determining whether or not they wish to follow the guidance provided.*

38. **RCC Support Functions:** The RCCs will need an effective support structure to ensure that the support aspects of their operation (for example, HR, legal support and finance) are effectively and efficiently managed in addition to any National functions which the DCLG will confirm at a later date. These support functions are for the Local Authority controlled company to determine. However they will be provided with some guidance on appropriate levels of resources levels of resource by the National Team.

Key principles of RCC design & operations

39. The FiReControl project will deliver a network of nine control centres that are all able to receive calls from any location in England and mobilise resources to any location from any area of England. The operation of the RCCs, and the design of their supporting systems and organisation, will be subject to a number of key principles set out below.
40. **Accountability for service delivery in each region:** During “business as usual” operation, each RCC will operate independently, serving the public and FRSs for its own region. RCCs will only interact with each other where incidents occur at the regional boundaries, when calls are routed to a remote RCC, or during spate or fallback conditions.
41. **Working within Integrated Risk Management Plans (IRMPs) for each Authority:** FRAs have a duty to develop IRMPs assessing their local risks and how resources will be deployed to tackle these risks. The RCCs will support the resulting mobilisation, maintenance of fire cover and other resource deployment requirements, arising from FRS IRMPs through the PDAs, Actions Lists and minimum levels for fire cover provided to the System. The RCCs will retain the flexibility to work with different IRMPs from individual FRSs (in terms of PDA policies and levels of fire cover). However, for the RCCs to function effectively at regional level, and support each other during spate or fallback conditions, all PDAs must be constructed using common terminology. This is one of the factors that has led to convergence work (paragraph 50).
42. **Mobilisation of the nearest available appropriate resource:** A key concept of the RCC operation, which will be enabled by the technology solution, is that the nearest available appropriate resource (Appliances, Officers and Equipment) will be mobilised to the incident. This will happen without regard to FRS or regional boundaries, but will be subject to some constraints (paragraph 50). This will ensure that the response mobilised to an incident is always the nearest (by travel time) and appropriate (in terms of having the attributes necessary to manage the incident), regardless of which FRS the resource belongs to (see paragraph 26). This principle will also apply to make-ups. Mobilisation across national borders (Wales, Scotland) will be in line with existing arrangements. The legal framework and powers to support cross-border mobilisation are currently under consideration by the FiReControl Legal Working Group.

We are currently discussing arrangements for cross border working with the Legal Working Group and other stakeholders. We expect that cross border

working will be regulated under a section 13 reinforcement scheme, building on existing mutual assistance arrangements, but have not yet started drafting model agreements.

43. **Mobilisation using live information:** The RCC mobilising system will use current availability, location and status information to determine available resources. This will be driven by whole-time firefighters booking in and being allocated to a resource, which will have a status, retained firefighters declaring their real time availability on a remote access system provided by FiReControl and officers updating their status via Firelink. Firefighters will also report the status of their appliances and equipment via the appliance mobile data terminals or terminals at stations as appropriate. Appliance and Officer locations will be reported automatically via the Firelink radio system.
44. **Attribute-based mobilising:** Each FRS will allocate nationally-defined attributes to its resources (firefighters, officers, vehicles and non-mobile equipment). These attributes will reflect specific skills or items of equipment required to deal with a given incident (Please see Convergence outcome 12). The FRS will then set its PDAs using attributes in addition to the number of officers and appliances. This means that if a particular attribute is no longer available on a resource, that resource attribute will not be offered to answer an incident requiring it. The resource will still be offered to answer incidents it is capable of managing with its remaining attributes. The mobilising system will undertake these assessments automatically, based on the latest attribute information available. *Work is ongoing to identify the minimum level of attributes an FRS must provide* (please see RPT0501 Convergence Product 63). FRSs will be responsible for maintaining accurate attributes for each resource and will be able to update this from their HQ (or other FRS defined location) and via terminals at stations. This will be an important task, as this information is fundamental to the RCC making correct mobilisation decisions.
45. **Premises Based Mobilising:** A national gazetteer (see later in this document) will provide premises level mobilising details for incident locations and will enable premises level PDAs for FRSs that wish to use them.
46. **Use of data for mobilisation:** Data (rather than voice) will be used much more extensively than now for mobilisation and incident management. Mobilisation and status messages will be sent as data via the Firelink radio bearer. Vehicle locations will be reported automatically, again via Firelink.
47. **Evidence-based assessment of risk:** Risk Management Functionality will be developed to support decision-making:
 - Risk Management Toolkit (RMT) will use the current Fire Service Emergency Cover (FSEC) algorithms and methodology to assist FRSs in assessing risk and planning fire cover in a scientific, consistent and robust way which can feed into FRS IRMP / PDAs;
 - Optimal Resource Location (ORL) will make use of RMT risk plans and live data to enable RCCs dynamically to identify the optimal positioning of

resources to maintain fire cover. Over time all FRAs will build up historic data from the incidents they attend.

48. **Secure, resilient operation:** FRS control rooms are by definition part of the UK's Critical National Infrastructure (CNI). Loss of service could threaten public safety. As part of bringing the new RCCs into service, a rigorous process of security accreditation will be followed, based on national-defined Government standards. This process examines all aspects of the RCCs – technology, people, processes and accommodation – and comprises:
- assessment of the impact should there be a failure of availability, integrity or confidentiality of the RCCs;
 - assessment of the threats to security and the level of risk that these threats pose;
 - design of appropriate measures to counter these threats; and
 - testing to ensure the required measures have been implemented.
49. Key security measures that will be implemented are as follows:
- design of technology and accommodation to minimise vulnerabilities and provide resilience and fallback measures (eg duplication of critical systems to remove single points of failure, provision of alternative technologies and procedural mechanisms for key activities such as mobilisation);
 - implementation of security operating procedures, supported by on-going staff training and awareness, to embed secure operating practices; and
 - a level of security vetting for staff appropriate to their role.
50. **Convergence of operational processes and terminology:** Operation at regional level means that staff will service the needs of between 1 and 9 FRAs, requiring common methods of operation in and across RCCs, while supporting those areas where local discretion is important e.g. PDAs. The adoption of common processes, RCC procedures, supported by the use of common technology, will enable operators at peak demand or during fallback, to take over call taking, mobilising and other critical functions, providing mutual aid between regions. Standard communications with operational staff and other stakeholders is vital and requires the convergence of terminology used to describe resources, incidents, locations, equipment and people, with a common set of attributes and values. *There will be a practical limit to the amount of non-standard tasks that an FRS can ask an RCC to perform. This may include RCC actions that cannot be formalised into PDAs or action lists (e.g. requiring an FRS to be contacted to give instructions before a PDA can be mobilised).*
51. CFOA has identified the areas where FRSs need to converge their ways of working and the terminology they use. A full list is given in appendix B, but some of the key areas are:
- common call sign format and national call sign plan for all resources
 - consistent terminology to support cross border working
 - consistent naming conventions for incidents

