

# Fire Services Management Committee

## Agenda

Friday, 27 January 2017  
11.00 am

Rooms A&B, Ground Floor, Layden House,  
76-86 Turnmill Street, London, EC1M 5LG

**To:** Members of the Fire Services Management Committee  
**cc:** Named officers for briefing purposes

[www.local.gov.uk](http://www.local.gov.uk)

This meeting is



## Guidance notes for members and visitors

### Layden House, 76-86 Turnmill Street, London, EC1M 5LG

Please read these notes for your own safety and that of all visitors, staff and tenants.

#### Welcome!

Layden House is located directly opposite the Turnmill Street entrance to Farringdon station, which is served by the Circle, Hammersmith & City, and Metropolitan lines as well as the Thameslink national rail route.

#### Security

Layden House has a swipe card access system meaning that a swipe enabled security passes will be required to access the lifts and floors 1-5.

Most LGA governance structure meetings will take place on the **ground floor** of Layden House which is open access and therefore does not require a swipe enabled security pass. **Access** to the rest of the building (floors 1-5) is via swipe enabled security passes.

When you visit Layden House, **please show your Local Government House security pass to reception** and they will provide you with a temporary pass which will allow you access to floors 1-5 if required. **Please don't forget to sign out at reception and return your security pass when you depart.**

If you do not have a LGH Security Pass, please email [member services](#) with your name and a recent photo and a pass will be made for you. You can pick this up from the Layden House reception desk on your next visit.

#### Fire instructions

In the event of the fire alarm sounding, vacate the building immediately via the nearest fire exit onto Turnmill Street and take the next turning on your left – Benjamin Street to St John's Gardens.  
DO NOT USE THE LIFTS.  
DO NOT STOP TO COLLECT PERSONAL BELONGINGS.  
DO NOT RE-ENTER BUILDING UNTIL AUTHORISED TO DO SO.

#### Soft Seating Area

There is a small soft seating area on Floor 2 which will also operate as an 'Open Council' area for visiting members and officers from member councils. Please note however that unlike Open Council, this area does not have tea and coffee facilities, nor access to computers.

#### Toilets

There are accessible toilets on the Ground Floor, 2nd and 4th floors.

#### Accessibility

If you have special access needs, please let the meeting contact know in advance and we will do our best to make suitable arrangements to meet your requirements.

Parking is available at the rear of the building for Blue Badge holders, accessed via the Turks Head Yard, North underpass. Disabled WCs are situated on the ground and 4<sup>th</sup> floors. An induction loop system is available in the 5<sup>th</sup> floor conference venue. For further information please contact the Facilities Management Helpdesk on 020 7664 3015.

### **Guest WiFi in Layden House**

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### **Further help**

Please speak either to staff at the main reception on the ground floor, if you require any further help or information. You can find the LGA website at [www.local.gov.uk](http://www.local.gov.uk)

### **Why have the LGA’s Headquarters moved?**

The LGA has temporarily relocated from Local Government House (LGH) in Smith Square to Layden House in Farringdon, effective from Monday 31 October 2016. This is to allow extensive refurbishment work to be carried out to LGH.

The refurbishment works will see the ground floor conference centre and all meeting rooms fully refurbished. Floors 1, 2 and 3 will be upgraded and released for commercial letting to enable the LGA to maximise the income from this building as part of its drive for financial sustainability. A new and larger Open Council will be located on the seventh floor. The refurbishment is expected to last for nine months and we expect to be back in LGH by September 2017.

We appreciate your understanding and flexibility during this time.

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There will be a meeting of the Fire Services Management Committee at **11.00 am on Friday, 27 January 2017** Rooms A&B, Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG.

Tea and coffee will be provided, and a sandwich lunch will be available after the meeting.

**Attendance Sheet:**

Please ensure that you sign the attendance register, which will be available in the meeting room. It is the only record of your presence at the meeting.

**Political Group meetings:**

The group meetings will take place in advance of the meeting. Please contact your political group as outlined below for further details.

**Apologies:**

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting.

<b>Conservative:</b>	Group Office: 020 7664 3223	email: <a href="mailto:lgaconservatives@local.gov.uk">lgaconservatives@local.gov.uk</a>
<b>Labour:</b>	Group Office: 020 7664 3334	email: <a href="mailto:Labour.GroupLGA@local.gov.uk">Labour.GroupLGA@local.gov.uk</a>
<b>Independent:</b>	Group Office: 020 7664 3224	email: <a href="mailto:independent.grouplga@local.gov.uk">independent.grouplga@local.gov.uk</a>
<b>Liberal Democrat:</b>	Group Office: 020 7664 3235	email: <a href="mailto:libdem@local.gov.uk">libdem@local.gov.uk</a>

**Location:**

A map showing the location of Layden House is printed on the back cover.

**LGA Contact:**

Felicity Harris  
0207 664 3231 / [felicity.harris@local.gov.uk](mailto:felicity.harris@local.gov.uk)

**Carers' Allowance**

As part of the LGA Members' Allowances Scheme a Carer's Allowance of up to £7.20 per hour is available to cover the cost of dependants (i.e. children, elderly people or people with disabilities) incurred as a result of attending this meeting.

**Social Media**

The LGA is committed to using social media in a co-ordinated and sensible way, as part of a strategic approach to communications, to help enhance the reputation of local government, improvement engagement with different elements of the community and drive efficiency. Please feel free to use social media during this meeting. **However, you are requested not to use social media during any confidential items.**

The twitter hashtag for this meeting is #lgassc

## Fire Services Management Committee – Membership 2016/2017

Councillor	Authority
<b>Conservative (6)</b>	
Cllr Rebecca Knox (Deputy Chair)	Dorset and Wiltshire Fire and Rescue Service
Cllr John Bell	Greater Manchester Fire and Rescue Authority
Cllr Nick Chard	Kent and Medway Fire and Rescue Authority
Cllr Mark Healey MBE	Devon and Somerset Fire and Rescue Authority
Cllr Peter Jackson	Northumberland Council
Cllr Simon Spencer	Derbyshire Fire and Rescue Authority
<b>Substitutes</b>	
Cllr Alistair Auty	Royal Berkshire Fire Authority
Cllr Adrian Hardman	Hereford and Worcester Fire and Rescue Authority
Cllr Colin Spence	Suffolk Fire Authority
<b>Labour (6)</b>	
Cllr David Acton (Deputy Chair)	Greater Manchester Fire and Rescue Authority
Ms Fiona Twycross	London Fire and Emergency Planning Authority (LFEPA)
Cllr Darrell Pulk	Nottinghamshire and City of Nottingham Fire and Rescue Authority
Cllr Michele Hodgson	County Durham and Darlington Fire & Rescue Authority
Cllr Thomas Wright	Tyne and Wear Fire and Rescue Authority
Cllr John Edwards	West Midlands Fire and Rescue Authority
<b>Substitutes</b>	
Cllr Les Byrom CBE	Merseyside Fire and Rescue Authority
<b>Independent (1)</b>	
Cllr Philip Howson (Vice-Chair)	East Sussex Fire Authority
<b>Liberal Democrat (1)</b>	
Cllr Jeremy Hilton (Chair)	Gloucestershire County Council
<b>Substitutes</b>	
Cllr Roger Price	Hampshire County Council

## LGA Fire Service Management Committee Attendance 2016-2017

<b>Councillors</b>	<b>23/09/16</b>	<b>25/11/16</b>
<b>Conservative Group</b>		
Rebecca Knox	Yes	Yes
John Bell	Yes	Yes
Nick Chard	Yes	Yes
Mark Healey MBE	Yes	Yes
Peter Jackson	Yes	No
Simon Spencer	Yes	Yes
<b>Labour Group</b>		
David Acton	Yes	No
Fiona Twycross	No	Yes
Darrell Pulk	No	Yes
Michele Hodgson	No	Yes
Thomas Wright	Yes	No
John Edwards	Yes	Yes
<b>Independent</b>		
Phil Howson	No	Yes
<b>Lib Dem Group</b>		
Jeremy Hilton	Yes	Yes
<b>Substitutes</b>		
Alistair Auty	Yes	
Les Byrom	Yes	Yes
Roger Price	Yes	

## Agenda

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### Fire Services Management Committee

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**Date of Next Meeting:** Monday, 6 March 2017, 4.00 pm, The Hilton Gateshead, Newcastle







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## **National Fire and Rescue People Strategy**

### **Purpose**

For discussion and direction.

### **Summary**

The Chief Fire Officers Association (CFOA) has produced a draft national people strategy for the fire and rescue service in response to the recommendations in the Thomas and Knight reports. CFOA is seeking members' views on the draft strategy and Ann Millington QFSM, Chief Executive of Kent Fire and Rescue Service, will be attending the meeting to give a presentation on the strategy.

### **Recommendations**

Fire Services Management Committee Members are asked to:

1. Note the draft National Fire and Rescue Service People Strategy and receive the presentation from Ann Millington.
2. Comment on and discuss the objectives of the Strategy, the goals and principles set out in it and the action plans that support delivery of the Strategy.

### **Action**

Officers to action as appropriate.

**Contact officer:** Mark Norris  
**Position:** Principal Policy Adviser  
**Phone no:** 020 7664 3241  
**Email:** [mark.norris@local.gov.uk](mailto:mark.norris@local.gov.uk)



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## **National Fire and Rescue People Strategy**

### **Background**

1. Following publication of Adrian Thomas' independent review of the conditions of service for fire and rescue staff at the beginning of November 2016, the Chief Fire Officers Association (CFOA) has produced a draft People Strategy for the fire and rescue service.
2. This offers not only a response to the recommendations in the Thomas Review but also to those in Sir Ken Knights' 'Facing the Future' report. It also offers a response to the main drivers for change in the service over the next five years arising from the significant changes that fire and rescue has seen over the last decade as the number of fires have decreased, and collaboration with a range of partners means the fire and rescue service now provides aspects of social care, education and wider community safety.
3. It is CFOA's intention that every fire and rescue service either amends the strategy to produce their own local strategy, or ensures the main themes and principles are echoed in their own strategy. A copy of the draft Strategy is attached at **Appendix A**.
4. CFOA is seeking views on the strategy from fire and rescue authorities across the UK, chief fire officers and chief executives, fire and rescue service staff, the Devolved Administrations, the Home Office, trade unions and academic experts, as well as from this Committee and Fire Commission. The consultation period on the Strategy started on 19 December and concludes on 27 January. A copy of the strategy was circulated to Fire Commission members on 22 December. Ann Millington QFSM, the Chief Executive of Kent Fire and Rescue Service, will be attending Fire Services Management Committee to seek members' views on the strategy.

### **The People Strategy**

5. The draft strategy identifies five key areas of work
  - 5.1. Strengthening leadership and line management to support organisational change and delivery for customers;
  - 5.2. Developing cultural values and behaviours which make the fire and rescue service a great place to work;
  - 5.3. Ways of working that respond to service model needs;
  - 5.4. Provide excellent training and education to ensure continuous improvement of services to the public; and
  - 5.5. Strengthen the fire and rescue service's ability to provide good service by diversifying its staff and creating a fair and equal place to work.



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6. These five areas will help deliver the common goals and principles set out in the strategy. These include making the fire and rescue service an employer of choice, ensuring that firefighter safety and the safety of all the services' people are important, a focus on good communications, support for well-being and attacking the stigma about mental illness, a more open career path that allows talent to rise to the most senior roles, making the service open and accountable to the public it serves, and increasing the diversity of the workforce. Action plans are set out in the strategy for each of these five areas, with the intention that the action plans can be refreshed on a regular basis.
7. To **strengthen leadership and line management** CFOA is looking to develop a Leadership and Management Development Strategy. As part of this strategy there will be common development modules which will be common and relevant to all managers and development support available to all managers at a given level. The aim is to maximise the opportunities presented by information technology so that much of the programme is available by e-learning. Where possible joint modules will be developed with the police and ambulance service.
8. To develop **cultural values and behaviours that make the service a great place to work** CFOA will support individual services so they can use the levers available to them to become better places to work for all, people are encouraged to have a voice and offer constructive challenge, and trust is promoted by accepting mistakes can be made but people can still succeed.
9. To develop **ways of working that respond to the services' needs** CFOA will look to offer reward and recognition to attract the best, demonstrate leadership by providing clarity on pay, make the service more adaptable and flexible by moving from fixed duty systems to contract systems that help create a more flexible response so firefighter availability is linked to the planned work load while also providing response cover, continuous improvement of recruitment and selection, on-going support for the retained duty system, and work with the National Joint Council to ensure reforms are introduced effectively.
10. To **provide excellent training and education** CFOA will create a shared platform for learning, facilitate effective learning across the service, develop professional skills, facilitate the development of good IT and data skills, and support implementation of National Operational Guidance.
11. To **maximise the wellbeing of staff** CFOA will help services create well-being programmes that suit their needs, ensure firefighter safety underpins all the workforce work the fire and rescue service does, help individual services reduce reported stress and post-traumatic stress disorder as a result of work, provide training for managers on how to reduce the stress associated with change, and support family friendly processes and work patterns.
12. To **diversify the service's staff and create a fair and equal place to work** CFOA will encourage all individual services to put in place the policies and procedures to ensure that future recruitment is inclusive and fair, create better help and support for those at risk



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of prejudice and discrimination, promote the fire and rescue service as a career and a good and fair place to work for all, improve data monitoring and collection across the service, encourage people to declare their disability and sexuality, and improve the use in the sector of impact assessments by sharing impact assessment tools and data.

**Implications for Wales**

13. CFOA's intention is that the People Strategy is either adapted for or used to inform the development of local strategies by all fire and rescue services, and the Devolved Administrations so they will be working with the Welsh fire and rescue services on this agenda.

**Financial Implications**

14. There are no direct financial implications arising from this report, but Fire Service Management Committee through the lead members will be working with CFOA and then the National Fire Chiefs Council around this agenda, and this will be supported from existing resources.

**Next steps**

15. Members' views will be considered by CFOA as it amends the draft Strategy in the light of consultation responses. There are clear links between the work plans included in the Strategy and Fire Services Management Committee's own work streams around the fire reform agenda and in response to the recommendations from the Thomas Review. Members' comments about the draft Strategy will be used to inform the LGA's work on fire reform and work with CFOA going forward around workforce reform. Members are therefore asked to:
  - 15.1. Note the draft National Fire and Rescue Service People Strategy and received the presentation from Ann Millington.
  - 15.2. Comment on and discuss the objectives of the Strategy, the goals and principles set out in it and the action plans that support delivery of the Strategy.

# Draft Fire and Rescue People Strategy 2017/2022



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## Executive Summary

The National Fire and Rescue People strategy offers a response to the recommendations in the Sir Ken Knight 'Facing the Future' and Adrian Thomas 'Independent Review of Conditions and Service for Fire and Rescue Staff in England' reports but goes further and draws out the main drivers for change over the next five years and the impact on our people.

It aligns the needs of the firefighting profession and all the supporting professionals in order to realise the CFOA 'Making the Difference Needed' vision.

### **Components of the People Strategy.**

Over the next five years we will need to become more flexible in the design of duty systems and contract types but also how we work together on the day to day activity. Working with a variety of partners we are providing a wider range of services to our customers and that has implications for professional development, well-being and how we work. If we are to build on our success we need to develop new leadership skills and attract a diversity of thinking and skills. To help us define and plan improvements we have agreed six key areas:

- Strengthen Leadership and Line Management to support organisational change and delivery for customers
- Developing cultural values and behaviours which make Fire & Rescue a great place to work
- Ways of working that respond to service model needs
- Provide excellent training and education to ensure continuous improvement of services to the public
- Strengthen our ability to provide an excellent service by diversifying our staff and creating a fair & equal place to work
- Continue to support the health and wellbeing of all our staff

Action plans are presented under each heading and they will be refreshed on a regular basis. Success measures for each action will be developed and we will work with the Independent Standards body to define standards for pertinent areas of the work. We will continue to work with the Inclusive Fire Service Group on matters relating to equality, diversity and behaviour

### **Consultation and Support.**

The successful implementation of this strategy depends on the buy-in and energetic support of everyone concerned. We are therefore seeking views on a wide basis from Fire Authorities across the UK, Chief Fire Officers and Chief Executives, FRS staff, the Local Government Association, the Home Office and Devolved Administration representatives, trades unions and academic experts. Written comments can be sent to [ann.millington@kent.fire-uk.org](mailto:ann.millington@kent.fire-uk.org). Ann Millington will also seek to meet as many people as possible throughout the consultation period to listen to views and amend the strategy accordingly. We will encourage FRS to discuss the strategy with their own staff as a means of seeking feedback.

The consultation starts on the 19<sup>th</sup> December by publishing the document to all. It will end on the 27<sup>th</sup> January though of course the document will remain live as actions will always be monitored, amended and refreshed.

It is our intention that every FRS will either amend this document to develop a local People Strategy or ensure that the main themes and principles are echoed in their own strategy. This will help future Inspectors in looking for a cohesion in our workforce development and help us all share best practice.

We are offering all FRS the support of a small team of HR experts who can help them develop their strategy and local action plans.



## Why does the Fire and Rescue Sector need a people strategy?

The Sir Ken Knight 'Facing the Future' and Adrian Thomas 'Independent Review of Conditions and Service for Fire and Rescue Staff in England' reports and others going back to Sir Ronald Holroyd's report on the Fire Service in the 1970's have highlighted the need for a people strategy to support changes in services to better serve our communities. The UK Fire Rescue Service (FRS) is well regarded professionally, trusted and has secured significant change over the past decade. There has been a significant change in how we develop working patterns, recruit, train and manage all our employees.

That said the UK Fire and Rescue Service wants to provide the highest quality service to their customers across the spectrum from community based services to highly specialised rescue services and we all believe that highly skilled, motivated and engaged people are essential to ensuring this can be achieved. As well as providing direct operational response a large number of our staff are involved in providing aspects of social care, education and support which allow the Sector to deliver the highest possible standards of support to people in crisis. CFOA has recognised this broader role for the FRS, and that is reflected in the 'Making the Difference Needed' vision below.

Workforce planning is best when it supports what an organisation or Sector is trying to achieve. Therefore this document offers a response to the significant changes in service provision by re-framing what we need from our people over the next few years and what we need to do to support them.

