



Meeting	SPA Policing Performance Committee
Date	15 June 2023
Location	Video Conference
Title of Paper	Emergency Services Mobile Communications Programme (ESMCP)
Presented By	ACC Emma Bond
Recommendation to Members	For Discussion
Appendix Attached	No

PURPOSE

The purpose of this paper is to provide an update to members on the Emergency Services Mobile Communications Programme in Police Scotland and the transition to the Emergency Services Network (ESN) as a replacement for Airwave.

Members are invited to discuss the content of this report.

1. BACKGROUND

- 1.1 The ESMCP was commissioned by the Home Office in 2011. It was recognised at the time that the programme objectives were ambitious, requiring technology and standards to deploy dedicated public safety communications over a commercial network, while ensuring prioritisation to emergency services. The Programme sought to deliver an Emergency Services Network (ESN) for over 107 emergency services and over 300 organisations that currently use Airwave.
- 1.2 In 2016 the Scottish Police Authority, as a key signatory, signed a Memorandum of Understanding with the Programme. This was conditional on ESMCP meeting the operational requirements of Police Scotland. This support included caveats such as financial assurance, affordability and governance.
- 1.3 In 2019 members were advised that the Programme was working to a schedule of what was described as 'incremental delivery' and work continued in Force to support the delivery of the Programme. This included the review of a full business case in June 2021, which detailed procurement in 'Lots', with different suppliers providing parts of the delivery of the Programme, namely:
 - (a) Lot 1 (delivery partner): was awarded to Kellogg Brown & Root (KBR) to provide programme management, integration and reporting on transition to ESN;
 - (b) Lot 2 (user services): was awarded to Motorola to act as a service integrator to provide end-to-end systems' integration, manage user accounts and provide user services, including the mission critical press to talk application;
 - (c) Lot 3 (mobile services) was awarded to EE as a network operator to provide a resilient national mobile network.

This business case included contingencies to manage a high risk of ability to deliver on the part of the User Services supplier.

- 1.4 The SPA was last updated on the progress of ESMCP in a paper to the Resources Committee in May 2021.
- 1.5 In 2022, following considerable commercial and procurement challenges, Motorola advised the Home Office they would not wish to renew their contract when it expired in 2024. A decision was

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made by the Programme to execute the planned contingency and re-procure for User Services. Early contract terms were agreed with the supplier in December 2022.

- 1.6 The procurement for User Services is underway through a competitive dialogue model. The timeline for delivery of ESN will be dependent on knowing the outcome of the award with the new supplier in early 2024.
- 1.7 The programme are in discussions with EE with a view to a direct contract award for User Services as the current contract runs out in 2024. In the event that agreement cannot be reached, or a challenge emerges from any commercial competitor, the programme will re-procure for Mobile Services.

2. CURRENT POSITION

- 2.1 Given the delays to the Programme, the National Police Chiefs' Council encouraged all forces to review resources assigned to supporting ESMCP. This resulted in a reduction of three police officers on the Police Scotland project team. The team is led by a Superintendent (combined with other responsibilities), a Chief Inspector and Inspector, with a number of police staff members also involved in specific pieces of project work, some on behalf of the three emergency services in Scotland.
- 2.2 As part of this review, a decision was made to re-parent the project team to Contact, Command & Control Division (C3), recognising the significant mutual dependencies between the project and C3. This also resulted in a realignment of the Senior Responsible Owner (SRO) from ACC Mark Williams to ACC Emma Bond.
- 2.3 The project team continues to support activity in Force and from the Programme. The re-procurement of User Services is progressing, with a Contract Notice issued to suppliers on 15 May 2023. This is to be followed by a Supplier Questionnaire and Evaluation process likely to conclude at the end of July 2023. The Programme is working to a timeline to sign a new contract for User Services at the end of June 2024.
- 2.4 Until ESN is available, Airwave will continue to be used by the emergency services and others. This remains a stable and supported system. The Home Office have provided guarantee that Airwave will be sustained until it is safe for services to transition to ESN. At this time, the target Airwave shut down date is the end of

2029. Until this date is reached Police Scotland will continue to review the requirement to replace current Airwave devices to ensure that operational policing is fully supported by reliable and resilient devices. This is managed by the Airwave Lifetime Management team within Digital Division.