- common prioritisation levels for incident types
 - consistent naming conventions for status types
 - consistent naming conventions and definitions for equipment
 - common formats for location information and standard operating procedures
 - common mobilising protocols for Officers
 - common resource management procedures
 - consistent operation and format of MDTs.
52. Convergence does not require all FRSs to adopt the same PDAs or operating procedures. It will enable FRSs to exchange information more easily. Convergence will mean there is more commonality for fire fighters working together from different FRSs. Convergence has prompted debate on national Standard Operating Procedures that the service will have to reconcile. In April 2006 FRSs were asked to undertake an Impact analysis on current convergence products, this will be used to inform transition planning.

There is a recognised issue in interfacing to 3rd parties, e.g. Airports as they currently have different ways of operating with the FRS. A long term objective is to converge 3rd parties methods of operation with the FRS. This is not required for FiReControl implementation.

How RCCs will operate

53. This section provides a brief summary of how RCCs will take calls and mobilise resources to incidents. Further details of operational processes are provided in the FiReControl business process model and in convergence products.

Call taking

54. Emergency calls will be presented to RCCs, as now, from a number of sources: Public Telephone Operators (PTOs); other emergency services; central alarm stations etc. Under “business as usual” conditions, calls originating from the public will be presented to the RCC in the region where the caller is located. As now, the PTOs will be provided with 1st, 2nd and 3rd choice numbers, representing a primary circuit to the designated RCC, a second, diversely-routed circuit to the same RCC, and a circuit to an alternative RCC.
55. Incoming calls will be presented to those control room operators (CROs) who are available to take emergency calls at that RCC. If there are no CROs available and the waiting time for the caller exceeds a nationally-agreed threshold, the call will be re-routed to another RCC where there are CROs available to take the call (subsequent calls are re-routed without the waiting time, until a CRO becomes available). This should only happen under conditions of exceptional call volumes. This re-routing will be accomplished by the FiReControl systems, rather than (as now) by the Public

Telecommunications Operators. The re-routing will not be visible to the caller.

56. Under fallback conditions, where an RCC is unable to receive any incoming calls, the PTOs will be notified (using existing procedures) and will route calls to other, designated RCCs rather than to the home RCC.

Mobilisation

57. The main steps in mobilising resources will be as follows:
- Firefighters and appliances will be mobilised by triggering equipment at stations (as now) and also by a data message to the mobile data terminal (MDT) in the appliance and/or to an officer
 - if an appliance is away from the station, the message to the appliance (MDT or fallback method) will be the only way to mobilise that appliance. When the appliance is away from the station and available for mobilisation, a crew member will need to remain in the appliance at all times to act on mobilisation messages (*this is currently under review*). The MDT will be live at all times (even when the vehicle master switch is off), to allow mobilising messages to be received
 - if the appliance is being mobilised from the station, the station equipment will activate any existing peripheral equipment such as automatic doors, traffic signals and retained alerters (principal way to alert the retained crew).
 - Officers will be mobilised by sending data messages via their current contact method (e.g. their Firelink radios, MDTs, hand held devices, pagers, mobile phones etc). The messages will be via text or voice depending on the contact method.

Mobilisation scenarios

58. A number of potential mobilisation scenarios are considered below. The following definitions are used:
- home RCC is the RCC within whose boundary the incident occurs
 - remote RCC is an RCC other than the Home RCC
 - national incident types have been defined by the Convergence work (outcome 12). Each incident type has a priority level from 1 (highest) to 5 (lowest) that are set nationally (see convergence outcome 13). The higher priority incidents will be mobilised to first.

Mobilisation during business as usual conditions

59. Emergency calls will normally be received at the home RCC, with a response made up of resources from that region. Note that this could include mobilisation over FRS borders. However, in certain circumstances resources may need to be mobilised outside regional borders and protocols must be in place between FRAs and RCCs to govern what tasks can be performed by a remote RCC. Arrangements for a national approach to cross border working are under discussion with the Legal Working Group.

- if a call is received at the home RCC and the response requires the use of resources from outside the region, the home RCC will identify appropriate resources and, for incidents of higher priority levels, mobilise these resources immediately. For lower priority incidents, the RCC will seek permission from the RCC for the FRA which owns the resources. If permission is not agreed, further resources from the home RCC will be mobilised. *Officers responsible for the geographical area that a resource is mobilised to will be notified following mobilisation*
- if a call is received outside the home RCC and the response requires resources from anywhere, the remote RCC will take the call and identify appropriate resources. For those incidents graded priority level 1& 2 resources will be mobilised by the remote RCC and can also be managed by the remote RCC if required. Incidents graded priority level 3-5 will be recorded on the mobilising system and passed back to the home RCC for mobilisation. Once an incident is created, it is visible in all RCCs minimising the risks of duplicate mobilising
- there will be a performance standard around the percentage of calls an RCC must answer from within its own geographical area. This will ensure appropriate staffing levels in all RCCs.

The final operating processes to achieve this are solution dependent.

Mobilisation during RCC spate conditions

60. RCC spate conditions is when more calls arrive at an RCC, than there are operators to deal with them. If no operator is available to take an incoming emergency call, it will be transferred to an available operator in any other remote RCC (see above). Mobilisations under spate conditions will otherwise operate in the same way as for 'Business as Usual'. This process will ensure that no calls are left queuing whilst there is still an available operator in any of the RCCs. In spate conditions, the number of incidents may exceed the number of resources available for mobilisation, in which case prioritisation and batching of incidents will be undertaken to ensure that incidents are managed in the most effective way possible.

Mobilisation during fallback conditions

61. If, for any reason, one or more RCCs is unable to perform any of its emergency call management or mobilisation functions, fallback plans will be implemented. This could occur due to a natural or man-made disaster (for example, a fire or security threat) or a major systems failure. Unlike in spate conditions, where calls will be re-directed without user intervention, transfer of responsibilities between RCCs under fallback will occur under management control. Under fallback conditions, all functions of the home RCC will be undertaken by remote RCCs in a pre-determined manner. *The criteria that will define when this will happen are still to be determined.*
62. To ensure that workloads remain manageable in the remaining RCCs, it is envisaged that in fallback, the region that loses its RCC will be split into three predefined geographical areas and these areas handed to predefined RCCs. These RCCs will then become the temporary home RCCs for each area and will operate as in business as usual, but with a larger geographic

responsibility. Suitable fallback arrangements will also be defined for any national functions hosted at RCCs. As now, the Public Telecommunications Operators will use appropriate routing protocols to present emergency calls to these alternative RCCs as 1st choice.

