



**Report**

# **End of Tranche Review 8**

(Version 1 – Final)

**December 2006**



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## 1. Purpose of Document

The West Midlands Regional Management Board's (WMRMB) Modernisation Programme is no different to other activities in that progress should be assessed at regular points and performance measured against required standards and pre-set criteria. The programme should be able to demonstrate that the management processes employed and the governance arrangements applied are effective and appropriate for the programme, that the particular needs of stakeholders (i.e. Fire Authorities, Department of Communities and Local Government (DCLG) (*previously known as the - Office of the Deputy Prime Minister*) and staff) are being – or are likely to be – met, and that the investment is delivering the required results.

The **End of Tranche Review (EoTR)** acts a key control document to facilitate regular monitoring and performance reporting to the WMRMB and key stakeholder groups.

## 2. Frequency of Reports

The duration of a 'Tranche' within the region's modernisation programme will be deemed to be the period between prearranged WMRMB meetings (*to be held at three monthly intervals – see website for scheduled meeting dates*). An EoTR will be presented to each prearranged meeting of the WMRMB.

## 3. Report Contents

The report structure satisfies the requirements of the Office of Government Commerce prescribed (OGC) approach<sup>1</sup>. Whilst prepared with brevity in mind, additionally, the review has been expanded to incorporate reporting requirements of the DCLG and other key stakeholder groups.

This EoTR is intended to satisfy the future reporting requirements of the Fire and Rescue National Framework that calls for regional management boards to demonstrate **continuing** and **measurable** progress.<sup>2</sup>

In addition to the regular EoTR information furnished to WMRMB, this report also includes evidence (see Section 9) to assist Fire and Rescue Authorities in their preparations for the Fire and Rescue Service Performance Framework 2006/07 assessments currently being undertaken by the Audit Commission.<sup>3</sup>

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<sup>1</sup> OGC (2003). *Managing Successful Programmes*. London. TSO.

<sup>2</sup> ODPM (2006). *Fire and Rescue Service National Framework 2006-08* (Para 2.5). p18. London. TSO.

<sup>3</sup> <http://www.audit-commission.gov.uk/cpa/fire/fireframework.asp>

## 4. DCLG Business Change Manager's Summary Report

This represents my final summary report of WMRMB's progress in delivering the requirements of the National Framework and the Improvement Agenda. *(At the direction of the DCLG the Business Change Manager positions within England formally ceased on 31<sup>st</sup> December 2006.)*

The value of this region's efforts in the delivery of the National Framework's requirements was recognised recently by Angela Smith MP, Parliamentary Under Secretary of State at the DCLG, who commended WMRMB on its distinctly positive attitude and contribution in progressing the modernisation agenda.

With good progress being made across all project streams, and in particular with two streams now concluded, WMRMB undoubtedly has the ability and determination to deliver its remaining objectives within the framework of its current Programme Plan.

**Tina Thomas**  
Business Change Manager

## 5. Summary of Programme Progress

WMRMB Modernisation Programme comprises of seven thematic project boards that have been structured to address the relevant areas of the national framework:

- ***Fire Safety***
- ***Performance***
- ***Procurement***
- ***Resilience***
- ***Fire Control***
- ***Human Resource Management***
- ***Response***

The seven thematic project boards are delivering well against the objectives set out within the WMRMB Programme Plan 2006-08, with two projects – Fire Safety and Performance now completed and Resilience scheduled for completion in April 2007.

At the November 2006 WMRMB Programme Board meeting progress presentations from each of the seven thematic project lead officers were delivered to Angela Smith MP, Parliamentary Under Secretary of State.



The Minister also met with Chairs and Chief Fire Officers from the five Fire and Rescue Authorities that compose WMRMB and applauded the efforts of WMRMB in delivering a modernised Service, noting the positive culture of collaboration and partnership that had been successfully established since the formation of WMRMB.

Prior to the Board meeting the Minister observed construction of the region's new regional control centre (RCC) at Wolverhampton Business Park. She recommended to the Board that the very evident leadership qualities that exist within region should be channelled to deliver the full benefits of the planned RCC.