This document represents a broad direction of travel and includes all of the UK fire services and has been the product of consultation with all Chiefs, Accredited representatives and the LGA.

Most aspects involved in delivering this people strategy are within the control of local fire authorities; however, some elements may need to be enabled by changes associated with national negotiating bodies.

The introduction of the Independent Standards Body will support the outcomes and measures required of this strategy.

Clearly each Service needs to formulate its own people strategy given the legitimate differences in leadership, local politics and service delivery models but we will work together to take forward the principles and actions expressed in this document. Actions will be monitored and refreshed as necessary.

Signed: National Fire Chiefs Council

## Responding to the Vision

Fire and Rescue is going through a transformational period. Painting a broad landscape this would include - legislative change including Mayors, PCC takeover and the Duty to Collaborate in England, increased collaboration in various guises, English fire reform programme, mergers of FRAs. CFOA is working with the Home Office and the Local Government Association responding with a wide ranging change programme including development of new inspection arrangements and independent standards, new commercial procurement strategy and changes to how we work. All of this requires a workforce which can respond positively to deliver the changes needed.

The people strategy is shaped by what we are trying to achieve. This document is expressing a response to the issues above, the external change drivers on pages 3 and 4 and the vision statement drawn from the CFOA Making the Difference Needed, CFOA Strategic Direction (November 2015). Also drawing from the new Policing Vision 2025 to align workforce strategies.



## Underpinning Principles

Each Service will have different cultural determinants because of many differences which include leadership style, service delivery model and size but we share a vision to change our cultures with the following common goals and **principles**:

- We want to be an Employer of Choice for everyone
- Fire fighter safety and the safety of all our people is important to us
- Clarity on the decision making architecture in our Services and moves to ensure decisions are taken at the right level, without unnecessary hierarchy, and with acceptance of accountability
- Clarity on whether people have a consultative or decisive voice
- A focus on good communication of key messages in an open way but more than that a development of engagement methods, IT forums for debate, frontline people embedded in projects or acting as consultees for projects
- Developing an internal customer service culture – making processes easy to use for people, reflecting on self-service where ever possible and encouraging an attitude of supporting each other – breaking down barriers between support and frontline
- Support for well-being and specific actions to attack stigma about taboo issues such as mental health, transgender, menopause
- Leadership at all levels which understands situational needs – balancing authority, facilitation, coaching and change agency
- There be more open career paths that more readily allows talent to rise to the most senior roles in FRSs. We need to consider how employees from any part of the organisation can rise into senior management.
- Recognition that failure is part of growth and to be welcomed – fail fast, solve problems and work together to improve
- Building trust in relationships to allow disagreement and challenge to be seen as positive. Conflict avoidance stifles creativity and needs committed cultural change to help people learn to find their voice.

Transparency: all FRSs will be open and accountable to the population it serves

- We will publish information make this easily available to the public
- We will be open in terms of pay and benefits for senior staff
- We will have a fair and transparent job evaluation process
- We will publish a pay policy statement annually in one place with full details about reward

Equality, Diversity and Inclusion – Meaning and Principles:

What does 'equality' and 'diversity' and 'inclusion', mean within this strategy? **Equality** is defined in law (The Equality Act (2010), General Equality Duty, to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act) and is about ensuring individuals or groups of individuals are not treated differently or less favourably, on the basis of their specific protected characteristic, including areas of race, gender, disability, religion or belief, sexual orientation, gender reassignment, marriage and civil partnership, pregnancy and maternity and age.

**Diversity** is about promoting and fostering everybody's right to be different, about being free from discrimination, valued as an individual, and having choice and dignity with a right to your own beliefs and values. 'Diversity' is a word that means 'varied and different'. Diversity, therefore, is about more than equality. It's about creating a culture which values individual differences and encourages people to be themselves at work.

**Inclusion** refers to an individual's experience within the workplace and in wider society, and the extent to which they feel valued and included.

Principles: We want people to bring themselves to work without the need to hide their sexuality, mental health state, quirks and individual traits etc.

Diversity is a reality – Inclusion is a choice. The dictionary definition gives the clue to the principle 'the act of including someone or something as part of a group, list, etc., or a person or thing that is included'. It requires an act to include. Therefore we want to promote behaviours which seek to include all in conversation, in opportunities, in offering an opinion. It also means working with partners to reach people in our communities who are vulnerable and ensuring they receive our services.

We value diversity and we recognise that different people bring different perspectives, ideas, knowledge and culture, and that this difference brings great strength.

We believe that discrimination or exclusion based on individual characteristics and circumstances, such as age; disability; caring or dependency responsibilities; gender or gender identity; marriage and civil partnership status; political opinion; pregnancy and maternity; race, colour, caste, nationality, ethnic or national origin; religion or belief; sexual orientation; socio-economic background; trade union membership status or other distinctions, represents a waste of talent and a denial of opportunity for a great career in the FRS. We will also remind people it is unlawful to discriminate and brings risk to our Services.

In order to improve the way we deliver services to our communities we want to increase the diversity of our workforce. Whilst we have improved in this area, we know that we can do more and recognise that patterns of under-representation and differences in outcomes in FRS can be challenged through positive action programmes. **Positive action** means helping employees or job applicants which:

- are at a disadvantage because of a protected characteristic and/or
- are under-represented in the organisation, or whose participation in the organisation is disproportionately low, because of a protected characteristic and/or
- have specific needs connected to a protected characteristic.

We must be able to show evidence that any positive action is reasonably considered and will not discriminate against others.

- We respect the rights of individuals, including the right to hold different views and beliefs. We will not allow these differences to be manifested in a way that is hostile or degrading to others.
- We expect commitment and involvement from all our staff, partners and providers of goods and services in working towards the achievement of our vision and we equally make the same commitment.
- We will not tolerate bullying or unfairness in the workplace and will support staff that report bullying and investigate cases quickly and fairly
- We will have an up to date and communicated whistleblowing policy
- Our recruitment processes will be fair and transparent
- We will involve people internally and externally in the co-design of services to achieve excellence in service delivery

Signing up to the Fire Inclusion Group Diversity MOU will assist us all in establishing a base position and an ability to share improvements. Also really embedding People (equality) Impact Assessments will drive improvements in services to communities.

#### Working with Accredited Representatives

Good working relationships with local representatives of our recognised unions are important. We will seek to build good communication and trust in order to seek early resolution on issues and work together to develop our organisations.

These principles will be woven into the areas of action and also respond to recommendations in the Ken Knight review 'Facing the Future 2013' and the Adrian Thomas 'Independent Review of Conditions and Service for Fire and Rescue Staff in England' 2014.

Drivers for change and the impact on people

The Vision above provides a context for how we need to shape our organisations and support our people. The table below sets out a summary of the key external drivers for change and the impact these are likely to have on our people.

<p><b>Service delivery model</b></p> <p>The biggest external driver for change is the significant re-focusing of the service delivery model over the last ten years and its constant re-shaping into the future as we all work with local partners in responding to demands in our communities.</p> <p>In 2007 the <b>Service Delivery Model</b> (with some local differences) could be expressed as such.</p> <ul style="list-style-type: none"> <li>• Fire</li> <li>• RTC</li> <li>• Flooding</li> <li>• Emergency Rescue</li> <li>• Community safety activity – some partnership working</li> <li>• Education programmes with schools</li> <li>• Interaction with Business through Technical Fire safety with a focus on enforcement</li> <li>• Limited co-responding in some areas</li> <li>• The beginnings of work on local resilience forums</li> </ul>	
<p><b>2017 – Service Delivery Model</b></p> <p>The following expresses the service delivery model now and into the next five-ten years and draws out some of the impact on our people.</p>	
<p><b>Change Factor</b></p>	<p><b>Impact on the People</b></p>
<p><i>Fires.</i> We are going to less fires and there are more complex building materials in use and many differences in construction.</p> <p>Prevention of fire fatalities and reduction of injury, where possible, remains our constant goal.</p> <p>There is an impact on the NJC of changes in what FRS do with reduction of fires and a recognition of reform of Grey/Gold Book as well as the need to utilise current flexibilities therein as we expand our role at pace and in response to local factors so one size fits all doesn't always work.</p>	<p>The fundamental change to what we do requires that we can lead change effectively in partnership with others. Understanding how commissioning, influencing, negotiation and joint development of projects works are becoming the skills needed.</p> <p>Firefighters fatalities are still primarily because of fires so safety needs to remain our underpinning for all activity.</p> <p>Less fires means more training and simulated experience including emerging virtual learning methods and e-learning as skills can fade with less exposure. We also still need good live fire training experiences. As with any profession continuous learning is important.</p> <p>We are also going to lose a generation of expertise over the next five years and we need to find ways to transfer that knowledge through development of e-learning and simulation activity.</p> <p>Staff will need to be multi-skilled and flexible as</p>

	<p>fire will be a constant but smaller part of the job. That said one of the clear emerging issues for us is balancing multi-skilling with specialists and we will track that over the next ten years.</p> <p>We want to attract and train people who engage with people effectively in their own home, at an open day and at an incident – adaptable, people focused, public service values and resilient.</p> <p>Messaging that the job is different now is vital and selection techniques need to find those multi skilled people.</p> <p>There is an impact on the RDS workforce as we need to ensure they can gain new skills at a reasonable pace. We need to work with primary employers as the role broadens as the likelihood of their staff being called upon more increases.</p>
<p><i>Road traffic collision</i> activity sadly remains constant though with an increased complexity of extrication because of new vehicle technology. There is increased emphasis through joint working on reduction of Killed and Seriously Injured. Prevention activity is increasing as is a more joined up approach at incidents.</p>	<p>Fire and RTC incidents mean exposure to horrific scenes – Well-being which includes mental health is and should be a cornerstone of how we develop people plans – a focus on encouraging people to talk and removal of stigma coupled with strong support mechanisms.</p> <p>We need people who can work across organisational boundaries (JESIP) to serve the public. That requires emotional intelligence, wider knowledge of other agencies and good influencing/assertion skills.</p> <p>Our staff need the skills to educate and influence behaviour change and work effectively with key road safety professionals to maximise the impact we can make.</p>
<p><i>Specialist Rescues</i></p> <p>Everything from cliff rescue, mud, animals, people in wells, trapped in various ways - there are a myriad of situations that require our assistance. With the increasing health issue of obesity we also carry more bariatric rescues.</p>	<p>In workforce planning there is a balancing act between skilling the majority to be able to respond to different incidents and creation of specialisms. Costs, including training, is one of the determinants in that debate. It is dependent on local need to an extent but we seek to ensure as many as possible have multiple skills so we can flex our response. A further determinant is the split between the capacity and capabilities of whole time and retained/part time firefighters and managers.</p> <p>Health and safety issues remain at the heart of response and it is important not to lose sight of the basic manual handling skills which prevent muscular-skeletal problems.</p> <p>There is also an impact on Control staff as we expand our role and we need to focus on training and the nature of how we take calls so</p>

<p><i>National terrorist threat</i> and increased emphasis on national resilience given the level of threat – introduction of MTFA and mechanisms for national resilience.</p> <p>Everyone is now working to JESIP principles but we need to maintain focus on this.</p>	<p>there is a clear focus on customer need.</p> <p>The emphasis again is on multi-skilled, adaptable people. The ability to own personal learning and development and a capacity to keep learning new skills.</p> <p>Keeping JESIP training in our plan and using every opportunity to rehearse working together for national resilience and major incidents. We should seek to deeply embed JESIP principles.</p> <p>Effective training is vital as is a good relationship with people who are volunteering to respond to MTFA – dialogue and responsive support are key. Related employment issues are currently under discussion.</p>
<p>Duty to collaborate with emergency and other services.</p> <p>Local Resilience Forums have been in place for some time and are becoming more effective. In some areas we are also seeing joint Resilience Teams being formed to pull together governance and support for major incidents and training.</p>	<p>In developing the FRS's broader role, leaders are faced with increasingly complex problems. The process of successfully addressing such problems requires the bringing together of different, diverse perspectives. Within this context it will be important for FRS's to increase the diversity of people in leadership roles. Joint training with Police/Ambulance for leadership roles in the future would be helpful.</p> <p>The National Operational Guidance for Incident Command requires command and control ability in certain situations such as the fire ground but we now need to recruit and train people at all levels to use different styles and skills so they can work in partnership and can collaborate, they can run multi-professional teams and projects, can negotiate and “do deals”. They will recognise that culture is the determinant of success and have the people skills to facilitate change and manage people effectively.</p> <p>More teams are becoming multi-agency in structure. We need people who can work effectively in multi-professional teams using JESIP principles and have the personal skills to negotiate and influence.</p> <p>There will be an increasing impact on the ways of working (duty systems including RDS) and the need to seek more flexible contract types as we respond to different needs in our community and work with partners.</p> <p>We are seeing a merging of job roles where firefighters also carry out wider tasks including co-responding and in some instances PCSO roles and that will mean a difference in training, job descriptions, when work is carried out and reward. NJC trials evaluating the broadening of</p>



	<p>firefighter roles are currently underway.</p> <p>Greater focus on local job descriptions as local service delivery models are different – though with some generic elements.</p> <p>Control staff may increasingly be working in joint control rooms with police or fire and that requires new skills to work in a different environment.</p>
<p>Increased working as a health asset and in partnership with Health organisations to focus on helping people stay safely in their homes and reduction of admissions into A&amp;E.</p> <p>Working with partners to provide targeted work on Falls prevention, frailty identification, Safeguarding, safe and well visits, winter warmth advice etc.</p>	<p>There is a need to attract people who want to work in a wider role with a recognition of need for flexibility. Marketing that there is wider role and an interesting career in Fire is important.</p> <p>Career planning is also a consideration – it’s not just about skilling people to take promotion but also discussing issues such as how long people want to work on the frontline? The increasing recognition that firefighting is a profession and career planning is not just about promotion but continuous learning.</p> <p>Many community safety and technical fire safety teams now seek Green Book staff to work with vulnerable people and this allows attraction of people who have previous experience and expertise in social care and good people skills. There will be an increasing mix of Green and Grey Book staff providing direct services to external customers (e.g.Prevention and response to health being accepted as direct customer services). Single status and equal pay considerations need to be factored in here as does an acceptance in work on culture that ALL have value in the Service and contribute to safer communities.</p> <p>We need diversity in our skill sets and in our thinking to ensure we can meet the demands of our customers and understand the nature of issues such as frailty in the elderly and its impact on falls. Education about issues such as dementia, impact of poverty, drink and drugs and mental health are necessary as is a focus internally on the importance of respect for equity, fairness and respect for difference. We want an ability to respond to different communities and their particular risk characteristics.</p>
<p>Joint working with Police on activity ranging from counter terrorism, civil defence, anti-social behaviour, looking for missing people (often people with Dementia), RTC prevention, crime prevention etc.</p>	<p>Attracting scarce specialist support staff is vital to supporting service development. Making the fire and rescue service attractive to work for Green Book who will have the professional skills to develop training, well-being support, develop lean systems and partner managers in</p>

<p>We need to be able to create joint technological solutions so we can integrate data and work together on projects in our communities</p>	<p>managing delivery.</p> <p>Cross agency training and education is going to be vital.</p> <p>Ability to use data and have good IT skills is now vital. In our support functions we need to be able to develop internal staff and attract highly IT literate people and specialist IT staff.</p> <p>We also need to ensure people understand and act in relation to protective security measures.</p>
<p>Working with Local authorities and Districts/parish councils to build resilient communities, community safety partnerships, and targeted task forces dealing with people who have multiple issues.</p> <p>We are working with schools through our education programmes to help change human behaviour for the long term.</p>	<p>Recognition that efficiency is key and creating projects and actions which deliver and are cost effective. Learning project management skills at every level is becoming important and also a focus in communication about budget so people are to understand and accept limits to activity but also work out ways to tackle joint problems.</p> <p>Being able to uses data, systems and processes in an efficient and effective way is also important as we do more complex work.</p> <p>IT skills are a must for the future.</p>
<p>Flooding activity has increased and more forecasted through environmental factors – increased emphasis on helping communities build resilience and working together through Resilience Forums</p>	<p>Working across boundaries (multi-agency and organisational) requires communication skills and leadership ability at all levels.</p> <p>Specialist training is required and needs to be maintained.</p> <p>The ability to put significant resource into the operational field at very short notice is notable – however the ability to continue to resource this over an extended period requires flexibility, commitment and pre-planning.</p>
<p>International response has increased through USAR and ISAR and their specialist skills are also used in complex rescues in the UK.</p>	<p>Specialist teams require different training and support. Career succession is important as skills are complex and take time to acquire.</p> <p>The contract and support package require different support re insurance and allowances.</p> <p>Leadership skills in the team are important.</p>
<p>Community safety activity is more targeted now on Vulnerable groups – dementia, mental health, joined up crime and fire prevention and focusing on the impact of deprivation. Stronger links with Community Safety partnerships have been forged and we are seeing in some areas the growth of joint community safety teams which include</p>	<p>We need people who can shift from station to community settings and can be careful about data protection and also have good knowledge about the people they serve and the nature of vulnerability. The ability to work with different people without prejudice and being responsive to need is vital.</p> <p>Working across boundaries and organisational,</p>

<p>Fire.</p> <p>We need to really understand the issues of vulnerability and frailty</p> <p>Increasing use of social marketing approach and service delivery design <b><i>with</i></b> customers.</p>	<p>will require that people can work effectively in multi-professional teams.</p> <p>We are likely to see more multi-agency neighbourhood projects and that again will require project management skills, ability to influence and focus on customer.</p> <p>We need to plan and manage to ensure the right skills are available to provide the highest quality of care to customers.</p> <p>Well-developed succession plans and clarity on people who are single points of failure –i.e. scarce skills is important – ensuring that we have skills that can take us forward.</p>
<p>Working with business in a different way through Better Business regulation initiatives and more focus on education and keeping business in business</p>	<p>We need people who can offer credible advice and work in partnership with business.</p> <p>Attracting Green book staff into Technical Fire safety is increasing.</p> <p>We need to develop specialist fire safety engineers who are highly knowledgeable.</p> <p>They need to be able to work across boundaries with other enforcers and offer better business regulation. This is due to be a statutory duty in Wales and already in Scotland and NI. Sharing information with partners to improve community safety (such as Border Control Agencies and the impact of modern slavery).</p> <p>Skills to work in a range of settings and recognise the needs of small and big business with a respect for equality and difference and good underpinning knowledge of different needs.</p> <p>Helping business will increasingly mean use of technology and guided websites so we need to attract those skills or have the client side ability to commission this work and then share with others.</p>
<p>Working with Ambulance services to provide a medical response and co-responding, campaigning on public access de-fib and support at emergencies</p>	<p>Our attraction image and information needs to change so people recognise it is a worthwhile career choice and also to highlight to those who join to “put out fires” that the job is very different now.</p> <p>DBS (disclosure and barring) checks for all firefighters needs to become the norm.</p> <p>Health considerations such as Hepatitis B and impact on well-being of seeing and experiencing</p>