Implications of existing command structures for RCC working

63. **Gold/Silver Commands:** Provision of operational command (eg at Gold or Silver level) is not in scope, although the RCC will play a significant role supporting the FRS command structures (including provision of RCC facilities if required).

A number of issues in this area are subject to ongoing work and national policy decisions, including the role of the National Coordination Centre, consideration of Gold and Silver command structures and the Incident Command System (ICS) in the context of RCC working.

The principle adopted within RCC working is that they will work within existing command structures for the FRS and emergency services.

64. The RCC will be responsible for mobilising and real-time resource management of FRS resources at an incident and in support of all levels of the command structure.
65. The RCC Operations Manager on duty will liaise where necessary with other RCCs to support the incident.
66. One or more of the RCCs will house a National Co-ordination Centre (NCC), which will co-ordinate the response to major incidents (including requesting the mobilisation of New Dimension assets via their Home RCC). *The role of the NCC is still under consideration, based on experience of operating the Interim NCC hosted by West Yorkshire FRS. An important issue still to be resolved is the future role of the Fire Emergency Information Centre (FEIC) and its relationship with the NCC.*

Use of technology to support operations

Aims and scope of technology procurement

67. The technology solution will play a central role in supporting the move to regional control centres and to realising the benefits. The overall scope of the technology is described in the Infrastructure Service Statement of Requirements. A high level summary of the proposed technology solution and how it would be used operationally is also available (RPT0238).
68. The aims of the technology procurement are to:
- appoint a prime contractor to design, build, deliver, provide aspects of training, support and maintain the required systems, and assume the associated risks
 - as far as possible, use existing solutions which require a minimum of development.

69. The technology solution will depend on successful delivery of the Firelink radio system, and delivery of the two projects will be closely co-ordinated. Specifically:
- a national radio network will be in place to be able to mobilise and support any resource from any RCC
 - the radio network will provide both voice and data services, to allow the use of dynamic mobilising
 - the Firelink project will install radio and mobile data terminals in appliances and other vehicles
 - Firelink coverage will be provided in fire station appliance bays.

Key functional requirements for technologies

70. The technical solution will aim to deliver “best of breed” functionality to all FRSS in England. Very high levels of availability have been specified, with the aim of keeping systems running at all times (even during planned maintenance and upgrade). The major capabilities planned are listed below.
71. RCCs will be equipped with a number of systems:
- an Integrated Communications Control System (ICCS) to provide common systems for handling telephone and radio traffic in the control room;
 - a Mobilisation & Resource Management System (MRMS), to record incidents, identify and mobilise appropriate resources, and support these resources during the incident;
 - risk management, to support planning of covering moves;
 - a number of operational support applications, to manage the collection of operational data (firefighter availability, PDAs, asset information, hydrant data, risk information etc) and feed this into live RCC systems (especially the MRMS) and/or distribute it to mobile data terminals;
 - a management information system, to collect and report information from operational systems; and
 - business support systems (email, office automation, telephony). This may also include support systems for finance and HR, depending on how these services are provided to the RCCs.
72. Some of the major capabilities that will be provided to RCC staff include:
- visibility of regional and national resource availability in real time at all RCCs, and transparency in mobilising any resource by any RCC on the network;
 - the use of automatic resource location technology, to ensure that the nearest available appropriate resources can be identified and mobilised to incidents. The mobilising system will use this information combined with the road network (including amendable road speeds) to determine the closest resource to any location Refer to FiReControl Data Strategy ;

- the use of EISEC/ALSEC technology (including mobile location services) will help to identify the location of the caller for both landline and mobile calls² ;
- a geographic information system which is fully integrated with the mobilisation and resource management;
- risk management functionality to recommend optimal resource location;
- identification of specific skills or equipment attributes in the mobilising system at a greater level of detail, to ensure the optimal response to an incident;
- the ability to have calls diverted automatically to other RCCs during spate conditions, to reduce the delays in answering emergency calls;
- the ability to fallback to other RCCs should an RCC fail, without causing service degradation; and
- large video display capabilities to provide control staff with a common view of resource disposition and other information feeds where available (eg CCTV, news feeds).

73. The following capabilities will be provided to the FRS:

- a real-time read-only view of incidents and resources, primarily for the FRS area concerned, but visibility over the region or country will be available ;
- a management information feed from the RCC mobilisation (and other) systems for all management information and incident reporting purposes. This will be provided on a periodic basis, with frequency agreed with the FRS and on demand;
- a risk management toolkit to analyse historical incident data and assist in assessing risk and planning fire cover;
- a content management system to submit FRS-specific information (such as Standard Operating Procedures and premises risks) for deployment onto appliance MDTs;
- a common, secure interface to provide FRS-specific data to the RCC systems, based on open standards (eg e-GIF). Refer to the FiReControl Data Strategy; and
- a common, secure interface to provide RCC data to FRS systems (the responsibility of implementing this interface to existing FRS systems lies with each FRS).

74. The following capabilities will be provided in appliances:

- all appliances will be fitted with a mobile data terminal (MDT) and Global Positioning Satellite (GPS) location device, provided by the Firelink project. This will be able to send and receive data via the Firelink radio system and, as a back-up, via a commercial data bearer;

² Enhanced Information Service for Emergency Calls (EISEC) / Advanced Location Service for Emergency Calls (ALSEC) are provided by BT and Cable & Wireless respectively

- mobilisation and status applications, to report appliance locations automatically to the RCCs, receive and display mobilisation messages, and to allow crew to enter the appliance status;
 - an application to provide routing information, to assist drivers and crews on their way to the incident;
 - nationally-provided information sources, such as maps, chemical hazard and auto information; and
 - locally-provided information (i.e. provided by the relevant FRS). This could include hydrant locations, risk information, building plans and proximity of other risks, Fire Safety Inspection history for a premises, Standard Operating Procedures, and other hazard or community-based information.
75. Only the above applications will be nationally supported on the MDTs. Requirements of individual FRSs for any additional software will need to be agreed with the appropriate national function. Incident Command Units will be provided with the same capabilities as appliances.
76. Firelink will provide radio terminals (either handheld or installed in the vehicle) to FRS officers. All Officer radios will have a GPS location device to inform the RCC of their current location. *Provision of handheld mobile data terminals to officers is currently under consideration, with access to a commercial bearer as well as the capability to link to a Firelink radio. The detailed user requirements for these terminals are under discussion with the FRS through the Senior Operations Group.*
77. The following capabilities will be provided in fire stations and to firefighters:
- new station end equipment, linked to the RCCs via a wide area network and integrated with existing alarms, doors, traffic signals and alerters³;
 - a wireless local area network to automatically update information and software on appliance MDTs;
 - a retained availability system, allowing retained firefighters to use the telephone or internet to indicate their availability for turn-out. This information is also available to FRS's through the FiReControl MI system;
 - a local workstation to capture crew and equipment status and attribute availability, to ensure that only appropriately-trained crews with the right equipment are mobilised to incidents.
78. FRSs will continue to provide all other mobilising equipment required – such as station end bells, station end lights, automatic door opening, interfaces to traffic lights and firefighter alerters / pagers.