Full details regarding the Minister's visit have been published on the WMRMB website.

## 6. Programme Outlook

A full review of the activity, outcome and benefits delivered has now commenced to verify and report upon progress achieved during 2006/07. The results of the review will be presented within a WMRMB Annual Report 2006/06, which will be presented to the WMRMB meeting scheduled for 26<sup>th</sup> April 2007.

The outlook continues to look positive with developments occurring across all of the remaining projects in progress. Notably, the recent reorganisation of the Resource (HRM) Project has led to increased activity and tangible deliverables now starting to emerge. Within the Response Project external consultants have been appointed to undertake a comprehensive study into the current integrated risk management planning activities in each of the constituent Fire and Rescue Services. This will result in the publication of a 'Next Steps' report so that the

WMRMB, and its constituent Fire and Rescue Services, can better prepare themselves to meet the Service's future needs. The report will be presented to the next scheduled meeting of the WMRMB Programme Board (29<sup>th</sup> March 2007). The Resilience Project is now entering its closure stage and should be concluded during April 2007.

To raise awareness of WMRMB modernisation programme, and progress to date, amongst elected members and staff across the region 5,000 WMRMB information pamphlets and 2,000 WMRMB 2007 Diaries were circulated during November/December 2006.

## 7. Benefits delivered to date

Project progress specific to objectives set out within the *WMRMB Programme Plan 2006-08* are delivered to the WMRMB Programme Board via structured presentations on a quarterly basis.

A summary of benefits arising within each thematic project are shown in table 1 below.

<b>Thematic Project</b>	<b>Benefit Description</b>
<b>Fire Safety</b>	<ul style="list-style-type: none"> <li>• <i>Project tasks completed</i></li> </ul>
<b>Performance</b>	<ul style="list-style-type: none"> <li>• Standardised Best Value Review Template finalised and distributed</li> <li>• Operational Assurance Peer Reviews carried out within all Brigades</li> <li>• Regional response prepared to Ops Assurance consultation exercise</li> <li>• End Project Report sent to Performance Board members on 10th August 2006</li> <li>• Project Evaluation Report sent to Performance Board members GOWM and WMCOE 6 September 2006</li> <li>• Benefits of the developed Operational Assurance Process:               <ul style="list-style-type: none"> <li>✓ Trained and accredited Peer Assessors;</li> <li>✓ Builds on the culture of Peer Challenge with the region;</li> <li>✓ Draft self assessment enabled FRA to be better prepared for DCLG assessment</li> <li>✓ Self awareness of the broad areas of good practice and areas for development within the region;</li> <li>✓ Opportunity to influence and shape the national process.</li> </ul> </li> </ul>
<b>Procurement</b>	<ul style="list-style-type: none"> <li>• £18k cashable savings</li> </ul>

	<ul style="list-style-type: none"> <li>• £15k non-cashable savings</li> <li>• Access to the blue light portal</li> <li>• FRS Circular 50/2006</li> <li>• cited as best practice for engagement with the RCE</li> <li>• establishing procurement structure</li> <li>• Draft three year plan produced</li> <li>• Data provided for consideration by BT/MOD</li> <li>• FiReBuy insurance options being explored</li> <li>• Contracts register updated</li> </ul>
<b>Resilience</b>	<ul style="list-style-type: none"> <li>• Incident Response Units – Mass Decontamination Capability - 9 Units commissioned into region, April/May 04</li> <li>• Sensir Haz-Mat I.D. (D.I.M.) - 1 Unit commissioned (WMFRS), April 05. 2nd Unit commissioned (Staffs) July 06</li> <li>• High Volume Pumping Units - 5 Units commissioned, April 05, Jan 06 (2), May 06 &amp; August 06</li> <li>• MD Resilience Units - 2 Units (Disrobe &amp; Rerobe) commissioned (WMFRS) Aug 06</li> <li>• Urban Search &amp; Rescue (Interim Capability) - WMFRS providing interim arrangement from April 05, until wholetime provision established</li> <li>• Thermal Imaging Cameras - 96 units commissioned into region, October 05</li> <li>• CCA Elements 1, 2, 3 and 5 completed</li> </ul>
<b>Fire Control</b>	<ul style="list-style-type: none"> <li>• Continued support to the National Projects and with the aim of contributing to a successful solution that will benefit the wider community</li> </ul>
<b>HRM</b>	<ul style="list-style-type: none"> <li>• Regional purchase of Firefighter recruitment DVDs produced a total saving of £6,750</li> <li>• Management development activity listed as 'Notable Practice' in DCLG case studies (issue 2)</li> <li>• Transparency in ADC process as Services do not assess their own staff</li> <li>• Regional approach to Firefighter development begun by two authorities with a third joining in January</li> <li>• Temporary support agreed by WMRMB</li> <li>• Regional approved supplier list developed for supervisory management development to ensure consistency in provision</li> <li>• Implementation of Regional Strategies now in progress</li> </ul>