	<p>more trauma – welfare support mechanisms are needed.</p> <p>Effective on-going training is required and a focus on joint training.</p>
<p>Support staff (support staff) will be working in different ways with colleagues from other agencies whether through merger or more joint collaboration. There are different models including outsourcing, shared service or emergent models of joint teams with pooled expertise.</p> <p>Existing, different governance arrangements, as well as new emerging structures will see staff working in different ways.</p>	<p>Transferable skill development is a key issue. People will need to be able to transfer or apply for new jobs or jobs that are significantly changing and that means ensuring that training is available to continuously learn.</p> <p>Professional qualification and continuous professional development is also vital and our support staff will also need access to maintain their knowledge and trade skills to ensure we are getting best practice techniques but also individuals are maximising their career potential.</p>
<p>Changes in processes and systems such as procurement, transparency, project management, budget management and IT impact on the way people need to work.</p> <p>HR processes are also changing and there is an increasing focus on different levels of support from self-service to business partner approaches.</p> <p>New innovation is being developed and introduced in firefighting and rescue equipment and techniques.</p>	<p>Engaging people in process reviews such as vital and that means building a culture where people understand engagement and learn new skills.</p> <p>There is also an impact in ensuring all staff understand and apply new processes.</p> <p>People need help to be able to change and supporting new skills and ways of working.</p>
<p>Impact of Brexit</p>	<p>Something of an unknown but we recognise that employment law may change and working practices.</p>
<p>Increasing expectation of local communities, in all their forms, to be engaged and involved in decisions that impact on services provided to them</p>	<p>People will need to appreciate and be able to operate as local community leaders, in their operational capacity, alongside their political leadership.</p> <p>Able to influence, communicate and engage with people from diverse backgrounds in a manner that inspires confidence and trust.</p>

Where are we now? Internal Drivers for Change

- It's worth taking a moment to reflect on the shape of our workforce now so we can benchmark in 2022 and recognise some of our current challenges. When used alongside the most recent NJC for LAFRS Workforce survey outcomes in Appendix 1 some key messages have been identified. The survey covers FRSs across the UK and all uniformed roles from firefighter to area manager level inclusive. It does not currently collect data on support staff.
- There remains low levels of female and BME representation across the uniformed (Grey Book) workforce as detailed above
- Gender and BME progression through the roles to management appears to be an issue for the Fire & Rescue Service
- 64% of our people are now over 40 – it is an ageing workforce
- Detailed discipline and grievance records are kept with cases broken down by categories, however many FRS have only had up-to-date records for the last 2-3 years and FRS inconsistency of recording the substantive issue was problematic (guidance will be issued for the future)
- From the survey sample the level of reported disciplinary cases over the five year period were 3042 with 1796 grievance cases over the same time period
- 80% of FRAs had carried out a Staff Survey in the last five years
- 38% of FRAs had carried out a Cultural Audit in the last five years. The size of organisations and the cost implications of running regular cultural audits can be attributed to this low figure. Most of the FRAs who have undertaken Culture Audits tend to be larger FRAs and they also are likely to sit within the 'Achieving' or 'Excellent' categories of the FRS Equality Framework.
- 91% of the 44 eligible respondents evidenced their FRSs Equalities Duty documentation and policies. Northern Ireland Fire & Rescue Service is not subject to the Public Sector Equality Duty.
- 81% of the 43 eligible respondent FRAs had gained 'achieving' or 'excellent' status on the FRS Equalities Framework spectrum.
- 91% of the 44 eligible respondents evidenced their FRSs Equalities Duty documentation and policies.
- Whilst 91% of respondent FRAs have a Social Media Policy in place, the experience of the Inclusive Fire Service Group group suggested problems with personal use and abuse of social media was increasing. (Guidance was subsequently issued to FRAs)
- There is significant evidence of formal/informal support networks in place for uniformed personnel. All but one of the 45 FRA respondents indicated that their organisation had such formal or informal support mechanisms in place.
- Equality policy - FRAs were asked to provide information on what their Fire & Rescue Service had published as objectives under the Public Sector Equalities Duty. 40 (91%) out of the 44 eligible respondents evidenced their FRSs Equalities Duty documentation and policies. Northern Ireland Fire & Rescue Service is not subject to the Public Sector Equality Duty.

### The Components of the People Strategy

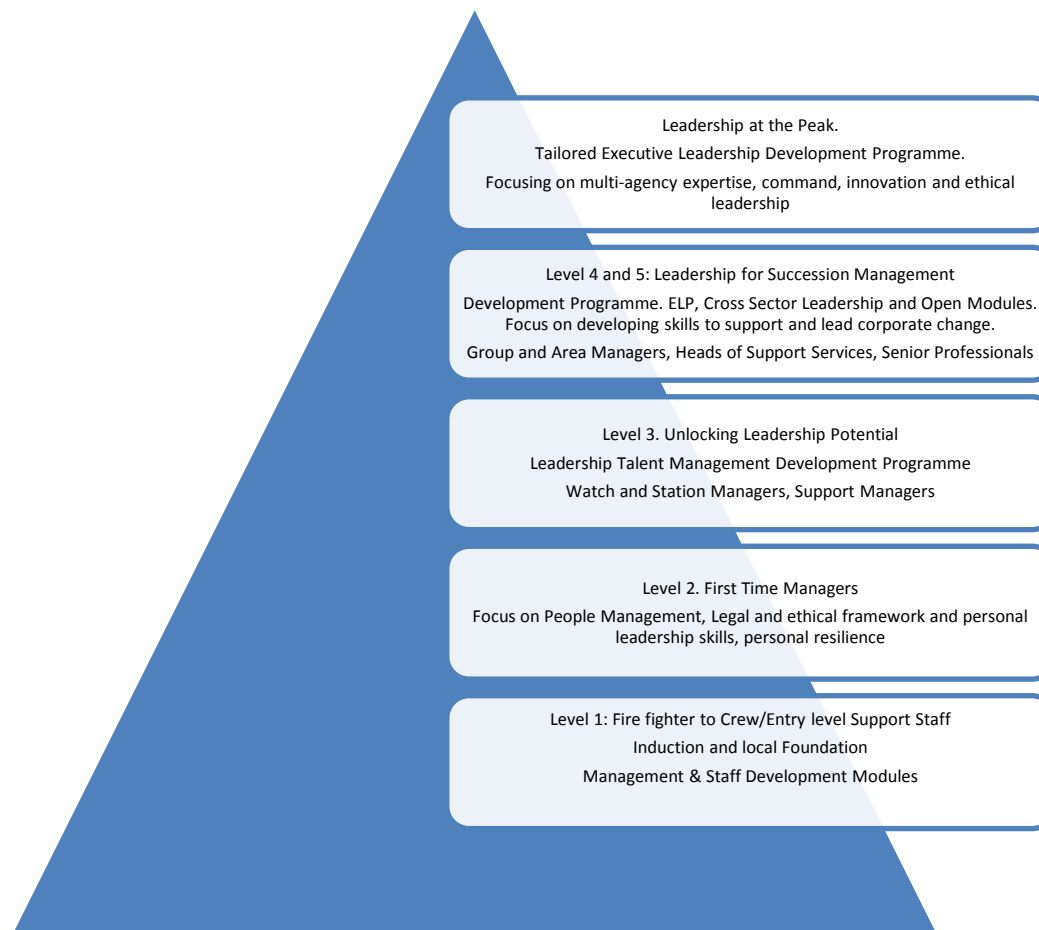
Over the next five years we want to shape the workforce to be more flexible, diverse, integrated with partners and professionally expert across a wider skill set. We want people to enjoy the work and have fulfilling careers in Fire and give of their best.

We all want to achieve the best customer service for our communities so we want people who feel they want to provide that service. Effective delivery requires an increasing diversity of skills, ideas and people who then deserve to feel they can contribute with equality and fairness as a given. Attracting applicants into our Services without attention to our culture and attitude to well-being will mean that we perpetuate problems or lose good people. None of this can be achieved without good leadership at all levels and the underpinning attention to processes and support mechanisms. Therefore the five areas of focus for this workforce strategy are below. Each area will have an action plan which will be monitored and refreshed regularly. Plans will be regularly refreshed as progress is made and informed by the Independent Standards body and the Inclusive Fire Service Group. We will also refresh underpinning principles when needed.



Strengthen Leadership and Line Management to support organisational change and delivery for customers

FRS Leadership & Management Development Model – A modular programme.



Strategic Objective	Detailed Objective	Measures and accountable project
<p>The intention is to devise common FRS development modules, based on identified needs, which will be common and relevant to all managers. The ultimate aim of the programme is to make development support available to all managers within a given level. There will be a focus on maximising the use of ICT and blended learning with much of the programme being available through e-learning. To ensure buy-in from key stakeholders is our goal. It is a proven principle that 'people tend to support what they create'. This clearly underlines the importance of using a consultative process to develop an effective Leadership and Management Development Strategy. Consultation throughout the development stage will be key to its success and will also help ensure buy-in. Working with Police and Ambulance partners to create joint modules where possible will be vital. To lead the organisation forward in the evolving operating environment we need individuals who are capable of:</p> <ul style="list-style-type: none"> <li>• creating a compelling vision and taking people with them;</li> <li>• leading across boundaries;</li> <li>• utilising high levels of emotional intelligence in order to influence through a shared mission or goal;</li> <li>• being in the present, but also horizon scanning;</li> <li>• promoting and developing distributed leadership (i.e. leadership at all levels, not just at 'the top');</li> <li>• embracing diversity, innovation and being open to alternative views;</li> <li>• demonstrating and promoting compassion for 'self' and others, with a focus on improvement and accountability.</li> </ul> <p>The actions below support the Leadership &amp; Management Development Strategy.</p>		
<p>Developing the right leaders to ensure continuous improvement and ability to lead across boundaries</p> <p>Different learning pathways are needed to ensure managers at every level have the suite of management skills needed</p> <p>Recognising that people can maximise their contribution</p>	<p>The Five Levels within the Leadership &amp; Management Development Strategy will be supported by:</p> <p>Agree entry criteria into roles at each level and what constitutes the type and level of skill, experience and knowledge needed. The Fire Professional Framework will help to support this. It's important to recognise this includes control staff support staff, firefighters and managers, shared service staff and volunteers.</p> <p>We will work with other agencies especially Police and Ambulance to join up learning wherever possible.</p> <p>Reviewing the skills and attributes needed to be an effective senior leader in the FRS.</p>	<p>Established mentoring scheme with assessment of outcomes of learning at the end of the mentoring contract.</p> <p>Modules agreed by co-design with staff.</p> <p>The Independent Standards Board will assist in defining standards required for Leadership in the FRS.</p>



<p>through continuous personal development</p> <p>Footnote: We recognise that there are other progression routes / gateways to recruit candidates who have learnt skills in other ways – e.g. MBA's, local multi-agency leadership programmes etc. and direct entry candidates who have wider experiences.</p>	<p>Development of a National Mentoring Scheme beyond the formal programmes which allows for people who are progressing to access different views. Levels 2- 5.</p> <p>We will explore the use of Action Learning Sets through Skype to join up people in progression.</p> <p>We will create online forums which support an action learning set method led by chiefs aimed at level 2- 4 manager support.</p> <p>We will encourage personal reflection and guided reading as a part of personal development. Too busy to learn is unhelpful and organisations are now recognising that acceptance of people looking into space and thinking is a good thing! In the same way that encouraging people to chat, gather round tea points and have a laugh is also part of creating a great place to work. Always accepting that people need to be inclusive and aware of banter when having fun.</p> <p>Sharing e-learning content for ops but also guidance on matters such as safeguarding, data protection and other management.</p> <p>Explore use of joint Ambulance, Police and FRS project assignments at middle manager level to foster learning and achieve joint goals.</p> <p>We will promote the use of the Level 5 coaching qualification to support more use of coaching.</p> <p>We will also reflect on how we help people maintain development in role and recognise the need for continuous learning and reflective practice. This will be served by development of more accessible learning such as e-learning.</p>	
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	<p>Using external qualifications ELP, Cross Sector Leadership (Diploma in management studies, Masters etc.) to support development of underpinning knowledge and building personal networks.</p> <p>Explore ways that managers and leaders are able to develop greater commercial skills to operate effectively in a changing public service environment.</p> <p>We will review Talent Management concepts and methods and share across the Sector.</p>	
<p>Framing Excellence in the Fire and Rescue profession</p>	<p>The introduction of an Independent Standards Body will support the on-going development of the profession. We will work together to join this strategy, especially the measures, to the work of the standards body.</p>	
<p>Maintaining public trust in our Services through ethical, honest and accountable leadership</p>	<p>Adhere to the CFOA Code of Ethics and we will feature in all our leadership training, person specifications and disciplinary process (plus local FRA policies)</p>	<p>These are stated in our principles but act as measures. The standards board will address other standards.</p>
<p>We need to attract the best people to lead our Services.</p>	<p>We need to balance staff to number of senior managers – as we empower managers at the front line to take day to day decisions what does that mean for middle managers? We will look at roles for managers and help design training which equips managers to take a modern view of managing people - balancing coaching, facilitation, honesty, transparency and compassion.</p> <p>We will implement mechanisms for direct entry for Chiefs and other roles where suitable including guidance on different models of incident command at Level 4.</p> <p>Our Green book staff offer our Services real diversity of skills and thinking and we must ensure they are equally valued in our messaging and thinking. We need to work at national level on</p>	<p>We will track how many direct entry staff there are and how many people fast track into management.</p>

	<p>the single status issues for Green Book staff ensuring parity in terms and conditions and career routes in the Service.</p> <p>We will explore use of a national secondment scheme to assist in developing different approaches.</p> <p>We will promote fast track into management and graduate entry. We are mindful that this is a profession where you need to have learnt good operational skills for many of the posts at senior level as we need them for incident command. We need to design career routes to take account of this issue.</p> <p>We will promote using more Green Book staff to ensure balance of professional skills. We will share job descriptions and person specifications for posts which are converting from Grey to Green and therefore attracting diverse skills and reducing costs.</p> <p>Review succession planning models and develop best practice to share.</p> <p>Supporting apprentices and cadets for firefighters and other professional roles will allow us to cast widely for people who are interested in a career in FRS and will be a pipeline for future permanent posts. There may be potential to also combine blue light entry schemes for apprentices. Apprenticeship can include new starts and existing staff and we will be exploring a progression pathway which can follow the varying levels of an apprenticeship from 3 – 7. The Trailblazer apprenticeship for operational firefighters has been extended until Oct 2017 and its imperative that we get projects going in order to prove concept.</p> <p>Develop leaders who are able to lead across the public sector system with direct responsibility for services beyond fire and rescue. This reflects the current county council governance arrangements and potential future governance under PCCs.</p>	
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Developing cultural values and behaviours which make Fire & Rescue a great place to work

Strategic Objective	Detailed Objective	Measures
<p>Culture is created by many things – we will address those change levers which will support our Services to become better places to work for all and help people focus on customer.</p>	<p>We want to continue the use of peer teams to offer consultancy with potential to ask for themed support. We will create a pool of people who can offer mentoring and guidance for Services who are carrying out formal culture change programmes.</p> <p>We do not propose to adopt the Thomas recommendation of a national culture audit each year for many reasons but we will support Services who want to carry out culture surveys using different methodologies and create mechanisms for sharing progress and debating progress on cultural reform. We will want to test how committed staff are to joint objectives.</p> <p>We want to work with our staff and local accredited unions in creating a better workplace and tackling bullying.</p> <p>Supporting our people through change so they feel valued and we maintain motivation to offer good service to colleagues and customers. We will establish and circulate good practice guidance on communications, change management, constructive challenge and empowerment. We will host a NFCC conference and training events on managing culture change.</p> <p>Making effective use of collaboration and integration beyond fire and rescue services to impact positively on culture and behaviours across the respective organisations.</p>	
<p>We want to encourage people to have a voice and offer constructive challenge.</p>	<p>We will share evidence of use of online forums and staff engagement mechanisms.</p> <p>We will share emerging methods for managing meetings such as the “thinking environment” – simple tools that help contribution for those who are unused to being asked!</p>	

	<p>This works alongside an offer of training for all on assertion, influencing and presentation skills.</p>	
<p>Promoting trust - Acceptance of making mistakes and being clear why we need engagement with all our people.</p>	<p>We need to support people making decisions at an incident ground – supporting people to take rapid decisions and being willing to learn means establishing a clear psychological contract. Some Services have issued guidance which help their people understand the support they have if they need to deviate from a procedure so it avoids risk aversion and helps people feel they can take decisions on the ground without fear. We will ensure this guidance and approach is shared.</p> <p>We will promote the use of Agile project methods which help people Fail fast, solve problems and move on – use of these emerging ways of working will help people accept that they can make mistakes and succeed. NFCC will provide training courses for middle and senior managers in emerging project methodology.</p> <p>The Sir Ken Knight ‘Facing the Future’ 2013 report stated that ‘the public might accept higher costs per head if it was clear that these resulted in better outcomes. Many Services have been openly debating outcomes for the public. We need to join this together and this will require asking questions about quality input and “so what” questions – these need engagement in different ways so we can determine what is working. There is work on the IRS, benchmarking and standards underway and we need to ensure we maintain a focus on outcomes for the public.</p>	