Provision of data to support operations

79. New ways of working, combined with new technology platforms (for example, mobilisation based on the status, location and attributes of resources, using mobile data) will require a major change in the data used

³ Where wide area paging schemes are used for alerting, the interface will be directly with the MRMS rather than at the station

by the control function and in the associated data management processes. The details will vary between data sets, but the main points are set out below.

80. **Data in RCC systems must be consistent in terms of level of detail and format:** The networked national capability of RCCs means that control room operators will be working with data sets from all parts of the country. Data must be structured in a consistent manner to enable effective working. This concept also applies to the data that will be available to fire crews via MDTs, as cross-border mobilising must be supported by the provision of consistently structured information. The formats and levels to be used are defined by a number of factors including convergence (paragraph 50), the system design and the availability of source data. Changes to the level of granularity of a data set will have a corresponding impact on the volume of that data set which may increase the size of the management task.
81. **Data will be obtained from and managed by authoritative sources, where such exist:** The FRS will be the authoritative source for service-specific data such as PDA, specific risk information and resources. Core gazetteer data may be sourced from Local Authorities via the National Land and Property Gazetteer (NLPG), with information on specific types of asset (e.g. high voltage installations, motorway features) being sourced from the relevant asset owners. Where possible, data updates will be delivered through a managed service from that authoritative source, reducing the need for FRSs to manage a base data set and allowing them to focus on service specific data. Management of national agreements for data provision will be undertaken nationally. Where intelligence is gathered by operational activity this will be fed back to the data originator for inclusion in the base data set, then the information will be passed to the Local Authority as well as the RCC concerned.
82. **Responsibility for data management and maintenance will be shared:** The FRS will be responsible for maintaining locally specific data e.g. PDAs and risk information. The data management teams in each RCC will manage the loading of national and third party provided data sets and will have particular responsibility for ensuring that data standards and data integrity are upheld and maintained. The contractor supporting the IT will administer the data infrastructure, and if necessary will provide support for data loading and manipulation.
83. The major data sets required to support Regional Control Centres are described below. Refer to FiReControl Data Strategy.
84. **Gazetteer:** The gazetteer will be based on one or more existing products. This data will be augmented by FRSs with intelligence from their current gazetteers such as aliases and alternate names for locations, specific local landmarks and operational notes related to locations. The findings from some recent gazetteer transformation projects in fire and rescue services suggest that the process of collecting and cleaning data is likely to require extensive manual input. Ongoing management of core location data will be achieved through periodic application of product based updates. The

updates will be loaded into the technology systems by the RCC data management function, and then made available to FRSs for validation and addition of risk and alias data. Urgent or temporary updates to data will be made directly by either the FRS data administrator or the RCC data management team. These updates may then be flagged for update at the data source, if appropriate.

85. **Base Mapping and Overlays:** Base mapping will be provided through Ordnance Survey products (subject to agreement) using existing licensing agreements where possible. *The Mapping Services Agreement (MSA) is the key agreement being considered, but this is subject to agreement with the data providers.* Overlay data will be sourced nationally if a source exists (e.g. flood zone data) or will be converted from existing GIS systems if not (e.g. FRS specific data). Common mapping will be used on the MRMS, MDTs and the Risk Management Toolkit.
86. **Pre-Determined Attendance (PDA):** PDA information will undergo a major transformation in the way that it is presented for use in RCC systems. The change will be driven by the adoption of new, common, terminology for incident types and resource types, and location information being expressed in relation to the new gazetteer.
87. **Operating Procedures and Location Specific Risk Data:** Operating procedures and risk data will remain the responsibility of each FRS, but will have to be reformatted into a consistent naming convention and form suitable for display on the MDT.

Organisation Design – National, Regional and Local

88. This section describes the organisational structure that will be adopted by the RCCs and relevant roles in the FRS and in national functions.

RCC Organisational Design

89. An effective and fit-for-purpose organisational structure is essential if the benefits of moving to regional control centres are to be realised. The Organisational Design Proposition (RPT0301) describes in detail the proposed organisational structure for the RCCs. This proposition has been agreed in principle as a baseline by SOG and will be reviewed and amended as appropriate as new information becomes available. The following are descriptions of the main RCC roles that will have implications on the operational strategy. The RCC organisation structure is shown in Appendix A. Whilst staffing arrangements are ultimately a matter for the regional company, it is necessary that all regions follow a standard organisation design to allow fallback arrangements to operate effectively.

With the exception of HR matters which have a direct impact on resilience, i.e. organisation design and control room structure, the Local Authority controlled company has the responsibility to determine HR policies, practices and levels of staffing necessary to deliver to the service level agreements.

RCC Staff

90. A **Regional Control Centre Director** (RCCD) will run each RCC and will be responsible for RCC service delivery to the FRAs. The RCCD will report into the company for each region and be responsible for service delivery to the required standards and within allocated budgets. A significant part of the RCCD role will be focused on RCC performance and outward-looking in a number of areas e.g. fallback planning, FRA / FRS liaison. *The governance structures for the RCC, and thus the way in which the RCCD is accountable to FRA members and FRS officers, are still under development.*
91. The RCCD will be supported by the Senior Operations Manager and Services Support Manager. These three roles make up the RCC Management Team.
92. The **Senior Operations Manager** (SOM), will be responsible for the overall effective and efficient running of the Control room itself as well as the training function. The SOM will focus on RCC resource management, ensuring that appropriate numbers of RCC staff are available with the right level of skills to deliver the service within the budget provided. Included in this will be the sourcing of additional RCC staff e.g. in spare conditions or in the case of a major incident. They would also deputise for the RCCD in their absence.
93. The **Services Support Manager** (SSM) will manage the provision of services for the RCC, including IT, telecoms, finance, HR, facilities and security on behalf of the RCC. Where these services are externally provided (eg IT) the SSM will act as an “intelligent customer”.