<b>Response</b>	<ul style="list-style-type: none"> <li>• Development of a regional H&amp;S audit protocol for auditing each member Authority under the RoSPA QSA system.</li> <li>• Regional training to H&amp;S staff to RoSPA QSA Auditing Standard</li> <li>• Regional approach to the provision of Specialist Accident Investigators</li> <li>• Collaborative working with Devon, Dorset and Wiltshire</li> <li>• Regional approach to the reporting of accidents &amp; injuries</li> <li>• Establishment of WMRMB H&amp;S Forum for sharing best practice</li> <li>• Development of WMRMB IRMP Framework</li> <li>• Review of National H&amp;S Task Group Business Plan and development of WMRMB H&amp;S Business Plan to coordinate delivery and implementation of H&amp;S guidance and good practice</li> <li>• Regional approach to requesting assistance and attendance of police at incidents involving violence and aggression towards fire crews</li> <li>• Regional Calendar promoting key H &amp; S messages to all Regional FRS employees</li> <li>• Funding (£24K) secured through Capacity Building Programme to facilitate development of an accredited regional operational assurance process</li> <li>• H&amp;S - Regional working now established</li> <li>• Regional H&amp;S Action Plan in Place – 2006 Onwards</li> <li>• Collaboration forum established to facilitate mutual assistance and operational assurance outcomes.</li> <li>• Consultant support now in place to undertake regional review of response collaboration opportunities</li> </ul>
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**Table 1 Summary of Benefits Delivered**

## **8. Summary of key Issues and Risks identified during Tranche**

Project specific issues and risks are recorded within the respective logs stored on the WMRMB website<sup>4</sup>. These may be viewed at - <http://www.wmrm.co.uk/secure/delivery-programme/member-area.asp>

<sup>4</sup> Note – certain areas of the website are password protected and only accessible to authorised members/officers of WMRMB.

A summary of key issues and risks applicable to the seven thematic project boards and modernisation programme are presented to each meeting of the WMRMB and the Programme Board by the region's Risk Manager.

## 9. Audit Commission Fire and Rescue Service Performance Framework 2006/07

Following the 2005 Comprehensive Performance Assessment process all Fire and Rescue Authorities (FRA) are currently in the process of improvement planning and the Audit Commission have stated that the early signs of improvement are only now starting to emerge. To assess improvement the Commission has released a series of documents<sup>5</sup> that form the **Fire and Rescue Service Performance Framework 2006/07**.

The Audit Commission's overall approach to measuring improvement and performance in FRA will be through a performance framework with three elements:

- a **use of resources assessment**. This will assess the authority across a broad range of financial issues and provide a scored assessment including whether the fire and rescue authority is providing value for money.
- an assessment of improvement, or deterioration, in performance measured through a scored **direction of travel assessment**. The assessment will be outcome focused and draw together all assessments on the fire and rescue authority; and
- a **scored service assessment** which will have an emphasis on service delivery and include an operational assessment of the quality of service delivery.