- 2.5 In preparation for the migration to ESN, a significant amount of work is ongoing within Police Scotland. Coverage testing remains a key part of project activity to ensure that the future ESN provides the service needed. In Scotland, over 60% of Critical Operational Locations and 98% of road coverage has been tested to date. In addition, an extensive review of the original operational requirements set for ESN has been undertaken to ensure the Programme procures services and develops products that meet service requirements.
- 2.6 The project team remains fully engaged with key stakeholders including Scottish Government (as the project funding sponsor), the National Programme and other blue light services in Scotland through the 3 Emergency Services Scotland (3ESS) structure.
- 2.7 On 18 April 2023, the project team and C3 Division hosted The Programme Director, Mr Simon Parr, and Delivery & Deployment Director, Mr Niall Stokoe, on a visit to Scotland. This was a useful event to hear first hand from the Programme on the approach being taken to procurement and the planned timelines, as well as the opportunity to discuss delivery of ESMCP in Scotland. The event was also attended by officials from Scottish Government and the 3ESS community. Mr Alasdair Hay represented the SPA at this meeting.

3. FINANCIAL IMPLICATIONS

- 3.1 The Home Office have been granted approval to continue the Programme by the UK Government Major Projects Review Group. The approval is conditional upon the delivery of a Programme Business Case. This is expected to be available for review in later 2023 and progress through governance in early 2024. Until this Business Case is provided, the whole costs for ESN, to account for the programme changes, will not be known. Therefore, it is difficult to fully assess costs for ESN. However, financial oversight of the Programme remains strong through engagement with Scottish Government and Police Scotland Finance Department.

3.2 Costs for ESN fall into two main areas:

- Core Costs – representing those costs necessary to create, maintain and manage the network that will be managed centrally for user organisations, such as Police Scotland;
- Non-Core Costs – representing the costs of connecting to and using the network, including device purchases, connection, data and call charges.

3.3 The Scottish Government is responsible for the provision of core costs to the Home Office. Currently, Scottish Government also provide funding to Police Scotland and the other Scottish services to cover non-core costs associated with the transition to ESN. This is subject to the annual spending review as these funds are sourced from the overall Scottish Government grant and their competing priorities.

Competition and Markets Authority Investigation - Airwave
3.4 In April 2023 the Competition and Markets Authority (CMA), published a report concluding that Motorola, which operates the Airwave network, appears to be able to charge the Home Office (which represents the emergency services) prices well above competitive levels, resulting in higher costs. The CMA has therefore outlined a set of proposed changes to limit the price that Motorola can charge to a level that would apply in a well-functioning, competitive market. The impact of the CMA's decision on the Home Office and other Airwave user organisations for payments already made and for those due in the future until transition to ESN is under assessment.

4. PERSONNEL IMPLICATIONS

4.1 The resource profile attached to the project is detailed in paragraph 2.1 above. The future resourcing needs of the project will be kept under review once the Full Business Case is approved and an increase in activity is required to support transition.

5. LEGAL IMPLICATIONS

5.1 There are no legal (including procurement) issues directly for Police Scotland at this time. Related issues referenced in this report are being managed by the Programme with updates provided to Police Scotland as necessary.

6. REPUTATIONAL IMPLICATIONS

6.1 There are no reputational implications for Police Scotland at this time. Despite the delays, Airwave will remain an available and resilient system until transition to ESN. The system will continue to be supported by the supplier to ensure critical operational communications is maintained.

7. SOCIAL IMPLICATIONS

7.1 There are no social implications in this report.

8. COMMUNITY IMPACT

8.1 There are no community implications in this report.

9. EQUALITIES IMPLICATIONS

9.1 There are no equality implications in this report.

10. ENVIRONMENT IMPLICATIONS

10.1 There are no environmental implications in this report.

RECOMMENDATIONS

Members are invited to discuss the content of this report.