Regional Control Room

94. Incident support will be a shared responsibility within the control room. All roles may have responsibilities depending on the nature of the incident or process. A guiding principle will be to devolve decision making as close as possible to the point of service delivery. This will avoid over supervision where it is not required and ensure that supervisors and managers are not burdened with excessive or inappropriate monitoring of activity.
95. Each RCC will have 6 Operations Managers to provide both 24/7 cover, and contingency cover, with 1 on duty at all times.
96. There will be one **Operations Manager** (OM) on duty at all times (24/7). The Operations Manager will be responsible for control room operations on his/her shift. Incidents will escalate up to the OM, depending on their scale. It is assumed that the OM role will be of sufficient seniority at Control Room Manager/Station Manager (Control) level to be able to deal with major incidents and liaising with the Team Leader Resources (TLRs) to ensure sufficient residual cover in the rest of the region according to pre-determined standards.
97. As a 24/7 role, the OMs will be the main point of liaison with FRS operational management or incident commanders. The OM will involve the SOM or RCCD as necessary if the RCC is unable to support the incident effectively

using the staff on duty (and, for example, it was necessary to recall off-duty staff or share workload with other RCCs). As an incident escalates, other parties will become involved, in accordance with the existing Command Structures.

98. It is not envisaged that the OMs or any of the RCC senior management team would become involved in the operational management of incidents beyond the control room function. This will remain, as at present, the responsibility of the FRS(s) involved.
99. Each RCC will have a number of **Team Leaders** (TL), who will be responsible for managing a team of up to 5 (Control Room Operators) CROs with call and incident handling. Working alongside the TLs will be a **Team Leader Resources** (TLR). The key responsibilities of the TLR are to coordinate FRAs' resources to achieve adequate coverage in the region.
100. **Control Room Operators** will be responsible for effective call handling, mobilisation and incident handling in accordance with PDAs and other principles (see paragraph 26).

Operational Support

101. The **Gazetteer and Data Standards Team** will be responsible for monitoring the quality of the data against agreed standards, integrating datasets provided by different FRAs and ensuring that updates to this information (including distribution to Mobile Data Terminals) are made in a controlled way.
102. The **Data Administration Support Team** will manage the analysis and production of management information reports concerning the operation of the RCCs to support RCC senior management and third parties e.g. DCLG. They will also maintain the management information feed to the FRSs. This team will also manage any other static data (e.g. nationally defined data such as incident type codes, resource types) on the RCC systems that are not maintained directly by individual FRAs, liaising with external data providers, or bodies responsible for maintaining the relevant national standards.

FRS staff

103. FRS staff will undertake a number of functions to support the operation of RCCs. In many cases these functions will form part of existing job roles (for example, reporting of status and availability by firefighters). However, it may be necessary to modify the job roles of some FRS staff, especially those involved in maintaining and providing data (such as PDAs, personnel and asset information, information to be held on MDTs) to the regional control centres. Please refer to the Working Scope Definition (RPT0016).
104. The volumes of data involved, and the granularity, will vary considerably between FRSs. The definition of the new roles will therefore be the responsibility of each FRS, although guidance will be provided nationally.

National Functions staff

105. *A number of options are being considered regarding how the National Functions will be structured and work is ongoing in this area. Specific roles are still under development.*

Support functions

106. The RCCs will need an effective support organisation to ensure that (for example) HR and financial aspects of their operation are effectively managed. Definition of support functions is at an early stage, and depends on the outcome of negotiations with suppliers and decisions to be made by the employing entities for the RCCs (once established). *The material below sets out the type of support required, but does not discuss how this support will be provided.*

107. To function effectively there are four areas of non-operational support that the new companies will need to have in place. These are Legal and Company Secretariat, Finance, HR and Communications. The RCC system and process models require a single national solution to be defined and maintained for operational activities. There are advantages in adopting a similar approach to people and financial management in terms of economies of scale on delivery and single rather than multiple solutions. However, there is a significant risk that a corresponding national approach would disempower RCC senior management and make it very difficult for them to deliver genuine performance improvement and respond to the specific issues within their RCC.

108. A number of the functions that are typically found within a company secretariat function are already addressed by elements of the organisational design, for example property administration and organisation. Other areas of company secretariat support that will need to be addressed are:

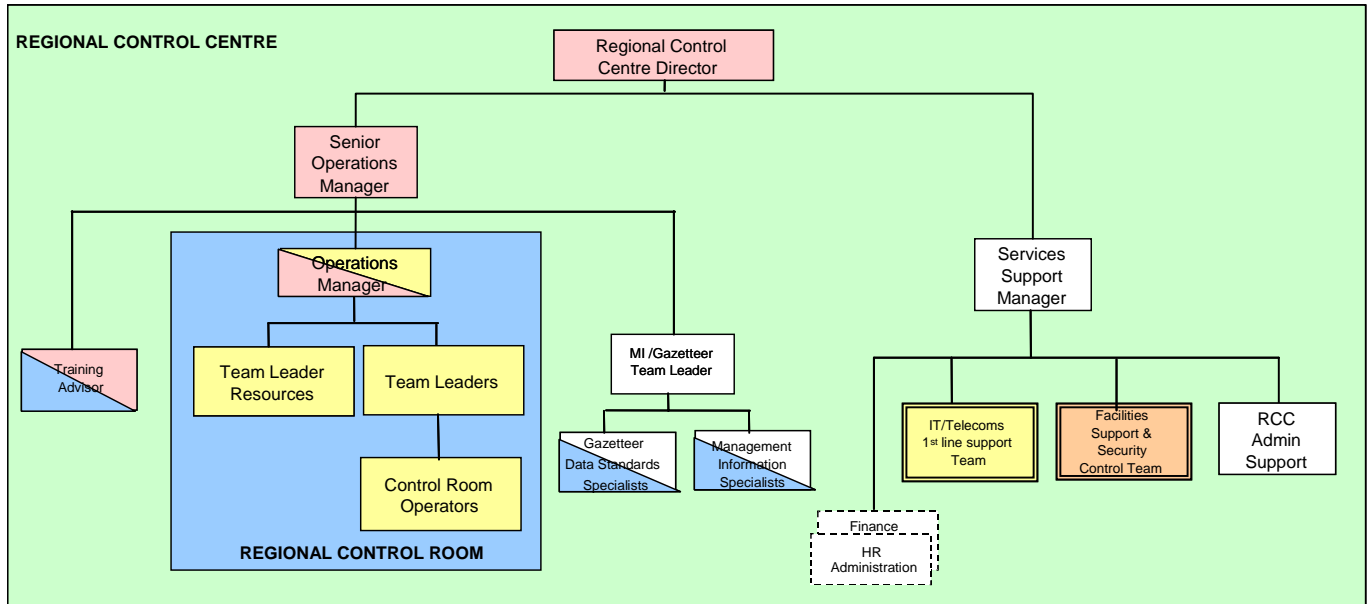
- overseeing governance structures and processes
- ensuring appropriate corporate conduct within the regulatory environment
- board/shareholder/trustee meetings
- compliance with legal, regulatory and listing requirements
- training and induction of non-executives/trustees
- contact with regulatory and external bodies
- reports and circulars to shareholders/trustees
- insurance administration and organisation
- risk management
- interpretation of financial accounts.