WMRMB has been active through the Performance Project Board in developing an accredited *Operational Assurance Peer Review Process* to support this region's FRAs in their preparations for their *service assessment*. In addition, the processes developed by WMRMB have formed the basis of the audit regimes adopted by DCLG.

Within assessments FRAs will be expected to make available evidence to demonstrate their ability to satisfy a range of *Key Lines of Enquiry* (KLOE). Of specific relevance to WMRMB is the *direction of travel* KLOE – 2.4, which stipulates:

### **Key Line of Enquiry 2.4:**

***Is the FRA working with partners and Regional Management Board to improve its capacity to deliver its own priorities and outcomes and contribute to overall improvements across the area?***

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<sup>5</sup> <http://www.audit-commission.gov.uk/cpa/fire/fireframework.asp>

Shown within Table 2 below are the areas of investigation and evidence sought by the Commission. Column three indicates summary evidence (in addition to other WMRMB documentation) that FRAs may wish to use within their submissions to the Commission to demonstrate compliance with KLOE 2.4. This information has been provided to the Commission.

Relevant Areas of Investigation	Evidence sought:	WMRMB Thematic Project evidence:
<ul style="list-style-type: none"> <li>• Quality of partnership working including governance arrangements and cost effectiveness</li> <li>• Quality and impact of contributions to the RMB at staff and member level</li> <li>• Involvement in RMB work streams</li> <li>• Degree of influence on RMB issues</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership register; protocols, performance management arrangements</li> <li>• Examples of improving capacity through collaboration and joint work to deliver shared goals for local people</li> <li>• Examples of increasing FRA capacity to deliver its local priorities</li> <li>• Examples of joint solutions to shared problems and goals</li> </ul>	<ul style="list-style-type: none"> <li>✓ WMRMB Programme and Project Boards Established</li> <li>✓ Full Member involvement at all levels</li> <li>✓ Governance PRINCE2 and MSP compliant</li> <li>✓ Financial matters controlled by Treasurers' Group</li> <li>✓ All Brigades represented on each Board</li> <li>✓ Elected Members act as SROs to projects</li> <li>✓ Boards meet on regular basis</li> <li>✓ Example of improved capacity achieved and joint solutions (see benefits – section 7)</li> <li>✓ Increased FRA capacity (see Annual Report 2005/06)</li> </ul>

**Table 2. Summary Evidence to support compliance with KLOE 2.4**

## 10. OGC Gateway Review

Quality Assurance of the Programme is afforded via the OGC Gateway Review Process. The Gateway Process<sup>6</sup> examines programmes and projects at critical stages in their lifecycle to provide assurance that they can progress successfully to the next stage. It has been designed by OGC to be applied widely to programmes and projects in both the public and private sector.

Sections 3, 4, 5 and 6 of OGC Gateway Review '0' are applied at each end of tranche review point, the results of which for Tranche 8 are provided in the attached Appendix

<sup>6</sup> OGC Gateway '0' Version 2 (amended 2005)

## Appendix - OGC Gateway Review 0: Strategic Assessment

### 3: Review of current phase

Areas to probe	Best Practice	Evidence Identified/Comments	Score Rating	Actions Required
3.1 Is the programme on track?	<p>Revisit the key assumptions in the updated programme management documentation, including definition, plans and strategies. These assumptions include:</p> <ul style="list-style-type: none"> <li>➤ milestones achieved as planned</li> <li>➤ resources and funding used to date</li> <li>➤ issues being resolved</li> <li>➤ confidence from delivery partners that future milestones and plans are realistic</li> <li>➤ Interdependencies with other programmes being managed.</li> </ul>	<p>Some elements of the WMRMB Modernisation Programme are not on track.</p> <p>The Programme has been fully supported through the provision of training, support and guidance.</p> <p>Some Thematic Project Boards have progressed well since the earlier restructuring. However, some projects have not achieved the milestone targets specified in WMRMB Programme Plan Version 2.5.</p>	<p><b>Problems have been PARTIALLY assessed and resolved</b></p>	<p>Programme Manager to monitor.</p> <p>Brigades should actively support Project Teams by ensuring <u>all</u> scheduled project board meetings are attended.</p>