## Ways of working that respond to service model needs

Strategic Objective	Detailed Objective	Measures and accountable project
<p>We need to offer reward and recognition to attract the best but in balance with what is affordable to our communities.</p> <p>Demonstrating leadership through clarity on pay and reward</p>	<p>Establishing transparency of pay for Chiefs. A clean pay policy where all aspects of the remuneration package are identifiable in one place on websites.</p> <p>Agree how we approach CE job descriptions (reflecting on jd's for Police) to facilitate pay decisions and potential future single Chief model. This will also establish the competencies and requirements for entry into the roles of Deputy and Chief Officers. This would need to be done by an external expert.</p> <p>Be agile enough to reflect the different leadership roles in some governance structures where the Chief Fire Officer and other senior managers often have roles beyond the fire and rescue service.</p>	<p>We will publish information and make this easily available to the public</p> <p>We will be open in terms of pay and benefits for senior staff</p> <p>We will have a fair and transparent job evaluation process</p> <p>We will publish a pay policy statement annually in one place with full details about reward</p>
<p>Creating more flexible and adaptive Services by shifting emphasis from fixed duty systems to contract types which help create a more flexible response.</p> <p>Ideally we should align fire fighter availability to the planned work load (e.g. community safety) whilst providing response cover</p>	<p>The 'Grey Book' should be updated and reformed with an emphasis on a move to contract types and job descriptions. The role maps need to change to have only key and generic elements to allow for flow with NOG guidance and learning and then use job descriptions which are determined locally by the employers - i.e. the Local Fire Authority/PCC.</p> <p>We will collect all the different contract types – annualised, part time positive hours, flexible rostering, additional voluntary hours and others and ensure they are shared with some evaluation of the pros and cons of each.</p> <p>The use of Flexible Rostering is becoming more widespread and is effective in reducing costs and offering more flexibility for people. We will promote the 'co-designing with crews' approach to reduce anxiety and industrial relations issues. We will share the system design documents.</p>	<p>Service delivery: all FRSs will have the capability to respond to the needs of the community – service outcomes are the measure of how well we are matching workforce to need of the community.</p> <p>Each FRS will have an up to date risk assessment of the area it serves. Duty systems will be flexible to meet the needs of the risk assessment.</p>

<p>appropriate to the local Service Delivery model.</p>	<p>The systems has pros and cons and we need to be clear on those and share solutions.</p> <p>We agree the Thomas recommendation that if competence issues become clear or some other reason than we should have the ability to remove someone from the FDS system with clear consultation and process.</p> <p>It is also important to reflect on flexible working patterns for support staff to make the job more attractive, family friendly and help FRS. We will share approaches and contract types.</p> <p>We recognise that local discretions apply but we need to work at national level on the single status concept and mechanisms that can help build equality. (Single Status is about equal pay for work of equal value and how people ae valued).</p> <p>We will all implement a clear policy on declaring secondary employment so we can monitor working time directive issues and conflicts of interest.</p>	
<p>Continuous Improvement of Recruitment and selection – two different things:</p> <p>The recruitment process includes debate on what type of workforce is needed – some are moving more from Grey to Green for instance to attract wider skills in community safety, analysing the requirements</p>	<p>We will work through the Inclusive Fire Service Group to look at issues which will help recruitment of people with protected characteristics.</p> <p>Make clear what the reward packages are including non-pay reward and share across Services and use in recruitment.</p> <p>Attraction is the most difficult issue and we need to accept that many people including women will not consider fire as a career choice but will join ambulance and police. We will commission an independent academic to work on attraction issues for us – for instance why don't women join – how much is us and how much is it seen as a male job? What aspects would we need to</p>	<p>Academic report with conclusions / recommendations responded to.</p> <p>Sharing of best practice recruitment guidance and monitoring of impact through numbers joining and staying.</p> <p>We will monitor success of campaigns by using</p>

<p>of a job, attraction issues which are not just about the job itself but the broader messaging about the organisation. Being seen as a male, traditional service will put some people off. It also includes debate on what is on offer as a career.</p> <p>Selection is to ensure fair screening and selection of applicants, hiring, and integrating the new employee to the organisation.</p>	<p>change to appeal to women and BME more? etc.</p> <p>We will work on messages and campaign strategies (at national and local level) which we can all use which will help us become an Employer of Choice and re-orientate people's perceptions of what we do.</p> <p>We will carry out a best practice review of recruitment processes and use of IT systems.</p> <p>We are currently exploring how cadet schemes and apprenticeships (once accepted as a framework by govt) can be integrated into Services – they are a good mechanism for increasing diversity.</p> <p>We will review any e-learning packages or training guidance which can help managers understand employment law and its application in selection.</p> <p>We will support work on the Code of Practice on the Welsh/English language requirement for public sector workers.</p>	<p>agreed checkpoints. Who initially looks at websites, who then applies and so on and bring together trends so we can interrogate data at a national level.</p> <p>Success of cadet schemes can be measured by numbers and type of people attracted, who then moves into the workforce and long term retention.</p>
<p>Continuing to support the RDS and make the system effective where it contributes to the local service delivery model.</p>	<p>We will look at attraction issues for RDS, recruitment and pay schemes with the LGA. The impact of including co-responding for part time means the attraction and retention issues will change and we need to share this data.</p> <p>The Duty Systems review carried out earlier in 2016 makes clear that use of the RDS is contingent on many factors and we need to keep in balance how different contract types help each Service respond to their IRMP. We all recognise, for instance, how hard it is increasingly to get day cover for many reasons which are covered in the report. We all agree that their needs to be transparency about workforce design and plans which are fit for purpose and affordable by our communities. These are for debates with Members and future inspection.</p>	<p>We will test what is working against agreed criteria such as attraction of diverse staff and share.</p> <p>We can carry out an annual audit of how many retained ff's each service has in context with other changes to workforce so we can see emerging patterns i.e. moves towards annualised hours or positive part time hours.</p>



	<p>We will seek to ensure that Retained staff are treated in accordance with the Part time workers act – no new legislation is needed. Though we are mindful of the reviews of the working time directive.</p> <p>A fire fighter is a fire fighter. It is worth noting here the tension between arguing for equal rights for Retained whilst suggesting a Retained Light – each service needs to address this tension in recognition of the law, equality and flexible use of staff with a changing service delivery model, i.e. as RDS are starting to do co-responding we need parity for all firefighters at local level.</p>	
<p>Working with the NJC to ensure reform and changes can be introduced more effectively.</p>	<p>We support changes to the NJC so it has a focus on national pay and key issues in Reward. Increasingly agreements on many terms and conditions are agreed locally and we can facilitate change by formally accepting that position.</p> <p>We await for the outcomes of the five current NJC work streams.</p>	
<p>Pension changes have created longer career paths – we will need to reflect on people who exit and may re-enter our workforce which is more typical in the broader public sector.</p>	<p>We will continue to work with the LGA pensions service which has made a real difference but also seek to bring together pension administration functions wherever we can and create better pathways for joining up information for people.</p> <p>There are now some financial disincentives for people to work past their notional retirement date and we need to consider in our succession plans the loss of expertise.</p> <p>Good work has been done on creating factsheets and seminars on pensions and we need to keep a focus on ensuring shared understanding of schemes and support changes arising from work of the Scheme Advisory Board.</p> <p>We will review any implications for Services for off-payroll working</p>	<p>Number of pension functions now and in the future.</p>

	in the public sector.	
Efficiency in HR transactions and change is vital.	<p>Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should be resolved locally without resort to the national advisory panels. TAPS and RAPS need to be replaced by the use of ACAS if necessary.</p> <p>We will share information about HR processes and systems to help people reduce costs and deliver better internal service.</p> <p>We will run workshops to help people use different types of method to change business processes to make them more effective.</p>	<p>Number of times ACAS is used and to what outcome.</p> <p>Number of FRAs using lean techniques and savings secured.</p>
We want to support organisational level transformation to assist changes and maintain service provision standards during re-structure.	<p>We can support changes of governance from fire authority to PCC, where agreed, by sharing approaches to transition and leadership issues. Also sharing communication approaches to staff and public.</p> <p>We need to work together to develop effective TUPE understanding and support for services where collaboration could lead to more formal mergers. Government may be able to support us with transformational funding to support the creation of larger fire and rescue services that offer critical mass in areas of technology introduction, recruitment, succession and development.</p> <p>We do recognise funding constraints so will also create a sub-group of the workforce committee to work with the Employment Relations Unit within the Workforce Team at the LGA to research and share best practice with Services heading to single employer status or fire-fire merger.</p>	

Provide excellent training and education to ensure continuous improvement of services to the public

Strategic Objective	Detailed Objective	Measures and accountable project
Creating a shared platform for learning for generic issues	Embed the fire professional framework and NOG guidance.	Staff will be trained to meet the risks the authority can reasonably be expected to mitigate. This can be assured through compliance with the FPF and professional development framework.
Facilitating effective learning across the Sector.	<p>Work is already underway to develop shared e-learning content to support learning and reduce abstraction from work. We will provide a costed model to run a Fire Learning Management System which will significantly reduce costs and allow for effective shared learning.</p> <p>Using the standard training specifications being produced by NOG to procure training together and shape learning events and e-learning.</p>	Testing this relies on reviewing effectiveness at incidents and in delivery of corporate projects – needs to be done at local level through Quality Assurance methods.
Development of professional skills.	<p>Operational training lies at the heart of providing our services and keeping firefighters safe. However the components that make FRS successful lie in the so called 'soft skills' of conflict resolution, people management, influencing, political skills etc.</p> <p>We will draw these skills into the development of the management modules (above) but we will also share development of training in this area and in particular seek to co-develop or purchase e-learning content to support development of these skills.</p> <p>It is also vital that we support the continuing professional development of our supporting professional staff such as accountants, HR, procurement people through their professional bodies and access to conferences etc.</p>	

<p>Data and academic research form the currency of multi- agency working and we need to support the workforce to use it effectively</p>	<p>We need people who have good IT skills and have the ability to use data for analytics and interpretation. We will share e-learning packages to facilitate IT skills development and information we can all use on data protection.</p>	<p>Collation of any data protection breaches.</p>
<p>Developing excellence in Operations</p>	<p>We will all fully support implementation of the NOG guidance and through the Ops training work stream areas agree training approaches and share good practice.</p>	<p>We will test that use of agreed training approaches and comprehensive NOG training is in place for all.</p>

Continue to support the Health and Wellbeing of all our staff

Strategic Objective	Detailed Objective	Measures
<p>Promoting well-being for all our staff.</p>	<p>Services will define Well-being in different ways – some have formal Employee Assistance programmes with telephone assistance, some have internal mediation schemes, use social media products to discuss mental health etc. We will help all Services create a well-being programme which suits their culture and needs.</p> <p>We will support the introduction of the Blue-Light Workplace Well-being Charter which is being developed by Linda Hindle, Public Health England. Originally for Police but now being extended. Offers excellent self assessment framework.</p>	
<p>Fire-fighter safety underpins all our workforce design Keeping our focus on reduction of accidents, RIDDOR and muscular-skeletal problems</p>	<p>Support for muscular-skeletal problems is also essential as part of maintaining well-being. We will continue to share stats on accidents and best practice on accident prevention.</p> <p>We will continue to address specific issues such as blisters and burns in training, heat exhaustion and impact assessment for specific disabilities. Think contaminants is also an emerging issue for debate.</p> <p>We will use best practice and continuously review to ensure we have safe systems of work. Develop and introduce technology and equipment in a safe and effective way to assist in ensuring Ff safety.</p> <p>NOG guidance and other elements of learning will ensure a focus on fire fighter safety.</p> <p>We will share information on lone working policies, issues of Safeguarding and dealing with aggressive customers. We know some firefighters have been attacked and we need to consider</p>	<p>Accident statistics and RIDDOR are published regularly – we need to review data at national level for trends.</p> <p>We will publish specific guidance on emerging issues and monitor data.</p>

	<p>approaches to their safety including use of cameras etc.</p> <p>Firefighter fitness testing guidance was launched in October 2016. We will share support mechanisms and best practice and review any emerging issues.</p>	
To reduce the incidence of reported stress and PTSD as a result of work	<p>We will carry out a survey of all services on issues relation to PTSD and current approaches – we will source academics to explore best practice and emergent methods for support.</p> <p>Many Services have now signed the MIND ‘Time to Change’ pledge – we will encourage all to join.</p>	<p>Less cases of PTSD</p> <p>More open discussion about mental health will stimulate more discussion and evidence suggest men especially suffer more as they don’t feel they can talk.</p>
Managing Change: The MIND survey suggests that much of the reported stress is related to change. The Thomas Review also highlights a need for early engagement during change.	<p>Training for managers on initiating and managing change is vital along with understanding of its impact on people – we will all commit to this through shared e-learning, formal programmes through CFOA and local management development – we will share approaches on this.</p> <p>We need to develop staff engagement mechanisms that are clear on whether it is consultation or they are involved in the decision making – the latter where possible being preferred – we will review best practice in Fire and other sectors and share.</p> <p>We will help shape e-learning or face to face training on personal management of change, understanding the change curve and coping tools.</p> <p>We will continue to work with MIND who have won new LIBOR funding and will help us review stress in Control, training for managers and info lines.</p> <p>We will support the Firefighter Charity in the development of mental health at work guidance.</p>	<p>We will work with Mind to re-survey in a couple of years and see if any difference has been made.</p>
As an Employer of Choice	We will share use of Carers Contracts which are emerging as a	

<p>we want to support family friendly processes and work patterns where possible</p>	<p>useful way of helping people deal with family care issues so it avoids having to overuse domestic leave or taking sick days and a consequent fear of failing in their career.</p> <p>Attraction to the Fire Sector of people who are balancing family and work may be helped by the increasing use of flexible rostering as people have more ability to change their hours worked when they need to than in the previous 2,2,4 system – we will monitor this and use the data in recruitment as part of our benefits package. Attraction of women can be helped if they can see willingness to be flexible and support their needs.</p>	
<p>Creating the debate on well-being and helping individuals to help themselves.</p>	<p>Many services now have a wellbeing zone in their intranet. We will share links to products such as the NHS Live it Well and other free support packages.</p>	<p>All services to complete the sickness survey carried out by the Occupational Health Group to get year on year trends and information which can be shared with staff.</p>
<p>We want to consider the issues of aging in our workforce. We do this in recognition that aging does not in itself create disability and we embrace people at every age and respect the enhanced experiences people can offer.</p>	<p>The Occupational Health workstream has started work on looking at the impact of aging and produced a guide to the main issues to be distributed Feb 17. The group will continue to address issues for all staff as there are impacts for staff working to 60 and others at 65 and in the future we will see workers going beyond 65. We will address any physical issues and the support we can offer. Also issues such as menopause and mental health as we age. We will ensure links are made to the R&amp;D hub to press suppliers for lighter and easy to use equipment.</p> <p>One of the considerations will how we help people transition from work when they will have worked for 40 – 50 + years and how they plan for their next stage. A retirement planning guide will be produced.</p>	

Strengthen our ability to provide an excellent service by diversifying our staff, promoting inclusion and creating a fair & equal place to work

Strategic Objective	Detailed Objective	Measures and accountable project
<p>The section above - ‘where are we now’, does not paint a good picture of diversity and inclusion in our Sector. We are all committed to changing this. Very little wholetime recruitment has been done so changing those stats has been difficult (though will change soon) but many have been making their Services more inclusive. We are encouraging all to consider a “make ready” policy so there is a platform of inclusion and fairness for new people to join.</p> <p>We want to create better support and help available to those at risk from prejudice and discrimination through a shared professional, ethical, moral and humane responsibility.</p>	<p>The Fire Inclusion group has the NJC, LGA, Unions and NFCC all working together on driving equalities forward. The Group will be working alongside the NFCC Workforce Committee to take these actions forward.</p> <p><i>Make Ready</i> Leaders paying attention to equality is the best make ready tool – fully supporting tools such as impact assessment signal change and intent.</p> <p>Fostering debate at stations/support departments on visits about equality, taboo subjects, inclusion and encouraging stations to do local impact assessments of their patch and using tools such as Chief’s blogs or updates to raise issues whether directly on equality or through warming the organisation to equality through the well-being route – ideally a combination of both.</p> <p>Attention to the well-being aspects above will help widen a diversity debate by focusing on current staff in terms of mental health, disability, understanding vulnerability/frailty of customers, and approaches to encourage people to declare disability and support people who want to “come out” and be open about their sexuality. This will only succeed if culturally these messages are supported by seen changes in how managers behave.</p> <p>We encourage all to use culture surveys/focus groups etc. to examine any issues of bullying or the more subtle pressure to conform to norms which inhibits difference of view and stifles some in their career.</p> <p>We are all supportive of any internal interest groups and will</p>	<p>We will not tolerate bullying or unfairness in the workplace – needing clear communication and support mechanisms and reviews of internal processes such as selection for jobs or training</p> <p>We will have an up to date and communicated whistleblowing policy</p> <p>We will support staff that report bullying and investigate cases quickly and fairly</p> <p>Our recruitment processes will be fair and transparent</p> <p>A drive for excellence in delivery through co-design of services with people internally and externally which means that each FRS will have an effective equality impact assessment process and will use it to inform service development.</p> <p>We will want to see different and more flexible working patterns.</p> <p>We will seek some champions on this work to help us monitor progress within services or across the NFCC.</p>



	<p>encourage joining up with other agencies so people can join wider groups e.g. rainbow forums with Police. We all also want to support national groups and networks such as Asian Fire and the Women’s Networking Group, Quiltbag etc.</p>	
<p>Some good work has been done across all Services in moving towards a fairer and more diverse workforce but we need to do more. Attraction issues have been raised in another section but it is important to all work together and with the Home Office and LGA to promote Fire as a career and a good and fair place to work for all.</p>	<p>We will join up campaigning through social media to interest groups and other ways of signalling that we are an Employer of Choice. There is evidence that social media attracts more women. The Scottish Fire service using an independent occupational psychologist found that being able to undertake tests online attracted more females (increase in applications from stay at home mums). Scotland and some other Services have also done targeted work on exploring the perceptions of underrepresented groups which we need to join up and test in other areas of the UK. We will commission an academic/expert to help us gather information from other Sectors and explore specific issues for Fire.</p> <p>One thing seems clear from anecdotal and limited research – people leaving school and further education are not offered Fire as a thought about career. We will collaborate on materials schools and careers services can use to highlight the opportunities.</p> <p>There are many ways to carry out positive action and we can share what works and what doesn’t - it is important to help current staff understand the purpose of this and clarify that at selection stage we still choose the right people and don’t positively discriminate. We can share messaging which has worked.</p> <p>Promoting the job as being more varied than response to fire will help some women and BME see it as a more attractive role with a clear career progression route, e.g. trauma care, co-responding, safe and well visits.</p>	