109. Legal support will need to ensure:

- provision of legal advice
- management of disputes
- development of contracts.

110. As for any organisation, robust financial management will be vital to the success of the RCCs. There will be complex ongoing issues for example on cost apportionment and ensuring value for money that will need to be dealt with through robust financial management. Functions that will need to be undertaken include:
- core transactions and processes e.g. expenditure, revenue, fixed assets, accounting close
 - decision/Business Support for financial analysis, internal and external reporting and performance measurement and budgeting and forecasting
 - tax, Insurance and Treasury.
111. The provision of high quality HR advice and administrative support will be very important to the successful operation of the RCC, especially in the months immediately following cut over when there are likely to be significant people and organisation challenges to deal with including the integration of staff from a number of FRAs into a single, cohesive organisation. The potential scope of the HR service covers:
- HR strategy and planning
 - organisational development
 - recruitment and retention
 - training and development
 - performance and reward management
 - employee and industrial relations
 - occupational health and safety.
112. The management of communications is the fourth element of support that will need to be considered. The potential scope covers:
- internal staff communications
 - public relations and public affairs
 - publications
 - events management.
113. The model for training will be slightly different as, subject to the outcome of negotiations with suppliers, it is likely that ongoing training for FiReControl will be provided through the infrastructure services supplier. There will be a national policy and contract and a management function for this. There are two ways in which services can be called off from the contract:
- Use the supplier for development and delivery of training
 - Use the train the trainer method and local accredited trainers for delivery of materials provided by the supplier.
114. Those responsible for training needs analysis, planning and scheduling, administration and evaluation of training will be determined at contract award.

Appendix A – Organisational design



- = Shifts 24/7
- = Days & on call
- = Optional
- = Days and flexible duty/hours as required
- = Days only
- = Outsourced
- = Possible responder role

Appendix B – Convergence products

115. **Convergence of operational processes, terminology and Data:** The Convergence work began in March 2005 with Convergence phase 1 (March – December 2005). Products were grouped into seven task areas to be worked on by task groups of FRS nominees and FiReControl team representatives. The convergence items were grouped to link specific skill / interest areas together and allow volunteers to concentrate on their interest areas. Each task group consisted of a CFOA appointed FRS leader, a FiReControl representative and nominees from the FRSs.
116. **How Convergence products were reviewed and agreed:** Once each of the products had been written by the CFOA Convergence task groups, they were taken to monthly Core CFOA Convergence Meetings (attended by CFOA representatives and held every 4 weeks). If the products were agreed and signed off at these meetings, they were then sent out to the regions for review and comment (via the FiReControl Business Change team). Following the FRS review, the CFOA Convergence task groups reviewed all comments received and revised the solution, where appropriate, before giving a recommended solution to CFOA at the next Core CFOA Convergence Meetings. On CFOA's approval, the products were amended to become 'outcomes' of the Convergence work and were passed to FiReControl and the DCLG for future adoption by all FRSs. All outcomes were sent to all FRSs in December 2005, along with feedback to all comments received.
117. **Convergence phase 1:** 40 products have been developed to convergence outcomes and are currently part of the negotiation process within the FiReControl IS procurement. During 2006, FiReControl will confirm with the supplier the final format for each convergence outcome and provide the (possibly revised) documents to the FRS for implementation. For each outcome, FiReControl will also provide an assessment of impact and guidance on how it may be implemented, The responsibility for implementing each outcome rests with each FRS.
118. The list below details each of the task groups and the individual subject areas that have been worked on within each group. Given the significant implication of these documents, readers are directed to the full products and a summary is not provided here. In early April 2006, an Impact Analysis questionnaire was released to FRSs to assess Convergence implementation. *An implementation plan for Convergence will be developed once this feedback has been analysed.*

1. Short Tasks

Convergence Outcome 3: National Call Sign Plan

Convergence Outcome 4: National Status types

Convergence Outcome 6: Special Service Charge Incident Administration

Convergence Outcome 6a: Functionality required to enable FRSs to create, access, populate and retrieve forms.

2. Control and Command

Convergence Product 10: Policy document regarding how the Major Incident Procedures are activated and operated within an RCC (incorporating Gold/Silver Command Areas). *Not complete yet as awaiting policy decisions.*

3. Incident definition and Attributes

Convergence Outcome 11: Method of Call

Convergence Outcome 12: Terminology for types of incident

Convergence Outcome 12a: Actionable messages from the Fire Ground which trigger actions and procedures in control

Convergence Outcome 13: Prioritisation of incident types

Convergence Outcome 14: Basic data requirements Roles (skills) and for Appliances (equipment - these will be used to populate the Asset Register)

Convergence Outcome 16: Prioritisation rules set and queuing facility rules set

Convergence Outcome 16a: Batching

Convergence Outcome 17: Incident of special interest

Convergence Outcome 18: Procedures - Content of operator prompts defined by FRSs

Convergence Outcome 19: Policy document defining malicious call handling procedures

Convergence Outcome 20: ECM Handling protocol

4. Resource Management

Convergence Outcome 22: Role of RCCs and FRSs in resource management and planning

Convergence Outcome 23: Availability of 2nd and 3rd line resources

Convergence Outcome 24: Mobilising protocols for officers within their FRSs and across FRS/Regional boundaries

Convergence Outcome 25: Mobilising process for RCCs including policy procedure for inter-regional call handling and mobilisation

Convergence Outcome 26: Circumstances under which the RCC has the authority to amend attendance

Convergence Outcome 27: Resource Reallocation

Convergence Outcome 28: Stand-by Moves

Convergence Outcome 29: Operational Method of Contact for the Mobilisation of Operational Officers