3.2 Have problems occurred and if so how have they been resolved?	Issues should be documented in an issue log with details of action taken and the programme plan updated to reflect changing issues and risks.	Two Project SROs have departed from WMRMB following the May local elections, and recent changes have occurred to some Lead Officers	<b>Problems have been FULLY resolved</b>	New SROs and Lead Officers now appointed
<b>4: Management of intended outcomes</b>				
4.1 Have the main outcomes been identified?	There should be an up-to-date list of the main outcomes, linked to strategic outcomes and to specific projects	Expected outcomes are documented within WMRMB Programme Plan.	<b>Outcomes have been FULLY identified</b>	
4.2 Are the planned outcomes achievable and not changed in scope, relationship or value?	Establish the key targets and critical success factors in order to monitor progress against key time, cost, quality and environmental criteria. In particular, it is important to identify programme-wide cost increases, time overruns and compromises as early as possible in order to assess complications and take corrective action.	Expected outcomes, together with relevant targets, time milestones are documented within WMRMB Programme Plan.  These are achievable subject to Brigades providing resources to Project Boards & Project Managers	<b>Planned outcomes are LARGELY achievable</b>	Brigades must support Project Boards.
4.3 Are principal stakeholders confident that outcomes will be achieved when expected?	Confirm that planned outcomes have been achieved to date; check that the planned milestones will result in good quality deliverables that will, in turn, deliver the necessary outcomes. Check the ongoing commitment from	Project Boards and Programme continued to be informed of progress.	<b>Stakeholders are LARGELY confident that outcomes will be achieved</b>	Monitor.

	key stakeholders that programme deliverables will achieve the desired outcomes			
4.4 Is there a plan for achieving the required outcomes?	There should be a plan to ensure that outcomes are delivered in terms of performance measures/key performance indicators Where planned outcomes have not been achieved, check that the problems have been identified and plans are in place to resolve them.	Expected outcomes, together with relevant targets, time milestones are documented within WMRMB Programme Plan.  These are achievable subject to Brigades providing resources to Project Boards & Project Managers.	<b>Planned outcomes are FULLY documented within plan</b>	Brigades must support Project Boards to ensure delivery of outcomes.
<b>5: Risk management</b>				
<b>Areas to probe</b>	<b>Best Practice</b>	<b>Evidence Identified/Comments</b>	<b>Score Rating</b>	<b>Actions Required</b>
5.1 Have the major risks been identified?	Potential major risks (including strategic, political and legislative risks) should be documented in the risk register. The risks of success (e.g. take-up or usage greater than expected) will need to be considered and contingencies identified.	Not all Project Boards have completed on-line Risk and Issue logs.  The region's position in the national RCC rollout programme may change, resulting in increased levels of currently unplanned convergence activity required to meet national deadlines. The level of activity and associated risk has not been fully assessed.	<b>Risks have NOT been fully identified and recorded</b>	Programme Risk Manager to address.

5.2 How will risks be managed?	Determine how risks will be allocated (to whom allocated and why) with high-level plans for managing them.	WMRMB Risk management strategy in place.	<b>Risk management process is FULLY in place</b>	Programme Risk Manager to offer continued support.
5.3 Have assurance measures for the programme been put in place?	Ensure that 'critical friends' to the programme (e.g. internal audit, specialists and/or peer reviewers co-opted onto the programme board) are appointed, to challenge assumptions, decisions and risks.	Regional BCMs have now been removed from post.	<b>Assurance measures are NOT in place</b>	No formalised national arrangements now exist for monitoring progress
5.4 Is there a contingency plan?	Consider the programme's effects on public services and ensure that decisions are taken about those for which contingency arrangements will be needed. Milestones relating to contingency measures should be defined in plans, and ongoing checks that the milestones are being achieved as expected	No contingency plans are in place.	<b>Contingency Plans have NOT been implemented</b>	Programme Manager to review and develop plans to support Programme Plan 2006-08.
<b>6. Readiness for next phase</b>				
<b>Areas to probe</b>	<b>Best Practice</b>	<b>Evidence Identified/Comments</b>	<b>Score Rating</b>	<b>Actions Required</b>
6.1 Is there a continuing need for the programme?	Confirm that the programme outcomes are still aligned to Ministers' and departmental strategy and current priorities.	Yes. Need for programme has been further reinforced with release of the 2006-08 National Framework.	<b>The Programme should be continued in FULL</b>	Activities are now being transferred into WMRMB Programme Plan 2006-08