	<p>We will join up with other Blue Light Services wherever possible to share recruitment opportunities.</p>	
<p>Data monitoring is vital. We need to ensure we collect UK wide reliable data and use of trend analysis, benchmarking and visibility of issues.</p>	<p>The Fire Inclusion Group, has work underway in a sub group to establish guidance on the key data indicators needed and then seek agreement to get like for like reporting across Services. The IFSG will also consider the appropriate frequency for subsequent surveys to monitor application of the wider improvement strategies on equality, diversity and behaviour issues in order to monitor improvement and to assess whether such strategies need to be amended or new strategies developed on emerging issues from the monitoring process. .</p> <p>We will support our Members using the LGA toolkit for Members on data sharing.</p> <p>We will seek consistency across the FRS with Gender pay reporting.</p> <p>We will review implications for the General Data Protection Regulation due May 2018.</p>	<p>It is essential that we take a holistic view of our organisations. It's right that we focus on diversity of firefighter roles but direct service to external customers is increasingly made up of Green book posts. We need to know the composition of senior teams, support staff and firefighters to give a clearer view on progress with diversity.</p> <p>Each Service will collect its workforce data.</p>
<p>Encouraging people to declare their disability and consider support for people who want to be open about their sexual orientation.</p>	<p>We will share campaign and information materials which help people understand why we collect this data and how it can help shape services to support individuals.</p> <p>A lot of work has been done in Services to support people with disabilities ranging from Dyslexia, eye sight issues, mental health and physical disabilities but we need to continue to establish best practice guidance in these areas by working together and with expert partners such as charities and local support groups.</p>	<p>We can assess the proportion of the workforce who share their information.</p>
<p>Equality Impact Assessment is not only a requirement of law but a meaningful way of</p>	<p>CFOA projects in future will all have an impact assessment and at conferences/training it will be helpful if we can share impact issues and mainstream the debate on equality.</p>	<p>Dissemination of impact assessment tools and data</p>

<p>ensuring impact on protected characteristics is evaluated for workforce and customers.</p> <p>We currently don't share impact information and we need to address this as the strategic impact could be significant</p>	<p>The CFOA equality and diversity project is focusing on sharing impact assessment tools and data.</p> <p>We are starting to gather data on the protected characteristics through impact assessments. We want to be able to draw out trends and issues which can impact IRMP debate and our workforce and then determine future planning.</p>	<p>Publication of data collected</p>
<p>Equality Framework for Fire. Good progress has been made but we need to continue.</p>	<p>We are all signed up to continuing to work towards excellence in the framework through peer support and sharing of best practice though we are mindful the new Inspection model may cover equality.</p>	
<p>Practical issues is equality</p>	<p>We will promote and share plans for station builds and refurbishments which promote dignity by having separate changing rooms and sleeping accommodation.</p> <p>In the Collaborative PPE project wearer trials have been focused on ensuring women and men can wear with comfort. We will continue to promote this approach.</p>	





**Fire Services Management  
Committee**

27 January 2017

## **Workforce Report**

### **Purpose of Report**

To update the Fire Services Management Committee on matters in relation to fire service industrial relations and pension matters.

### **Summary**

This paper is for information and briefly describes the main industrial relations and pension issues at present.

### **Recommendations:**

Fire Services Management Committee members are asked to:

1. Note the issues set out in the paper.
2. Agree the nomination to the Scheme Advisory Board (paragraph 5).
3. Approve the nominations to the National Employers' Advisory Forum (paragraphs 20 to 23).

### **Action:**

Officers to action as appropriate.

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**Fire Services Management  
Committee**

27 January 2017

## **Workforce Report**

### **Pensions**

#### **Scheme Advisory Board**

1. The next Scheme Advisory Board meeting is 6 March 2017.
2. Councillor Philip Howson has advised that due to other commitments he can no longer commit to the Scheme Advisory Board.
3. FSMC members will recall that seats on the Scheme Advisory Board are proportioned as follows:
  - 3 Conservative
  - 2 Labour
  - 1 Liberal Democrat
  - 1 Independent
4. The Independent Group have nominated Councillor Jason Zadronzny who sits on Nottinghamshire Fire and Rescue Authority, who is able and keen to be on the board.
5. Members are asked to agree this nomination.

#### **Local Pension Boards**

6. The Pensions Regulator has indicated a very high response rate to the Governance and Administration survey sent to all scheme managers in October 2016 of over 90 per cent.
7. This contrasts to a response rate of 37 per cent in the same survey carried out between July to September 2015. This represents significant progress for pension boards.
8. Over 50 per cent of English Local Pensions Boards have had board training from LGA.

#### **Contributions Holiday**

9. Government have now provided the necessary funds to FRAs to enable the refund payments.
10. These payments should now be made by the end of the financial year.

## **Key wider workforce issues**

### **Broadening the role of the firefighter**

11. Substantial work has already been undertaken including through five joint workstreams. More recently work has focused on two workstreams in particular. This is because at present there is no need for additional detailed work arising from the other three workstreams, not that the outcomes of that first phase have been set aside.
12. The NJC agreed that an external organisation would undertake an independent evaluation of the trials taking place through the Emergency Medical Response workstream and a team led by the University of Hertfordshire has been commissioned to do so. It includes people with expertise/experience of issues such as co-responding e.g. from the South East Ambulance Trust as well as more widely in order to cover the full scope of the trials. The team, with the support of LGA research, has gathered in substantial amounts of data and also undertaken interviews with a number of FRSs. The evaluation report is due to be provided shortly.
13. Discussion through the Joint Secretariat following the NJC meeting in June secured an extension to the over-arching trial period from the end of June 2016 to the end of February 2017. Discussions continue on what the position will be after the end of February.

### **Multi-agency response workstream**

14. This workstream has now concluded work on matters relating to operational guidance and Marauding Terrorist Firearms Attacks, albeit with the employees' side caveat that it is in the context of agreement being reached on related contractual matters and the wider discussions on broadening the role of the firefighter. Those issues relate to pension and compensation matters and discussion continues including seeking clarity and/or support from government.

### **Inclusive Fire Service Group**

15. This group is NJC-led and also includes representation from the CFOA, FOA and the RFU. It has issued guidance on the personal use of social media and is developing national guidance on data collection, recording and monitoring. In the future a periodic national monitoring exercise will be undertaken to measure improvement and if necessary provide further support and guidance.
16. The group is continuing its work on developing improvement strategies relating to the recruitment and retention (and career progression) of female and Black and Minority Ethnic (BME) employees; bullying and harassment; senior management commitment to improvement, levels and reasons for of female and BME uniformed employees grievance/discipline cases.

- 16.1. A number of focus groups have been held with LGA Research acting on behalf of the NJC and including participants drawn at random from female, BME and Lesbian Gay Bisexual and Transgender (LGBT) employees who had expressed an interest in taking part. Participants explored their experiences of working within the fire service across the UK, including: does it feel like an inclusive place to work (what works well, suggestions for improvement); recruitment and retention; and whether cultural issues such as bullying, harassment and the apparent lack of career progression are affecting all three groups.
- 16.2. At the time of writing, and building upon the focus group work, a survey of all employees (Grey and Green Book) will shortly commence. This will be an opportunity to gain a full picture of employee experience and suggestions for improvement.
- 16.3. Four regional workshops have been arranged which will draw upon the expertise of Equality and Diversity leads within services from both management and union perspectives.
- 16.4. Two workshops have been arranged for senior fire service managers, to explore how they can ensure commitment to support and improvement. Action at the highest level of management will be a key factor in taking this work forward and securing improvements from better levels of recruitment, retention and promotion of female, BME and LGBT employees to tackling cultural issues across the board such as bullying and harassment.

### **Employment Tribunal cases**

17. The long-running Part-time Workers (Prevention of Less Favourable Treatment) Regulations settlement process is finally drawing to a close. Popularis, the independent data processor handling the settlement offers, is in the process of providing affected FRAs (all except London and Merseyside) with end reports indicating the status of each of their offers. In cases where settlement has not been made as contact has not been possible with the individual, the respective union (FBU/RFU) will advise the Tribunal accordingly and that it will not be continuing to support such cases. FRAs will then be able to apply for the cases to be struck out. A decision will also need to be taken by FRAs on whether they wish to pursue a claim for negligence against the original legal advisers in respect of the applicability of tax and insurance deductions to the settlement payments. FRAs have been contacted and responses are currently awaited.
18. We are currently working on behalf of all fire authorities with Bevan Brittan and Adrian Lynch QC in respect of the Employment Tribunal cases supported by the FBU in relation to the pension scheme transitional protection arrangements. At the time of writing, the main hearing is underway (listed for the 9 - 25 January 2017). Tribunal has accepted an



appeal on a related issue (in short, whether FRAs had any power to act differently) and agreed to stay the appeal until the outcome of the main hearing is known.

### **Memorandum of Understanding (MoU)**

19. Following a recommendation in the Thomas Review we have been working with policy team colleagues to put in place a memorandum of understanding with special interest groups and trade unions. The MoU is covered in detail elsewhere on today's agenda.

### **Advisory Forum**

20. FSMC members will be aware that the National Employers are advised by a group of 14 advisers drawn from fire services across the UK, specialising in strategic, legal, HR and finance areas. This is known as the Advisory Forum.
21. Whilst appointed for their professional expertise and not to represent their own FRS, a balance of differing types of services does need to be maintained.
22. There are currently two vacancies on the Advisory Forum as a consequence of those advisers leaving the fire service, not just the Forum. The first vacancy has arisen due to the retirement of the previous Commissioner of London Fire Brigade, Ron Dobson. Members are asked to consider Dany Cotton, the new Commissioner, as the nomination to the National Employers to fill that vacancy. Dany's expression of interest is shown below:
  - 22.1. *As you are aware, I have recently been appointed as the first woman Commissioner of the London Fire Brigade after serving nearly 29 years as an operational firefighter.*
  - 22.2. *The London Fire Commissioner's role is one of the most diverse and challenging Chief Officer roles in the UK fire service and I think this would bring a useful addition as an adviser.*
  - 22.3. *The changes to the governance structure that the Office of the London Fire Commissioner will undergo following the implementation of the Police and Crime Bill will also bring a unique governance perspective.*
23. The second vacancy is a county fire and rescue service HR vacancy. Following an approach to such services, members are asked to approve the nomination to the National Employers of Lynne Major, Norfolk Fire and Rescue Service. Lynne's expression of interest is shown below.
  - 23.1. *I would like to express my interest in being nominated for this vacancy as I believe I have the necessary background and experience and have a keen interest in contributing to furthering the work of the NJC at such a poignant time. My current role*

*is HR Business Partner for Norfolk Fire and Rescue Service and I have held this role for 7 years.*

- 23.2. *In this role I am responsible for advising the Chief Fire Officer and Senior Management team on the full spectrum of people related issues and, in order to do this effectively, this also requires me to have a necessary depth of understanding of the operational issues affecting the service. The service has been through a period of significant change over the last few years and I have advised on a range of issues including:*

*Change management within context of reducing budget*

*Driving up performance standards*

*Operational improvement / readiness*

*Reduction of the wholetime establishment and utilisation of operational staff in different roles;*

*Effective management of retained availability;*

*Exploration of different duty systems;*

*Expansion of the role of the firefighter (to include FRMR, Water Rescue, Co-responding and Forced entry) and the implications for the role map and Grey Book;*

*Implications of working time regulations;*

*Implementation of the Firefit recommendations and the implications for the service;*

*Changes to the Firefighter Pension schemes;*

*Introduction of mental health and wellbeing strategy in partnership with MIND*

- 23.3. *I work in a collaborative way to deliver the best outcome for the service and have established an effective People Steering Group comprising all operational middle managers and an effective liaison forum with the recognised trade unions. I have extensive experience in developing and reviewing policy and conducting consultation and negotiation with the trade unions*

- 23.4. *I have previously held the roles of Head of Human Resources for a Unitary Local Authority and Corporate Director for Resources for a District Council, and have experience of working closely with elected members. I am also a fellow of the Chartered Institute of Personnel and Development.*

- 23.5. *I believe this is a pivotal time for the Fire and Rescue Service. The recent independent review of conditions of service for Fire and Rescue staff in England 2015 by Adrian Thomas has issued a number of challenges to both the Fire and Rescue services and the National Joint Council. This is therefore both a challenging and*



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*interesting time to become involved in this role and contribute to advising on negotiating strategies to ensure pay and employment strategies are fit for purpose as the role of the service changes and finances reduce.*

- 23.6. *In summary I believe that I can offer a great deal to this role. I believe I can bring that wider experience of working at a senior level in different organisations, an analytical, solutions based approach and the ability to build strong and productive relationships.*





## **Fire Services Management Committee update paper**

### **Purpose of report**

For information.

### **Summary**

The report outlines issues of interest to the Committee not covered under the other items on the agenda.

### **Recommendation**

Fire Services Management Committee members to discuss the proposals outlined in paragraphs 19 – 23.

### **Action**

Officers to progress as appropriate.

**Contact officer:** Lucy Ellender  
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## **Fire Services Management Committee update paper**

### **LGA & CFOA Fire Peer Challenge Working Group – Update 2**

1. The second meeting of the LGA & CFOA Fire Peer Challenge Working group was held on 20 December 2016.
2. The working group received updates on the future proposals for the LGA & CFOA sector led improvement offer. The aim is to ensure all options compliment and add value to the Home Office inspection of FRS. The working group are developing options for pre and post inspection peer support, thematic peer challenges and a corporate peer challenge for the fire & rescue sector.
3. Members of the working group recognised the strength and value of the corporate peer challenge for fire and stressed that it will need to be different as the future inspection regime is developed. A key principle is that it will be 'short and sharp' to avoid additional burden on FRS's whilst continuing to provide the critical role as a sector led improvement mechanism.
4. Members agreed that the offer could focus on three core elements, broadly covering:
  - 4.1. Setting priorities and understanding and delivering for communities
  - 4.2. Organisational leadership and governance
  - 4.3. Collaboration, transformation and organisational capacity
5. It was felt that the ethos of sector led improvement, peer support and sharing of best practice could be applied to these elements.
6. LGA and CFOA Officers are tasked to further develop the corporate peer challenge offer and other sector led improvement offers dependent on where the Home Office takes inspection. They will consult with a selection of Senior Fire Officers in February with the aim of holding a final consultation workshop at the LGA Fire Conference in March.

### **LGA and NFCC Fire Reform Board**

7. The last joint fire reform meeting between the LGA and CFOA took place on 25 November. The terms of reference for the group have been discussed, and these will

be looked at further at the next meeting taking place after the Fire Services Management Committee meeting on the 27 January. This will ensure that they are reflecting the needs and remits of both organisations. The meeting after that will take place at the LGA's Fire Conference in March.

8. The group has discussed a number of issues already including equality and diversity NJC reform, the CFOA change programme and funding for the National Fire Chiefs Council for the future. Members further discussed workforce reform and the work on the 21<sup>st</sup> Century Firefighter publication, and agreed the importance of ensuring that it was focused and provided direction for the future. Lead Members agreed that they would have input into the document as it developed and would all sign it off.
9. The group also agreed that the LGA and CFOA would work together to draw up practical responses to the recommendations set out in the Thomas report and would share best practice on diversity and recruitment, potentially through a Knowledge Hub group or other mechanism.

### **Thomas Review**

10. As members discussed at the last FSMC the Thomas Review suggested a number of recommendations for the fire and rescue service and the LGA.
11. One of the first activities that the LGA has undertaken is the creation of a Memorandum of Understanding. The MoU commits its signatories to demonstrably uphold and promote the principles it sets out, deliver the commitments within it and take the specific actions it contains within the timetable agreed. In particular the MoU states that fire and rescue service as a whole should reflect the diversity of the community it serves. The employment of specific groups within the service, such as firefighting personnel should also meet this requirement. A more diverse workforce is needed at all levels up to and including senior managers.
12. The workforce and policy teams at the LGA have worked together on driving forward the MoU. Lead Members have seen and commented on the draft and the LGA will be one of a number of signatories to the final document who also include:
  - 12.1. Asian Fire Service Association
  - 12.2. Chief Fire Officers Association/National Fire Chiefs Council
  - 12.3. Fire Brigades Union
  - 12.4. Fire Officers' Association
  - 12.5. GMB
  - 12.6. quiltbag
  - 12.7. Retained Firefighters Union
  - 12.8. Stonewall
  - 12.9. Unison
  - 12.10. Women In The Fire Service

### **Sprinklers in new school buildings**

13. Following discussions at the FSMC and Fire Commission, the LGA wrote to Lord Nash, Parliamentary Under Secretary of State for Schools, to highlight our concerns about the changes to the new version of the Building Bulletin 100 regarding sprinklers in new schools. In the letter we highlighted the damage that fires in these buildings can do to students and families, and how cost effective sprinklers can be. We asked the Department to reconsider its decision on sprinklers and to support the provision of sprinklers in new schools.
14. This was part of a wider campaign from Fire and Rescue Authorities, many of whom campaigned directly with Lord Nash and their local MPs as well as within their local areas. It was also discussed at the Combined Fire Authorities Conference in October, where the Policing and Fire Minister acknowledged the concerns of FRAs and agreed to discuss it further with the Department for Education. Brandon Lewis subsequently wrote to Lord Nash.
15. Lord Nash has now written to the Minister, to outline that the draft revision of BB100 was to update and clarify the guidance which was a number of years old. He recognised that there have been a concern that this meant a change in the Department for Education's position on the use of sprinkler systems in schools, however he confirmed that this was not the case and that they are not changing the rules on fire safety in new school buildings.
16. Lord Nash stated that all new schools must comply with the building and fire safety regulations and that they would be clarifying the language in the final version of BB100 to ensure that the guidance was clear. The Department for Education has also confirmed that they will retain an updated risk assessment and cost benefit analysis tool following calls to do so in the initial consultation. Home Office officials are providing the relevant data to support this. The Department of Education will be clarifying their position with stakeholders.
17. Fire and Rescue Authorities are continuing to work on this issue at a local level, in particular around data collection.