Convergence Outcome 29a: Notification of Officers

Convergence Outcome 30: PDA rules set / template

5. Data definition for Gazetteer and Mapping

Convergence Outcome 47: Gazetteer specifications and formatting

Convergence Outcome 48: Mapping specifications and formatting

Convergence Outcome 50: Symbology

6. Mobile Data Terminals

Convergence Outcome 51: Resource MDT functions

Convergence Outcome 52: MDT application detail - Hydrant Information

Convergence Outcome 53: MDT application detail - Standard Operating Procedures

Convergence Outcome 54: MDT application detail - Hazardous Material Information

Convergence Outcome 55: MDT application detail - Miscellaneous fields

Convergence Outcome 56: MDT application detail - Overlays

Convergence Outcome 58: MDT application detail - Route planning

Convergence Outcome 59: MDT application detail - Data held

Convergence Outcome 60: Mobilising Message content

Convergence Outcome 62: MDT application detail - Site Specific Risk Information

7. FiReControl Work

Convergence Product 8: Informative message from the incident ground not received within 20 minutes

Convergence Product 45: Removal of Manual Acknowledgement from all stations

119. Please note that the outcomes are recommendations only. Resolution of some issues can only be achieved once the FiReControl technical solution is developed. **FRSs have been asked not to act on these recommendations until further notice.**

120. **Convergence phase 2:** This started in January 2006 and will develop further products:

Product 61 - Standard Messages

Product 63 - National definitions for operational capability

Product 64 - Procedure for crews & officers to inform the RCC if they do not meet a specific attribute when mobilised

Product 66 - Testing Station End Peripheral Mobilising Equipment

Product 67 - Definition and Methodology for using Pre-Alerts

Product 69 – Defining priority for procedure types which trigger actions within an RCC

Product 71 - Lone worker monitoring

Product 72 - Managing the replacement/relief of resources for incidents

Product 72a - Rules Set and guidance for FRSs when planning relief crews

Product 73 - Information for the general public

Product 74 - Naming convention for SOPs

Product 75 – RCC interaction with the media in relation to emergency incidents

Product 76 - A National Approach for the format and presentation of site and building plans used in an operational environment

Product 77 - Master directory of contacts

Product 78 - Unique Reference numbers for enhancing call handling

Product 80 - Action on a stand down message received from a non-FRS source

Product 88 - Prompts that an FRS can ask a RCC to perform

121. It is expected that convergence will continue throughout the FiReControl project as new areas are identified.

Appendix C – Extracts from Parts 2 & 3 of the Fire & Rescue Services Act 2004

PART 2: FUNCTIONS OF FIRE AND RESCUE AUTHORITIES

Section 9: Emergencies

122. This section empowers the Secretary of State, by order following consultation, to place a duty on fire and rescue authorities to respond to particular types of emergency, defined by the order, such as flooding and terrorist incidents.
123. The Secretary of State can also, by order following consultation, direct fire and rescue authorities as to how they should plan, equip for and respond to such emergencies. This may include, for example, directions as to the deployments of mass decontamination equipment for civil resilience purposes. The intention is to ensure consistency of approach towards emergencies, particularly in response to terrorist incidents.
124. Section 9 also allows the order to require an authority to respond to an emergency that has arisen outside its own area if, for example, it has more appropriate equipment and training than the authority in whose area the emergency has occurred.
125. The term "emergency" is defined in section 58.

Section 10: Directions relating to particular fires and emergencies

126. This section enables the Secretary of State to direct a fire and rescue authority to respond to a particular fire or emergency incident in the event of an extreme or unusual event such as a terrorist attack or natural disaster, where there is no time to revise or make an order under section 9, or where a level of central co-ordination is required. Such a direction can require a fire and rescue authority to act outside as well as inside its own area. The Secretary of State can also direct an authority not to take any action in the event of such an emergency if, for example, another fire and rescue authority is better equipped to do so.

Sections 11 and 12: Power to respond to other eventualities; and other services

127. Section 11 replaces section 3(1)(e) of the Fire Services Act 1947, and provides fire and rescue authorities with discretion to equip and respond to events beyond its core functions provided for elsewhere in the Act. A fire and rescue authority will be free to act where it believes there is a risk to life or the environment. This would allow, for example, a fire and rescue authority to engage in specialist activities such as rope rescue. A fire and rescue authority will be able to exercise the power in support of another fire and rescue authority - for example, under a reinforcement scheme (see sections 13 and 14).
128. Section 12 provides a fire and rescue authority with the power to agree to the use of its equipment or personnel for any purpose it believes appropriate

and wherever it so chooses. For example, a fire and rescue authority may agree to help pump out a pond as a service to its community.

Assistance in discharge of functions

Sections 13 and 14: Reinforcement schemes and directions as to reinforcement schemes

129. These sections re-enact the existing provisions of the Fire Services Act 1947 on reinforcement schemes and extend them to apply to road traffic accidents and other serious emergencies (as defined by order under section 9). Section 13 obliges fire and rescue authorities to group together, so far as practicable, to provide mutual assistance. If there are cases where fire and rescue authorities are unable to come to an agreement about forming such a group, and one of the authorities concerned requests it, section 14 enables the Secretary of State to direct the fire and rescue authorities involved to make, vary or revoke such a scheme.
130. Before giving a direction, the Secretary of State must give all authorities concerned the opportunity to make representations to him and he may hold an inquiry.

Discharge of functions by others

Sections 16 and 17: Arrangements for discharge of functions by others

131. Section 16 extends existing powers in the Fire Services Act 1947 to provide fire and rescue authorities with the ability to enter into contractual arrangements with others (including other fire and rescue authorities) to provide services in the execution of their functions (covered by sections 6 to 9 and 11). An example would be an agreement where a fire and rescue authority contracts with a local education authority to promote fire safety within its schools. Another example would be where a fire and rescue authority specialises in rope rescue and a neighbouring authority contracts with it to provide some or all of its response to incidents requiring rope rescue.
132. However, a fire and rescue authority can only delegate its fire-fighting functions to another fire and rescue authority or others that employ fire-fighters. An example of such an agreement could be delegating to the licence-holder of a nuclear site, which employs its own fire service, the responsibility for preparing for, and dealing with, fires within the area of the site.
133. Section 17 re-enacts provisions in the Fire Services Act 1947 that provide the Secretary of State with the ability to require fire and rescue authorities to enter into contractual arrangements under section 16 (or to vary or cancel any such arrangements). The Secretary of State can exercise the power on his own initiative or where one of the authorities has asked him to intervene, but the power must be exercised in the interests of economy, efficiency and effectiveness. Before issuing a direction the Secretary of State must give the

fire and rescue authorities affected the opportunity to make representations to him and he may hold an inquiry.