<p>6.2 What assumptions have been made about the programme?</p>	<p>Check that the major assumptions made in preparing the programme brief are continually challenged and updated to reflect any changes that could affect success.</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• WMRMB will continue to support and fund the Programme Office</li> <li>• Members will continue to act as SROs</li> <li>• MSP and PRINCE2 will continue to be applied</li> <li>• Quality training and support will continue to be delivered to all SROs, Project Managers and Business Change Managers</li> <li>• Change will be enthused, not dictated</li> <li>• Resistance will be normal</li> <li>• Mistakes will be made</li> </ul>	<p><b>Assumptions have been FULLY identified</b></p>	<p>No actions required.</p>
<p>6.3 How will change be managed?</p>	<p>There should be plans for managing the transition to new ways of working/structures/policies, with any key barriers identified (such as cultural resistance to change) and the approach to overcoming them agreed.</p>	<p>Through the application of MSP and PRINCE2 and strong inspirational leadership from key stakeholders.</p>	<p><b>The management of change has been LARGELY addressed</b></p>	<p>Monitor progress.</p>
<p>6.4 Affordability: Are the funds to reach the next phase available?</p>	<p>A statement of budget provision should be set out in the programme business case and the availability of ongoing funding confirmed through the corporate investment</p>	<p>Programme and project costs scoped and recorded in 'Programme Plan'.</p>	<p><b>Affordability has been FULLY assessed</b></p>	<p>Continuous monitoring via Treasurers and Accountants. Reports presented</p>

				Programme Board quarterly.
6.5 Are the required internal/external (individuals and organisations) suitably skilled, available and committed to carrying out the work?	Determine who needs to be involved, when and what they must deliver. See the skills matrix for details of skills requirements Check that the key roles are in place, with skills matched to the nature of the work, and that they will be available when needed throughout the next phase.	All key roles have been identified and arrangements and training delivered to those who have attended arranged training sessions.  Project Manager post to Resilience Project Board requires funding during 2006.	<b>Skills and commitment requirement has LARGELY been addressed</b>	On-going training to be carried out.
6.6 Achievability: Are the plans for the next phase realistic?	The business case should assess the capability of the organisation to manage a successful business change. Detailed information should be documented in the programme plan showing: <ul style="list-style-type: none"> <li>➤ streams of work (sub-programmes, projects, etc.)</li> <li>➤ deliverables/milestones and the routemap to achieve them</li> <li>➤ timescales</li> <li>➤ organisation</li> <li>➤ costs and resourcing</li> <li>➤ stakeholder involvement</li> </ul>	Addressed fully within WMRMB Programme Plan and aligns to the requirements of the National Framework.	<b>Achievability of plans has been FULLY addressed</b>	Monitor
6.7 Are appropriate management controls in place?	Effective management means setting out clear, specific, measurable and achievable objectives, and motivating and	Yes – through the application of MSP and PRINCE2.	<b>Control measures are FULLY in place</b>	Monitor.

	<p>monitoring the programme team to deliver to the best of their ability. There must be an adequate governance framework in place, with details of management controls should be set out in the programme plan accountability allocated to the SRO and programme management controls and reporting mechanisms defined.</p> <p>There should also be plans for ongoing management of the delivery chain.</p>			
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