#### **LGA Annual Fire Conference and Exhibition**

18. The latest version of the draft programme for the LGA's Annual Fire Conference and Exhibition is attached at **Appendix A**. We are delighted that the Minister for Policing and Fire will be joining us to open the conference. We also have sessions on NJC reform, inspection, equality and diversity, procurement and devolution and governance. The workshops will cover a variety of issues including the independent standards body, the retained duty system, working with health, emergency service collaboration and the review of peer challenge.
19. We have provisionally allocated members chairing responsibilities for some of the sessions. Following feedback from members previously, unless members have requested a particular session, we have allocated members different chairing



opportunities between the first and second sessions of the workshops. If you are not attending the fire conference or if you would like to request a different workshop session please let us know.

20. We are now starting to consider the 2018 conference. The conference will again be held in Gateshead at the Hilton. The changes underway due to the fire reform programme and collaboration, means that we will need to consider how the programme will reflect the breadth of the issues facing the fire and rescue service.
21. We are therefore seeking members' views on the possibility of opening up some sessions on the conference programme to bids from other organisations. This could be for our member fire and rescue authorities, Police and Crime Commissioners, ambulance trusts, health and social care partners, or groups with a particular interest in an aspect of the fire and rescue service.
22. These bids would take the place of the workshops as they are currently formed. At the moment we currently have 5 workshops which are repeated in the afternoon. These are each an hour long, which allows for in-depth discussion, however it does limit the number of topics we can cover within the workshops to 5. One proposal could be that rather than repeating the workshops we restructure the time into three blocks of 40 minutes. Each 40 minute block would contain three distinct workshops, meaning that we could run workshops on up to 9 different topics. This would involve our members directly in the delivery of the conference and ensure that we had a good variety of topics covered. After we had received bids Lead Members would play a key role in deciding on which bids would be taken forward.
23. The LGA has an established bidding process for the National Children and Adults Services Conference and the Annual Public Health Conference. Both conferences regularly receive bids from a wide variety of organisations.

**Evaluation of the impact of Fire and Rescue Service interventions in reducing the risk of harm to vulnerable groups of people from winter-related illnesses**

24. Public Health England has published an interim evaluation into the impact of the pilot work done by Staffordshire, Gloucestershire and Greater Manchester, in conjunction with Public Health England and CFA, with support from NHS England, on winter related pressures last year. The evaluation explores the impact of broadening the Safe and Well visits to include a focus on risk factors for winter-related illnesses. The pilot focused on the four main contributors to winter-related illness including the prevention of falls, prevention of cold homes, prevention of isolation and ensuring eligible people received the flu immunization.
25. The valuation found that the pilot achieved four of its six objectives:
  - 25.1. Build capacity within pilot areas to deliver Safe and Well visits which systematically focus on a broader range of health issues, including issues relating to winter-related ill-health (including falls, social isolation, cold homes and flu).

- 25.2. Identify households vulnerable to falls, social isolation, cold homes and flu within pilot areas.
- 25.3. Provide targeted interventions to reduce the risk of falls, social isolation, cold homes and flu which may lead to a reduction in the pressures on public services in local areas (for example, A&E admissions to hospital, fire service call-outs, demands for GP and social care services).
- 25.4. Build and strengthen relationships between the FRS and local service partners, including development of referral pathways into other forms of help and support within the community.
26. However, the evaluation was not able to report on the pilot's other two objectives of: reducing the risk of excess winter deaths and demonstrating the value of the FRS in supporting partners to improve health and wellbeing and reduce demand on health and social care services. This was because a detailed breakdown of the use of NHS services had not yet been released so further analysis of the data will be commissioned by CFOA in 2017/18.
27. The full evaluation can be found on the Government's website:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/573558/FRS\\_winter\\_pressures\\_evaluation.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/573558/FRS_winter_pressures_evaluation.pdf)

### **PSAA national scheme for auditor appointments**

28. The current contracts for the provision of external audit to all fire and rescue authorities, along with local authorities and other relevant bodies that had their audit appointments overseen by the Audit Commission, are due to end after the completion of the 2017/18 audit. These contracts were novated to Public Sector Audit Appointments Limited (PSAA) on the closure of the Audit Commission. PSAA was established in August 2014 by the IDeA to fulfil the role of Transitional Body on closure of the Audit Commission. Since 1 April 2015 it has been undertaking functions delegated by the Secretary of State for Communities and Local Government (CLG) including managing contracts with firms of accountants and appointing auditors to all relevant bodies.
29. PSAA has now been specified by the Secretary of State as the 'appointing person' under the Local Audit and Accountability Act 2014 to act as a sector led body capable of negotiating and letting contracts with audit firms on behalf of fire and rescue authorities, local authorities and other relevant bodies who wish to 'opt-in' to such an arrangement. Consequently PSAA is developing a national scheme to be attractive to all relevant bodies, including fire and rescue authorities, and is developing its procurement strategy and approach. The LGA is supporting this approach as it believes this represents the most cost-effective way of ensuring a quality audit service is put in place, and avoids the need for an authority to set an auditor panel for this purpose, either itself or as part of a collective approach.

30. An invitation was sent out to all authorities in October 2016 and the deadline to opt in to the national scheme for the appointment of auditors is **9 March 2017**. New auditors need to be appointed by 31 December 2017. So far, of the 30 fire and rescue authorities that need to make their own appointment (County services are covered through the County Council audit), 15 have opted in and PSAA is aware of a further 8 which have indicated their intention to do so. A full list of those opting in maintained on the [PSAA's website](#). Any Authority that has not yet opted in, is encouraged to do so and to ensure it meets the 9 March deadline, having taken the decision through a meeting of the full authority. For further information email: [appointingperson@psaa.co.uk](mailto:appointingperson@psaa.co.uk)



# Programme

## Annual fire conference and exhibition

### 7 – 8 March 2017

### Hilton Hotel, Newcastle Gateshead

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09.00	Registration, refreshments and exhibition viewing
10.30	<b>Conference opening and chair's welcome</b> <b>Councillor Allison Ilderton-Thompson</b> , Mayor of Gateshead (invited) <b>Chair: Councillor Jeremy Hilton</b> , Chair LGA Fire Services Management Committee and Gloucestershire County Council
10.45	<b>Keynote session 1. Ministerial address</b> <b>Brandon Lewis MP</b> , Minister for Policing and Fire Service, Home Office (confirmed) <b>Chair: Councillor Jeremy Hilton</b>  Questions and discussion
11.25	Refreshments and exhibition viewing
11.55	<b>Keynote session 2. Workforce Reform: NJC and Thomas Review</b> <b>Councillor Nick Chard</b> , Chair of the Employers' Side of the National Joint Council for Local Authority Fire and Rescue Services and Kent and Medway Fire Authority (confirmed)  <b>Matt Wrack</b> , Secretary of the Employees' Side of the National Joint Council for Local Authority Fire and Rescue Services and General Secretary of the Fire Brigades Union (confirmed)  <b>Chair: Cllr John Edwards</b> , LGA Fire Services Management Committee and Chair West Midlands FRA  Questions and discussion
12.45	Lunch, exhibition viewing and networking
To 1.50	Lunchtime fringes
2.00	<b>Workshops – session 1</b> An opportunity to attend a workshop from the list below. These sessions will be repeated at 3.30

\*Programme correct as at 23/01/2017 - may be subject to change

### **W1. Retained Duty System**

**Terry McDermott**, Chief Fire Officer, Derbyshire FRS (confirmed)

**German fire fighters Association** (speaker tbc)

**Chair: Cllr Simon Spencer**, LGA Fire Services Management Committee and Derbyshire FRA

### **W2. Partnership working in health**

**Ged Devereux**, Health Improvement Manager PHE North West (confirmed)

**Ellie Houlston**, Public Health Specialty Registrar NHS England (confirmed)

**Chair: Cllr Rebecca Knox**, Deputy Chair, LGA Fire Services Management Committee and Chair of Dorset and Wiltshire FRA

### **W3. Emergency service collaboration**

**Deputy Chief Constable Frost**, Northamptonshire Police and NPCC portfolio lead for police and fire collaboration (invited)

**Association of Ambulance Chief Executives** (invited)

**Chair: Cllr Mark Healey**, LGA Fire Services Management Committee and Chair of Devon and Somerset FRA

### **W4. Independent Standards Body**

**Mark Hardingham**, Chief Fire Officer Suffolk FRS (confirmed)

**College of Policing** (confirmed, speaker tbc)

**Chair: Cllr Darrell Pulk**, LGA Fire Services Management Committee and Chair of Nottinghamshire FRA

### **W5. Fire Peer Challenge**

**CFOA** (invited)

**Gary Hughes** (confirmed)

**Chris Bowron** (confirmed)

**Cllr Kay Hammond** (confirmed)

**Chair: Cllr Thomas Wright**, LGA Fire Services Management Committee and Chair of Tyne and Wear FRA

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3.00 Refreshments and exhibition viewing

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3.30 **Workshops – session 2 repeated**  
An opportunity to attend another workshop from the list above.

\*Programme correct as at 23/01/2017 - may be subject to change

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4.35	<p><b>Keynote session 3. Governance and devolution</b></p> <p><b>Tony Lloyd</b>, Interim Mayor and Police and Crime Commissioner for Greater Manchester (invited)</p> <p><b>Councillor Chris Carter</b>, Chair of Hampshire FRA (confirmed)</p> <p><b>Clive Grunshaw</b>, PCC for Lancashire and Association of Police and Crime Commissioners Lead on Policing Governance &amp; Devolution (invited)</p> <p><b>Chair: Cllr David Acton</b>, Deputy Chair, LGA Fire Services Management Committee and Chair of Greater Manchester FRA</p>
5.20	<b>Political group meetings</b>
6.20	<b>Fire authority meetings</b>
7.30	Drinks reception
8.00	Conference dinner

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**Wednesday 8**

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08.30	Registration for new delegates, refreshments and exhibition viewing
9.10	<b>Welcome to day two from the conference chair</b>
9.15	<p><b>Carolyn Harris MP</b>, Labour Shadow Fire Minister (invited)</p> <p><b>Chair: Cllr David Acton</b>, Deputy Chair, LGA Fire Services Management Committee and Chair of Greater Manchester FRA</p>
09.45	<p><b>Keynote session 4. Improving Equality, Diversity and Inclusion</b></p> <p><b>National Black Police Association</b> (invited)</p> <p><b>Rebecca Bryant</b>, Chief Fire Officer, Staffordshire FRS (confirmed)</p> <p><b>Dany Cotton</b>, Interim Fire Commissioner, London Fire Brigade (confirmed)</p> <p><b>Josh Willacy, Stonewall</b> (invited)</p> <p><b>Chair: Cllr Rebecca Knox</b>, Deputy Chair, LGA Fire Services Management Committee and Chair of Dorset and Wiltshire FRA</p> <p>Questions and discussion</p>
10.30	Refreshments and exhibition viewing
10.50	<p><b>Keynote session 5. Procurement</b></p> <p><b>Ann Millington</b>, Chief Executive, Kent Fire and Rescue Services (confirmed)</p>

\*Programme correct as at 23/01/2017 - may be subject to change

**Procurement Category Lead** (invited)

**Chair: Cllr Phil Howson**, Vice Chair, LGA Fire Services Management Committee and Chair of East Sussex FRA

Questions and discussion

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11.35 Refreshments and exhibition viewing

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11.50 **Keynote session 6. Inspection for the fire and rescue service**

**The inspectorate**

**Daniel Greaves**, Fire and Resilience Director, Home Office (confirmed)

**Roy Wilsher**, CFOA Director, Operations and Chief Fire Officer, Hertfordshire Fire and Rescue Service, and Chair of the National Fire Chiefs Council (confirmed)

**Chair: Cllr Jeremy Hilton**, Chair, LGA Fire Services Management Committee and Gloucestershire County Council

Questions and discussion

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12.35 Conference close, lunch, exhibition viewing and networking

**Chair: Cllr Jeremy Hilton**, Chair, LGA Fire Services Management Committee and Gloucestershire County Council

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**Fire Services Management  
Committee**

27 January 2017

## **Policing and Crime Bill**

### **Purpose**

For discussion and direction.

### **Summary**

The Policing and Crime Bill has nearly completed its passage through Parliament. A number of amendments to the fire and rescue related provisions were made to the Bill by the government towards the end of the Bill's time in the House of Lords. Dan Greaves, the Director of Fire and Resilience at the Home Office will be attending the Committee to update members on the changes made to the Bill and the Home Office's plans for enacting the provisions in the Bill.

### **Recommendations**

Fire Services Management Committee members are asked to:

1. Note the latest amendments to the Policing and Crime Bill;
2. Discuss with the Director of Fire and Resilience the Home Office's plans for implementation of the legislation once it receives Royal Assent; and
3. Identify any areas where they believe the Home Office and the LGA should focus on to support fire and rescue authorities implement the legislation.

### **Action**

Officers to action as appropriate.

**Contact officer:** Mark Norris  
**Position:** Principal Policy Adviser  
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**Email:** [mark.norris@local.gov.uk](mailto:mark.norris@local.gov.uk)

## **Policing and Crime Bill**

### **Background**

1. The Policing and Crime Bill completed its passage through the House of Lords on 19 December, having already passed through the House of Commons in June. During the Committee and Report Stages of the Bill in the Lords the government made a number of amendments to the provisions related to fire and rescue authorities.
2. Dan Greaves, Director of Fire and Resilience at the Home Office, will be attending Fire Services Management Committee to update members on the amendments made to the Bill by the government and the Home Office's plans for implementation of the legislation.

### **Amendments to the Bill**

3. The amendments to the Bill from the government covered collaboration agreements, the arrangements related to a transfer of governance of the fire and rescue service to police and crime commissioners (PCCs), and joint fire and police and crime plans.
4. As a result of the amendment to the provisions in the Bill around collaboration agreements local partners now have the flexibility to vary a collaboration agreement where they all agree or alternatively replace it with a new collaboration agreement.
5. A number of changes were also made by the government to the clauses in the Bill relating to the transfer of governance of the fire and rescue service to a PCC. Some of these reflect amendments tabled by the LGA during the passage of the Bill through the Commons and the Lords, in particular at the Committee Stage in both Houses.
6. The original wording of the Bill required a PCC to make arrangements to seek the views of local residents about the proposed transfer of governance. Following discussion of the Bill at FSMC in March 2016 the LGA sought to strengthen this provision by requiring the PCC to comprehensively consult with local residents to ensure that local views were actively sought by the PCC. The government's amendments mean that before submitting proposals for a transfer of governance PCCs will now have to consult both local residents and any employees who would be affected by the transfer as well as the relevant local authorities.
7. An additional requirement of the government's amendments is that a summary of the views of the employees consulted will now have to be published by the PCC, and PCCs will also have to publish a response to the representations and views they have received on their proposals to transfer governance. The transparency around the independent assessment of the PCC's business case for the transfer of governance has also been increased as the Secretary of State will now have to publish the independent assessment as soon as reasonably practicable after making a decision based on the business case.

8. The grounds on which a transfer of governance occur have been amended by the government so a transfer cannot take place if it would adversely affect public safety. Other amendments provide for greater flexibility in the arrangements between the chief constable and the fire and rescue service when the PCC takes on governance of the fire and rescue service, and also around producing a joint fire and police and crime plan.
9. The final stage for the Bill is the consideration of amendments made in the Lords by the House of Commons, and Royal Assent for the Bill is expected imminently. After that the focus for the Home Office will shift to implementation. A timetable for implementation of the provisions in the legislation is not yet available, though we know from discussions with partners that 1 April 2017 features in a number of dates being talked about in relation to changes in the Bill.

### **Transfers of governance and PCC's Business case**

10. There are a number of PCCs who have already expressed an interest in taking on governance of the fire and rescue service in their areas. We understand that nine PCCs (including Cambridgeshire, Essex, Hertfordshire, Staffordshire and Sussex) are actively developing proposals to take on governance of the fire and rescue service, though not all these have support from the fire and rescue authority (FRA).
11. In some of these areas work is already considerably advanced in preparing the business case for the transfer of governance, but the PCC is unable to start consulting the public, fire service employees, police officers and staff, and relevant local authorities until the Bill has Royal Assent. From an accounting perspective it would be easiest to transfer governance from the start of the financial year, which will leave a tight timetable for those PCCs working with their FRAs to be in a position to take on governance of the fire and rescue service from 1 April if the Home Office's plans for implementation allow that.  
**Members may therefore wish to ask the Director of Fire and Resilience if he can outline when the measures affecting the fire and rescue service in the Bill will come into effect.**
12. Where a relevant local authority objects to the transfer of governance to the PCC, there will have to be an independent assessment of the PCC's business case. As has been previously reported to the Committee the LGA submitted amendments to the Policing and Crime Bill to ensure that the assessment process is genuinely independent. This resulted in discussions with the Home Office of the best method of securing independent scrutiny of any business case submitted by a PCC, and a letter from the four Lead Members of the Committee to the Fire Minister set out a suggestion for a panel of experts to review the business case against the key criteria of efficiency, effectiveness, economy and public safety.
13. There have been subsequent discussions at an official level with the Home Office, with Home Office officials initially feeling that a fixed panel approach was too inflexible. However this position has shifted and the latest model under consideration would see a panel of four members bringing together expertise in local government, policing, fire and finance, which could be drawn together from a pool, with the flexibility to bring in expertise on particular issues where that is needed. If agreed by ministers any

independent business case would be assessed through this process. **Members may want to seek clarification from the Director of Fire and Resilience about when a decision will be made on the process to be adopted in the independent assessment of PCCs' business cases.**

### **Fire Inspectorate**

14. The Bill includes provisions to allow the appointment of inspectors of fire and rescue authorities. At the last Committee meeting Her Majesty's Inspector of Constabulary, Zoe Billingham, set out the proposals for a fire inspectorate and inspection regime that Her Majesty's Inspectorate of Constabulary (HMIC) had submitted to the Home Office. Under the three options that HMIC had developed the piloting of the inspection regime would start in April 2017 and last until October 2017 when full inspections would start.
15. We had understood that the announcement on who had been appointed as the inspectorate would be made in January, and the Home Office had originally talked about consulting on the inspection framework, but it seems that decision on who will conduct the inspections has been put back until February. If the intention is still to pilot the inspection regime from April this will leave less time for discussions about the inspection framework before the pilots start. **Again members may wish to explore with the Director of Fire and Resilience what the next steps are in introducing the inspectorate and the key dates for doing that.**

### **London**

16. The Policing and Crime Bill will abolish the London Fire and Emergency Planning Authority and transfer its functions to the London Fire Commissioner. Like a chief constable the London Fire Commissioner will become a corporation sole and will therefore be the employer and own the assets of London Fire Brigade. The Commissioner will be appointed by the Mayor, who must hold the Commissioner to account and can issue them with directions.
17. Alongside the Commissioner the Mayor will be able to appoint a Deputy Mayor for Fire to take on any function of the Mayor relating to fire and rescue, and the London Assembly will have to appoint a fire and emergency committee to review the exercise of the Commissioner's functions, as well as investigate and prepare reports about the decisions and actions of the Deputy Mayor for Fire.
18. These changes will have implications for the membership of Fire Commission once introduced, and LGA officers will be working with London Fire Brigade to consider what changes will mean and when they will affect Fire Commission.