Section 19: Charging

134. Section 19 allows the Secretary of State to set out by order, following consultation, the services for which a fire and rescue authority may charge and the persons who may be subject to the charge. As with the existing legislation, fire and rescue authorities will not be able to charge for extinguishing fires or protecting life and property in the event of fires, except in respect of incidents at sea or under the sea. There is also a prohibition on charging for the provision of emergency medical assistance.
135. Subsection (4) allows any order made under subsection (1) to include a provision for charges to be imposed on, or recovered from, third parties. Subsection (5) maintains the existing arrangement that allows fire and rescue authorities to set their own level of charge, and to vary the charge depending on the type of service provided and the circumstances of a particular incident, or to choose not to charge at all. Subsection (6) limits the amount charged to the cost of providing the service.

PART 3: ADMINISTRATION

Section 21: Fire and Rescue National Framework

136. This section requires the Secretary of State to consult on and prepare a Fire and Rescue National Framework ("the Framework"), to which fire and rescue authorities must have regard in carrying out their functions. The Secretary of State must keep the Framework under review and must consult on any significant revisions made to it. Parliament will have the opportunity to scrutinise the Framework before it takes effect.
137. A draft Framework was published for consultation on 11 December 2003 and the 2004/05 Fire and Rescue National Framework was published on 16 July 2004. The purpose of the Framework is to provide strategic direction from central government while ensuring that authorities continue to make local decisions. The Framework sets out the Government's objectives for the Fire and Rescue Service and what fire and rescue authorities should do to achieve these objectives. The Framework also sets out the support the Government will provide to fire and rescue authorities.

Section 22 and 23: Intervention by Secretary of State and intervention protocol

138. This section gives the Secretary of State the power to intervene if fire and rescue authorities fail to act in accordance with the Framework. The best value powers in Part 1 of the Local Government Act 1999 already make provision for the Secretary of State to intervene where an authority is failing to comply with the requirements of Part 1 of that Act. However, some wider Fire and Rescue Service performance issues covered by the Framework, such as measures to make provision for resilience in the face of a terrorist attack, may not be covered by the 1999 Act.

139. Section 22 provides the Secretary of State with the power to require, by order, a fire and rescue authority to act in accordance with the Framework where he considers that the authority is failing to do so, or is likely to fail to do so. Before making such an order the Secretary of State must give the authority an opportunity to make representations to him.
140. Any use of the Secretary of State's powers under section 22 will be governed by an "intervention protocol". Section 23 requires the Secretary of State to consult on and publish this protocol.

Section 25: Report

141. The Secretary of State will report to Parliament, at least once in every two years, on the extent to which fire and rescue authorities are acting in accordance with the Framework and any action he has taken to ensure they do so. He will not report on individual fire and rescue authorities.

Section 29: Equipment, facilities, services and organisations

142. This section enables the Secretary of State to provide equipment, services and facilities to fire and rescue authorities, to maintain anything so provided or to contribute towards the cost of such provision or maintenance. For example, this section gives the Secretary of State authority to provide equipment to prepare authorities to deal with civil resilience incidents and to provide standardised systems for radio communications and control rooms. This will help to ensure consistency of approach in the case of major emergencies, such as a terrorist incident.
143. Section 29 empowers the Secretary of State to establish and maintain any organisation he considers appropriate if it promotes the economy, efficiency or effectiveness of authorities or to contribute towards the costs of such an organisation. Where he establishes or maintains such an organisation or provides anything under this section, authorities may be charged for the use of the associated equipment, facilities and services.
144. This section also allows the Secretary of State, by order following consultation, to require authorities to use specified services or to use and maintain specified equipment and facilities.

Section 30: Directions for public safety purposes

145. This section provides the Secretary of State with the power to give directions, by order, to fire and rescue authorities as to the use and disposal of their property or facilities for the purposes of public safety. Such a direction may cover all kinds of property and facilities, whether or not they have been provided as part of a national procurement exercise under section 29. An example of when this power might be used is during a period of industrial action when emergency cover provided by a fire and rescue authority is insufficient and to ensure public safety their equipment needs to be used by others providing emergency cover.

Appendix D – References

Table 1

Paragraph	Document Referenced	Full Document Name
2	The Mott MacDonald report	The Future of Fire Service Control Rooms and Communications in England and Wales, Mott MacDonald (April 2000)
3	White Paper (“Our Fire and Rescue Service”)	Our Fire and Rescue Service (White Paper) 2003, ODPM, June 2003
4	Draft National Framework in December 2003	Draft Fire and Rescue National Framework 2004, ODPM, Dec 2003
5	Fire & Rescue Service Act	Fire and Rescue Services Act 2004
6	National Framework for 2006-8 published 2006	The Fire and Rescue National Framework 2006-08, ODPM, April 2006
19	2004 Act	Fire and Rescue Services Act 2004
27	Convergence Outcome 22	RPT0265 Convergence Outcome 22: The role of the RCCs and FRSs in Resource Management and planning (the management of operational personnel)
	Convergence Outcome 24	RPT0269 Convergence Outcome 24: Mobilising protocols for officers, within their FRS, across FRS and across Regional Boundaries
	Convergence Outcome 25	RPT00263 Convergence Outcome 25: Mobilising process for RCCs – including Policy procedure for inter-regional call handling and mobilisation
	Convergence Outcome 26	RPT0256 Convergence Outcome 26: Circumstances under which the RCC has the authority to amend attendance
	Convergence Outcome 27	RPT00279 Convergence Outcome 27: Resource Reallocation
	Convergence Outcome 28	RPT0322 Convergence Outcome 28: Standby Moves
32	Working Scope Definition (RPT0016)	RPT 0016 Working Scope Definition
44	Convergence Outcome 12 Convergence Product 63	RPT0245 Convergence Outcome 12: Terminology for types of incident RPT0501 Convergence Product 63: National definitions for operational capability
58	Convergence Outcome 12 Convergence Outcome 13	RPT0245 Convergence Outcome 12: Terminology for types of incident RPT0308 Convergence Outcome 13: Prioritisation of Incident Types
67	RPT0238	RPT0238 Technology Scope Definition

72	FiReControl Data Strategy	RPT0438 FiReControl Data Strategy
89	Organisational Design Proposition (RPT0301)	RPT0301 OD Proposition Paper
103	Working Scope Definition (RPT0016)	RPT 0016 Working Scope Definition