### **Implications for Wales**

19. The fire and rescue service is a devolved responsibility and though the provisions in the Bill about emergency services collaboration extend to Wales they will only apply in England.

### **Financial Implications**

20. There are no financial implications arising from this report.

### **Next steps**

21. Implementation of the provisions of the Policing and Crime Bill will have implications for all fire and rescue authorities (FRAs). Usual government department practice once a Bill becomes law is to involve those organisations and bodies affected by the legislation in the implementation programme. Our expectation is that the Home Office will want to engage the sector in a similar way. It would undoubtedly assist the Home Office in planning this work if members were able to identify priority areas in terms of importance or timing that they should focus on as part of their implementation work. It would also be helpful in steering future LGA work if members could also identify areas where the LGA could assist FRAs in implementing the legislation.

22. Members are asked to:

- 22.1. Note the latest amendments to the Policing and Crime Bill;
- 22.2. Discuss with the Director of Fire and Resilience the Home Office's plans for implementation of the legislation once it receives Royal Assent; and
- 22.3. Identify any areas where they believe the Home Office and the LGA should focus on to support fire and rescue authorities implement the legislation.





## Note of last Fire Services Management Committee meeting

**Title:** Fire Services Management Committee  
**Date:** Friday 25 November 2016  
**Venue:** Rooms A&B, Ground Floor, Layden House, 76-86 Turnmill Street, London, EC1M 5LG

### Attendance

An attendance list is attached as **Appendix A** to this note

Item	Decisions and actions	Action
<b>1</b>	<b>Declarations of Interest</b>	
	There were no declarations of interest.	
<b>2</b>	<b>Fire Inspectorate</b>	
	<p>The Chair introduced Zoë Billingham, Her Majesty’s Inspector of Constabulary (HMIC), who had been invited to the Committee to update Members on HMIC’s work on scoping options on how fire inspection could be delivered. It was explained that the Home Office was currently working up proposals and costings for what the inspectorate would look like. HMIC had submitted proposals to the Home Office, and another bidder was also believed to be preparing proposals.</p> <p>As part of her presentation, the Inspector of Constabulary raised the following points:</p> <ul style="list-style-type: none"> <li>• Should HMIC be successful in taking forward the inspection of the fire service they would work with the service to develop an approach which was complimentary with what was already in place. It was not the intention to add burdens to the service, but to increase transparency and help people to understand the organisation.</li> <li>• For fire inspections HMIC would significantly adapt the inspection process already in place for the police. They had consulted on their proposals with a wide range of organisations including the LGA, the Home Office, CFOA, the Association of Police and Crime Commissioners, the RBU, and the Chief Inspector of the Fire Service in Scotland. It was anticipated that the inspection</li> </ul>	

methodology would be simple, with clear guiding principles. Inspections would not be unannounced, and would be undertaken in a low impact way.

- The inspection model would be piloted extensively prior to full implementation to ensure it was working well. A programme of inspections for all fire authorities would then be set. It was envisaged that there would still be a role for the peer challenge process, which focussed on promoting improvement in the service.
- A number of headline questions for the inspection, along with diagnostic sub-questions, would be developed, alongside criteria for judgement. In some areas there were no written standards, so the Inspectorate would work with the service to set criteria and benchmarks. The geography of the various locations would be taken into account, and the expertise of particular FRAs would be taken into account as part of the inspection.
- Particular areas which would be considered as part of inspections would be efficiency and effectiveness of the service. Inspectors would consider the FRA's effectiveness of protection, prevention, emergency response, and ability to respond to national risks and emergencies. They would also look at ability to meet future demands, resource management, and operational leadership. The leadership of the service would be inspected on values and culture, capability, training, fairness and diversity, and development of leadership for the future.

In the discussion which followed Members raised the following points:

- Members generally welcomed the Inspector's comments and agreed that the sector would benefit from an independent inspectorate. They also welcomed comments that the inspections would be undertaken in as low impact a manner as possible, with FRAs having prior knowledge of when an inspection would take place. However they questioned whether the inspections would in fact be as low-impact as suggested.
- It was suggested that a week inspection of a FRA not be undertaken in 5 consecutive days, as this could present issues for service delivery.
- In response to a question the Inspector explained that HMIC planned to undertake 15 inspections every 6 months. Timetables were still being considered, but it was anticipated that baseline inspections would be undertaken twice over a four year period, and following that inspections would be risk-based and proportionate. An annual report, or various thematic reports, would be written following the first 15 inspections.
- It was confirmed that the Home Office would be funding the



inspectorate, and had commissioned HMIC to provide costed options. A decision on the chosen inspectorate would be made early in the new year, and they would then be asked to engage with the sector and pilot models.

- In response to a question the Inspector conformed that HMIC were proposing some thematic inspections to run in parallel with the programme of individual service inspections.
- The make-up of the inspection teams had not been decided, but it was hoped that they would draw heavily on experience from the sector, and potentially police inspection officers could be used for fire inspections.
- It was suggested that diversity was an issue in the service, and inspections should have particular focus on that issue.

### Decision

The Committee:

1. **Noted** the LGA's ongoing engagement with the Home Office around the design and creation of the fire inspectorate; and
2. **Noted** the work within the LGA led by the Fire Peer Challenge Working Group to consider the future role and shape of Operational Assessment and Fire Peer Challenge.

### Action

Officers to notify Members when a decision on the delivery of the fire inspectorate had been made by the Home Office.

## 3 Fire Reform - Professional Standards Update

Dave Curry, Chief Fire Officer of Hampshire and the Isle of Wight Fire Service, introduced the report and explained that CFOA had commissioned him to lead work on the development of a coherent and comprehensive set of professional standards for the Fire sector.

As part of his presentation, the Chief Fire Officer raised the following points:

- An important part of the work was to re-write the National Framework document. There should be a requirement to have due regard to a national standards framework, whereas currently some Fire and Rescue Services (FRSs) had bespoke local arrangements. The work on the National Framework was being undertaken jointly with Daniel Greaves, Director of Fire and Resilience at the Home Office.

- A National Framework of professional standards would link with the work of the Fire Inspectorate when it was established, in order for the Inspectorate to judge what was good and what required improvement.
- CFOA were working jointly with a range of partners, including those with experience of other professional bodies, to strengthen the core of the profession and ensure that standards were consistently applied. There should be reasonable expectation of consistency guaranteed across the country through the use of professional frameworks and occupational standards.
- There was an ongoing dialogue through an Independent Standards Body working group on how Independent Standards should be governed, and the LGA, the Home Office and devolved administrations would have key roles in establishing individual and occupational standards.
- The working group was looking to create a set of benchmarking standards which could be adapted and added to over time. Certain standards, such as response times, would not be amended and others, such as the number of pumps which were dispatched to a call, would remain as local decisions. The group were currently exploring different models.
- Regarding timescales, it was anticipated that the standards body would be in place to pilot arrangements by April 2017, with full implementation by April 2018.

In the discussion which followed Members raised the following points:

- In response to a question on leadership programmes, the Chief Fire Officer confirmed that all prospective Chief Fire Officers would have to complete a leadership course prior to taking command. The Police and Fire leadership programmes would connect for the first time in 2017.
- Members supported the view that training should be consistent across all FRAs in the country. Training was delivered in different ways across the service, but the National Framework should ensure that there was a set standard of training.
- Members agreed that the implementation of an Independent Standards body was vital for the service. It was suggested that the LGA, through the FSMC, be represented on the standards governance group.
- In response to a question the Chief Fire Officer confirmed that there should be entrance assessment standards for full time and retained firefighters. This would then link into improvement standards and career progression to make sure the service had

the best personnel at every level.

- It was suggested that the governance group could start to look at standards for Fire Authority Members as part of their work.

#### **Decision**

The Committee:

1. **Noted** the commitment to develop 'Professional Standards' from the Home Secretary in the Fire Reform Programme;
2. **Noted** the developments made by the working group to inform the future direction on the establishment of a professional standards body; and
3. **Requested** that the FSMC be represented on the standards governance group.

#### **4 The Thomas Report - Conditions of Service for Fire and Rescue Staff in England**

The Chair introduced Adrian Thomas, whose report into the conditions of service for Fire and Rescue staff in England had been published in early November 2016. Mr Thomas invited Members to ask questions on the recommendations he had made in the report.

In the discussion which followed, Members raised the following points:

- In response to a question on recommendation 19, that the National Joint Council (NJC) should consider operating regionally to reflect the requirements of the different fire authorities whilst retaining a national umbrella with respect to basic pay, Mr Thomas explained that he had not commented on how this should be implemented. He also commented on the range of local variations on the national provisions in the Grey Book, and that he had recommended that the Grey Book be slimmed down to allow even more local flexibility.
- In respect of recommendation 20 which suggested greater involvement of ACAS in local dispute resolution, a number of members highlighted the success of the NJC's joint conciliation process, which was greater than their experiences of ACAS.
- In response to a question on recommendation 27, that legislation should be brought forward to provide employment protection to firefighters employed on the Retained Duty System, Mr Thomas highlighted that he had received a lot of feedback that local employers were negative about staff becoming retained firefighters. It would be preferable for the fire service to work closer with local employers to come to a positive outcome in a non-legislative way. It was suggested that the fire service could liaise

with the Ministry of Defence to ask how they worked with local employers regarding reservists.

- Regarding recommendation 30, that fire authorities should keep the number and level of commitment of fire authority elected Members under review, Mr Thomas clarified that this was not directed at any one authority, but some had a larger number of Members which created an additional burden on the authority senior management. Authorities should have the ability to review their own oversight arrangements.
- Adrian Thomas highlighted that his most important point was recommendation 45, that where change is common sense it should become common practice. Often neighbouring services operated differently and services should be standardised to improve practice across the sector. The role of FRAs was important to make it easier for change to happen.
- In response to a question on the role on the 21<sup>st</sup> century firefighter, Adrian Thomas explained that non-firefighting roles in the service were in the majority, and a large amount of non-firefighting work was taking place in the community. The sector should examine if shift systems were appropriate, and if geographical location such as living within close proximity to the station were still required for retained firefighters.
- Members agreed that the FSMC should have a lead role in delivering the recommendations related to the LGA in the report, and would be a major influencing factor in work undertaken through the NJC. Adrian Thomas explained that some groups he had spoken to had commented that certain groups felt disenfranchised, so the structure of the NJC should be reviewed by the Independent Chair. Members requested that a report on reform of the NJC be considered at the next meeting.

## Decisions

The Committee:

1. **Noted** the publication of the review;
2. **Agreed** that where possible the LGA should coordinate its response to the Review with other bodies and organisations in the sector as well as other partners; and
3. **Agreed** that a report on reform of the NJC should be considered at the next meeting of FSMC in January 2017.

## Action

Report on reform of the NJC to be brought to the next meeting as requested.

## **5 Fire Services Management Committee Update Paper**

The Chair introduced the report which provided updates on issues of interest which were not included elsewhere on the agenda.

The following points were raised as part of the discussion:

- Daniel Greaves, Director of Fire and Resilience at the Home Office, informed Members that the Police and Crime Bill was likely to receive Royal Assent in mid-January 2017. Amendments to the Bill had today been laid before the House, and he urged Members to look at those which related to discussions which had taken place at the meeting.
- Members suggested it would be useful for members to submit stories for inclusion in the Update Paper prior to publication of the agenda so that additional work which Members had undertaken could be added. Some Members also suggested that the Lead Members of the Committee should have more input into the agenda planning process.

### **Decision**

The Committee **noted** the updates provided in the report.

### **Action**

Members to be asked for contributions to the Update Paper in advance of agenda publication to add in additional updates and information.

## **6 Outside Bodies - Oral Update from Members (a maximum of 2 minutes each)**

Members who represented the Committee on outside bodies updated the Committee on meetings that they had attended.

Cllr Simon Spencer informed the Committee that the CFOA RDS and Operational Training Working Group were looking at issues which had been identified in Adrian Thomas' review of conditions of service. Programmes were in place and services across the country were contributing to a campaign on RDS.

The Chair highlighted that he had attended a presentation by London Fire Brigade on a large exercise they had recently undertaken on response to a large building collapse.

### **Decision**

The Committee **noted** the updates provided by Members.

**7 Minutes of the Previous Meeting**

**Decision**

The Committee **agreed** the minutes of the previous meeting held on 23 September 2016.

**Appendix A -Attendance**

Position/Role	Councillor	Authority
Chairman	Cllr Jeremy Hilton	Gloucestershire County Council
Vice-Chairman	Cllr Philip Howson	East Sussex Fire Authority
Deputy-chairman	Cllr Rebecca Knox	Dorset and Wiltshire Fire and Rescue Service
Members	Cllr John Bell	Greater Manchester Fire and Rescue Authority
	Cllr Nick Chard	Kent and Medway Fire and Rescue Authority
	Cllr Mark Healey MBE	Devon and Somerset Fire and Rescue Authority
	Cllr Simon Spencer	Derbyshire Fire and Rescue Authority
	Ms Fiona Twycross	London Fire and Emergency Planning Authority (LFEPA)
	Cllr Darrell Pulk	Nottinghamshire and City of Nottingham Fire and Rescue Authority
	Cllr Michele Hodgson	County Durham and Darlington Fire & Rescue Authority
	Cllr John Edwards	West Midlands Fire and Rescue Authority
Apologies	Cllr Peter Jackson	Northumberland Council
	Cllr David Acton	Greater Manchester Fire and Rescue Authority
	Cllr Thomas Wright	Tyne and Wear Fire and Rescue Authority







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## **NJC Reform: The Thomas Review – potential approaches to a review of terms and conditions**

### **Purpose**

To update the Fire Services Management Committee on matters regarding the Thomas Review, in particular potential approaches to changes to terms and conditions.

### **Summary**

This paper is for information and summarises the approaches that could be taken to identifying an employer position with regard to reviewing the national framework of conditions of service within the sector. That review will be steered by the Employers' Side of the National Joint Council.

### **Recommendation**

Fire Services Management Committee Members are asked to note the issues set out in the paper.

### **Action**

Officers to note members' comments and reviews and to take action accordingly, including making the Employers' Side of the NJC aware of views expressed at its meeting in February.

**Contact officer:** Simon Pannell  
**Position:** Principal Adviser (Employment & Negotiations)  
**Phone no:** 020 7664 6188  
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## **NJC Reform: The Thomas Review – potential approaches to a review of terms and conditions**

### **Background**

1. The Department for Communities and Local Government (DCLG) commissioned Adrian Thomas in the summer of 2014, at least partially in response to views expressed by Sir Ken Knight in his earlier '*Facing the Future*' Review. He had highlighted a number of areas in the fire service which he felt could be reformed, arguing that the conditions of service of firefighters could be an actual or perceived barrier to change although he also recognised that there could be political or management self-limitation at local level.
2. The Thomas review was published in November 2016. A report was provided to FSMC in November that looked at the whole review and it was agreed that a further report would be produced to look at the specific issue of conditions of service which was one key them of the review (the others being: the working environment; industrial relations, retained duty system; and management of the fire and rescue service).
3. The full review can be found [here](#). Priorities and recommendations relating to the areas covered in this report are attached as an appendix to this report, although this report does not seek to address them all individually.

### **Governance on terms and conditions and the scope of Adrian Thomas's remit**

4. Mr Thomas's remit specifically covered England. He acknowledged that the National Joint Council (NJC) membership covers the whole of the UK. Recommendations on the NJC itself cannot be viewed in isolation from issues relating to conditions of service, as those are also UK-wide in application.
5. The Employers' Side of the NJC includes 10 LGA representatives<sup>1</sup>. It should be noted that the next meeting of the National Employers will be immediately prior to the NJC on 14 February. All members of the Employers' Side are responsible for taking wider political soundings on significant issues that come up at the NJC, as referenced in the role profile. There will need to be wider consideration of what consultation mechanisms would be appropriate for determining (and if necessary adjusting) an employers' position on what potentially could be fundamental changes to the national conditions of service framework. As is the normal practice, seeking views through both FMSC and the Fire Commission could be part of the process and the overlap in Employers' Side and FSMC memberships

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<sup>1</sup> Cllrs Chard, Knox, Malin and Spencer (Conservative), Cllrs Allan, Pulk, Timoney and Assembly Member Twycross (Labour), Cllr Hilton (LD) and Cllr Van den Hende (Ind)

assists with this. Noting Adrian Thomas' comments about some in the sector having concerns that their voices were not heard by the NJC, an approach involving regional meetings with FRAs could be considered.

6. Constitutionally, the Employers' Side's Advisory Forum is required to make recommendations on issues that come before the Employers' Side of the NJC. The Advisory Forum includes a mix of fourteen Chiefs, human resources, finance and legal professionals from a (UK-wide) range of different types of services. Ten of the fourteen were nominated by the LGA. It is suggested that if the FSMC wants to inform the position it takes on the approach to the review of terms and conditions, then the LGA-nominated representatives on the Advisory Forum should be asked to establish a task and finish group, meeting no-more than three times and reporting in time for the Fire Conference at the start of March. This task and finish group would be used to support the development of an LGA position in more detail, with three elected members from the LGA's representatives on the Employers' Side of the NJC participating in the task and finish group. The position developed in the task and finish group would in turn inform the approach of LGA representatives on the Employers' Side of the NJC and ultimately consideration by the full Employers' Side. The development of any formal Employers' Side position would in any case constitutionally be informed by consideration by the full Advisory Forum. Use of largely the same advisers would ensure consistency of approach.

**Conditions of service and industrial relations issues raised by Thomas**

7. Many of the recommendations relate to either slimming down national conditions of service, or in the case of senior management abolishing national provisions (the Gold Book). It is not clear where he sees the appropriate level for the determination of core contractual issues such as basic leave entitlement and occupational maternity and sick pay for the Grey Book workforce. For the purpose of this report it is assumed that they would be likely to remain part of core national provisions as is the case with local government staff.
8. The existing national conditions are collective agreements and can of course be varied by agreement of both sides. In the absence of such agreement then a decision by either side to 'walk away' from such agreements has no effect on key terms and conditions which are in any case incorporated into an employee's contract. All such provisions would remain in place until they could be re-negotiated at local level. Ultimately an employer can seek to change terms without agreement, but this can have significant employee relations consequences.
9. Thomas recommends that the NJC should still determine basic pay, albeit with a suggestion for greater local variation on total pay, possibly with the NJC 'acting regionally'. It is not clear how he envisages such an arrangement/structure working, or what the advantages are. For example, it could, mean clusters of services seeking to negotiate through regional joint bodies, possibly involving a core of NJC members, plus additional representation from within the cluster of services.

10. In the industrial relations section he also recommends the abolition of both the Technical Advisory Panel and Resolution Advisory Panel and going instead to Advisory, Conciliation and Arbitration Service (ACAS) when any external assistance is needed to resolve such local disputes. It is unclear what he perceives as the advantage. Reference to ACAS is an option available to FRAs already, but very little used. Both of these are nationally agreed procedures which have no direct impact on the contract of individual employees. Should a collective agreement not be possible on either abolishing (or amending) these processes, then the Employers' Side could choose to indicate that it would no longer be bound by the agreements. Before taking this step consideration would be given to balancing the benefit of doing so with the potential negative impact on employee relations.
11. It is too early for the national employers to have determined a position on the detail of any potential reform to the national pay and conditions framework and that position will be informed by the views of individual services. It meets next month. However it would be useful to examine what the structural options could look like from an LGA perspective. The purpose of the illustrative examples below is merely to begin a debate about this and should not be read as a set view on the where specific terms and conditions should be set, or that there are no other models that could be identified.

### **Model 1 – Broadly mirror the structure of the Green Book**

12. The Green Book covers Local Government Services staff in councils and in most cases non Grey/Gold Book employees in the fire service. It was created in 1997 to reflect the national single status agreement. Its 4 sections are:
  - 12.1. Constitutional provisions
  - 12.2. Core national conditions
  - 12.3. Other national conditions that can be varied by local agreement
  - 12.4. Joint advice
13. For the purposes of this report Parts 2 and 3 are most relevant. The core provisions (Part 2) relate to issues such as a pay spine, the hours in a standard working week, a sick pay scheme, a maternity scheme and (minimum) annual leave provisions.
14. Under this model the type of issues that could be defined as core in a new Grey Book could (for illustrative purposes) include:
  - 14.1. Basic pay for each role (including under the current pay structure rates for 'development' and 'competent')
  - 14.2. Retained Duty System retainer payments
  - 14.3. The standard number of hours in a working week
  - 14.4. Sick pay
  - 14.5. Annual leave entitlement
  - 14.6. Maternity (plus other adoption, parental and maternity support provisions)

- 14.7. Discipline
  - 14.8. Car allowances
15. All other elements of terms and conditions that would normally be viewed as contractual would be listed separately and the national agreement would clearly state that these could be amended by local collective agreement. This could potentially include the rolemaps albeit that each is generic in nature and should in any case now be supported by locally devised job descriptions, which will have local contractual implications. In the Green Book these largely reflect the arrangements for things such as overtime, weekend working, night rates, shift rates etc. that had been in place nationally under previous arrangements. Grey Book provisions for shift arrangements are exactly that, although it also includes some simple principles for making any changes to the pre-existing arrangements.
16. Under this structure it would be possible to add either principles or a framework through which local change could be achieved, or to stay silent on it. If such a model were to be considered then the extent of any additional framework would be something that could be teased out through seeking the views of FRAs.
17. Adrian Thomas made several references to the length of the Grey Book and the opportunity to move some elements into an employee handbook. He possibly underestimated the extent to which some of these issues could still be contractual, regardless of where they sit. However in the Green Book, Part 4 does gather together joint non-mandatory guidance on a range of issue such as job evaluation, equal pay and health and safety. In a 'new' Grey Book context this could include any issues on which both sides are content with there being joint national guidance. For example, it is possible that the firefighter fitness guidance produced last year would go here, as would guidance issued through the NJC-led Inclusive Fire Service Group and that on industrial relations. In terms of non-mandatory guidance it is likely that there is still a consensus among employers that there is a value in doing certain things once rather than in each service, which would accord with the view of the Thomas Review on a number of other issues.

**Model 2 - A short core set of terms and conditions**

18. This model could reflect the same items as listed in paragraph 14 above as being core conditions. However it would be accompanied by a simple statement that indicated that all other terms and conditions were to be determined locally.
19. On both of these options changes at local level would still require local negotiation to achieve a collective agreement. Failing that, individual services who wished to achieve change would need to look at seeking the agreement of individuals to vary the contract or to dismiss employees and offer re-engagement on new terms. Such an approach is likely to have significant employee relations implications.

**Model 3 - A short core set of terms and conditions with a local consultation clause**

20. This would be similar to Model 2, but would be accompanied by clauses that provided for change to be implemented unilaterally by management at local level subject to certain criteria, timescales or protection arrangements being met. A variation of this option could be to include more elements within the 'core' national conditions section than under the other models to balance the greater flexibility provided to employers. Either variation of this option would enable change to be made without a collective agreement at local level. It is included as it is technically possible to construct a joint national agreement to provide for this. To minimise the risk of legal challenge when changes were being proposed locally, such a flexibility clause would still need to be exercised reasonably and if this approach were to be considered for the national agreement there would be a need for specific legal advice to be taken. However, it should be stressed that it is difficult to imagine a set of circumstances within current financial constraints that would lead the Employees' Side to agree to such an arrangement.

**Other issues**

21. It is possible that after consultation with FRAs there is not a consensus that all specific elements of the reform proposed by Thomas should form part of a revised national framework. It is also possible that there might be conditions of service issues on which the Thomas Review is silent which FRAs would like the Employers' Side to pursue.
22. If reframing the balance between nationally and locally determined terms and conditions in the current financial climate proves after full consideration to be attractive to FRAs, a key question will be how can it be done in a way that makes a collective agreement on it possible?
23. Regardless of what approach is taken to developing an employer position, national change cannot be achieved through the NJC without a collective agreement. Both the statements made by the FBU concerning the Thomas Review and the lack of obvious levers for the employers indicate that this will not be an easy task.

**Potential consequences of being unable to achieve reform nationally**

24. Individual services that were unhappy with the status quo being maintained could choose to introduce, across the individual service, terms and conditions different to the NJC provisions, including basic pay. They would still be faced initially with the challenge of seeking to reach a collective agreement to achieve this change

25. Alternatively as mentioned by Adrian Thomas the Secretary of State for DCLG could use powers within Section 32 of the Fire Services Act 2004 to create negotiating bodies which presumably could include a pay review body type approach. This outcome has risks for both employers who would lose ultimate control over outcomes and for the unions who potentially could see a reduction in the scope for collective bargaining.

### **The Gold Book**

26. This report is primarily about approaches that could be taken to the reform of the Grey Book. However, as mentioned earlier, Adrian Thomas also proposed that the national conditions of service for Brigade Managers be abolished (recommendation 42). The Review suggested that there was little evidence that this set of terms and conditions is used by services. The purpose of this report is not to refute his conclusion regarding the future of this particular set of national conditions. However, it should be pointed out that the most recent LGA survey in 2015 indicated that 52 per cent of services (26) still applied Gold Book pay, terms and conditions set through the NJC for Brigade Managers. An increase of 4 on the previous survey in 2012. With the exception of two services all others chose to pay above the national minimum pay rate.
27. In addition to pay the NJC for Brigade Managers has provisions covering (for example):
- 27.1. Sick pay
  - 27.2. Leave
  - 27.3. Pecuniary interest
  - 27.4. Discipline and grievance
  - 27.5. Performance appraisal
  - 27.6. Guidance on local salary structures
28. Some of these are specific and contractual (e.g. sick pay) and others more general (e.g. the need to establish local arrangements for discipline, grievance, performance appraisal etc.). Also, there is a general proviso that where terms and conditions are not covered by the Gold Book, they should be no less favourable than those applied to an Area Manager under the Grey Book.
29. In some ways this recommendation is 'simpler' than those relating to Grey Book, as it relates to abolishing a national framework, rather than the making changes to it. Although the same context would apply in relation to individual contracts i.e. any provisions that are currently those set nationally would continue to apply until re-negotiated locally. Discussion would also be required with the Association of Principal Fire Officers (now part of Prospect) initially to identify whether it would also wish to see such change.



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30. It is intended that the national employers will seek the views of services on whether they would support a move away from the current national framework. Assuming that there was support to this, consideration would need to be given as to whether there should be jointly (with the Association of Principal Fire Officers) agreed guidance on the process for moving towards contracts that are entirely agreed locally.
31. It would be intended that the pay survey on Brigade Managers that is currently carried out to support national pay negotiations would still be carried out to support local pay processes. It should be noted that Adrian Thomas recommended “the introduction of a more sophisticated job evaluation programme...which allows inter authority comparisons”, as part of the move from national to local arrangements. It is likely that in some county services the senior management of the fire service is already paid on the basis of the job evaluation arrangements that are in place across the council.

**Next steps**

32. Members are asked to:
  - 32.1. Discuss and comment on the proposed models for a potential review of the national framework for conditions of service
  - 32.2. Discuss and comment on the potential approaches to consulting fire services.
  - 32.3. Note the role of the Advisory Forum (see paragraph 6) and agree that LGA-nominated members of the Forum are asked to establish a task and finish group to inform the development of an FSMC view on a review of terms and conditions and that three elected members from the LGA’s representatives on the Employers’ Side of the NJC participate in the task and finish group.
  - 32.4. Note that the issues contained in this report will be discussed by the Employers’ Slide of the NJC at its meeting on 14 February and that today’s debate will inform LGA representatives’ approach in those discussions.

**Financial implications**

33. The significant majority of Fire Service spending is on pay and other conditions of service. Therefore any adjustments to these arrangements will have financial implications, even if there is no change to the overall financial envelope.





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**Implications for Wales**

34. As stated earlier, the remit of Adrian Thomas' review covered England only. However the NJC framework of condition of service is UK-wide. This report addresses how the FSMC could develop a view on potential reforms to that framework. That view will subsequently inform discussions both within the Advisory Forum and the full Employers' Side, both of which have representatives from Wales, as well as Scotland and Northern Ireland.





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**APPENDIX A**

**Extracts from Thomas review**

*These extracts are from the executive summary and comprise the priorities and specific recommendations that are directly relevant to this report. The original numbering has been maintained.*

**Priorities**

III. Conditions of service are currently documented in the Green, Grey and Gold books. My review makes no recommendation as to the Green Book. However, I find very little value in capturing conditions of service in the **Gold and Grey Books**. I found the Gold Book to be redundant, unread and unused in virtually every authority I visited or which responded to my questionnaire. I recommend that the Gold Book is discontinued and that the employers and representative bodies implement this recommendation as soon as is reasonably practicable. The Grey Book is held by fire fighters as a key foundation or anchor for their conditions of service, even though in most fire and rescue services there are local derivations away from the national provisions contained within it. Employers repeatedly pointed out to me either that the Grey Book was a barrier to alignment of conditions of service with local delivery or that they had managed to change locally the conditions of service despite the Grey Book. Either way it appears to me that the Grey Book should be slimmed down. Consideration should be given by the employers, in consultation with representative bodies, as to replacing the Grey Book with a contract of employment at the local level, supported by an employee handbook. Base Pay (see section on training) should remain national but all other conditions of service should have a more regional/local flavour and I recommend that the national joint council takes action to explore how such a system could operate in practical terms.

IV. The description of **role maps and duty systems** in the Grey Book creates inflexibility in the deployment of fire fighters in support of the local Integrated Risk Management Plan. Roles maps are too restrictive and duty systems within the Grey Book in many fires and rescue services do not reflect the changing activity from response to prevention. Both the list of role maps and the pre-determined duty systems should be removed from the Grey Book by the employers, in consultation with representative bodies.

**Recommendations**

**Documented conditions of service (section 5)**

13. Slim down and modernise the Grey Book, removing duty systems and reference to role maps and national occupational standards and replace with contracts of employment.
14. Minimum night time shift hours should be removed from the Grey Book



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15. Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should be resolved locally without resort to the national advisory panels.

16. The national employers, government and employee representatives should, in support of establishing a changed culture (as detailed earlier), meet and agree a re-defined national joint protocol on industrial relations.

17. The ability to compulsorily move an individual from the flexible duty system should be introduced.

**• Industrial relations (section 6)**

18. The National Joint Council should be retained for the purposes of national pay bargaining for basic pay whilst reforming itself to represent employers and employees on a more local basis for all other conditions of service including incremental pay for acquiring competences beyond 'safe to ride'.

19. The National Joint Council should consider operating regionally to reflect the requirements of the different fire authorities whilst retaining a national umbrella with respect to basic pay

20. Remove Technical Advisory Panels and Resolution Advisory Panel and replace with a direct to ACAS approach. Fire and Rescue Authorities are undertaking a significant amount of local negotiation as they agree positions out with the Grey Book locally and this will not significantly increase workload or cost – in fact the Knight review suggested that local negotiations save money.

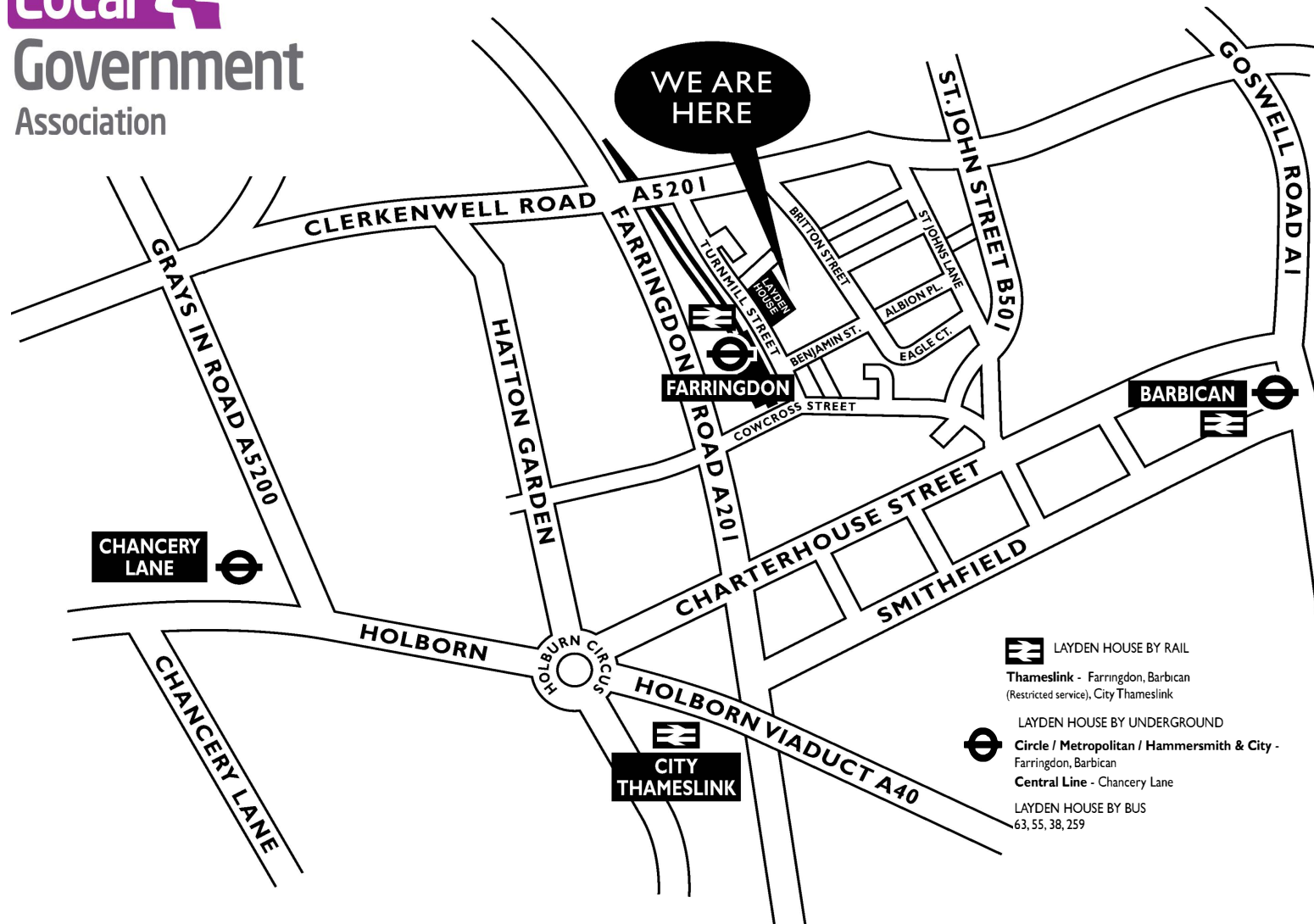
**• Management of the Fire and Rescue service (section 8)**

37. The expectation that all fire fighters attain the same, maximum, level of competency should be removed. The wide and increasing range of roles and activities undertaken by fire fighters calls for a more sophisticated alignment of capability with the activity required in support of the local Integrated Risk Management Plan than can be provided by the view that 'a fire fighter is a fire fighter'.

38. Training and pay should reflect a 'safe to ride' measure – basic core skills and core pay followed by competency based increments as required (which in the event of losing that competency means that the fire fighter retains their job albeit without that competency).

42. The Gold Book (conditions of service for principal officers) should be removed along with that for Brigade Managers. With pay and conditions of service agreed locally subject to the introduction of a more sophisticated job evaluation programme that better reflects job size, role complexity and other duties in a way which allows inter authority comparison.





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*\*The Local Government Association will be based at Layden House whilst refurbishment works take place at Local Government House in Smith Square.*