

# Fire Services Management Committee

## Agenda

Monday, 12 March 2018  
4.00 pm

Rooms 6, 7 and 8,  
The Hilton Hotel, Gateshead, NE8 2AR

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

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This meeting is



Fire Services Management Committee  
12 March 2018

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There will be a meeting of the Fire Services Management Committee at **4.00 pm on Monday, 12 March 2018** The Hilton Hotel, Gateshead.

**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.

**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 the Hilton Hotel, Gateshead is printed on the back cover.

**LGA Contact:**

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## Fire Services Management Committee – Membership 2017/2018

Councillor	Authority
<b>Conservative ( 6)</b>	
Cllr Rebecca Knox (Deputy Chair)	Dorset and Wiltshire Fire and Rescue Service
Cllr Jason Ablewhite	Huntingdonshire District Council
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
<b>Substitutes</b>	
Cllr Tony Hunter	North Hertfordshire District Council
Cllr Roger Reed	South Bucks District Council
<b>Labour ( 6)</b>	
Ms Fiona Twycross AM (Vice-Chair)	London Fire and Emergency Planning Authority (LFEPA)
Cllr David Acton	Trafford Metropolitan Borough Council
Cllr Les Byrom CBE	Merseyside Fire and Rescue Authority
Cllr John Edwards	West Midlands Fire and Rescue Authority
Cllr Judith Hughes	Kirklees Metropolitan Council
Cllr Kevin Dodds	Gateshead Metropolitan Borough Council
<b>Substitutes</b>	
Cllr John Robinson JP	Durham County Council
Cllr Brian Grocock	Nottingham City Council
<b>Liberal Democrat (1)</b>	
Cllr Keith Aspden (Deputy Chair)	North Yorkshire Fire & Rescue Service
<b>Substitutes</b>	
Cllr Stuart Bray	Hinckley & Bosworth Borough Council
<b>Independent ( 1)</b>	
Cllr Ian Stephens (Chair)	Isle of Wight Council

## Fire Service Management Committee - Attendance 2017-2018

	22/9/17	17/11/17	26/1/18
<b>Councillors</b>			
<b>Conservative Group</b>			
Rebecca Knox	No	Yes	Yes
Jason Ablewhite	Yes	No	Yes
John Bell	Yes	Yes	Yes
Nick Chard	Yes	Yes	Yes
Mark Healey MBE	Yes	No	Yes
Simon Spencer	No	Yes	Yes
<b>Labour Group</b>			
Fiona Twycross	Yes	Yes	Yes
David Acton	No	Yes	No
Les Byrom CBE	Yes	Yes	Yes
John Edwards	Yes	Yes	Yes
Judith Hughes	No	Yes	Yes
Thomas Wright	Yes	Yes	Yes
<b>Lib Dem Group</b>			
Keith Aspden	Yes	Yes	Yes
<b>Independent</b>			
Ian Stephens	Yes	Yes	Yes
<b>Substitutes</b>			
Tony Hunter	Yes		
John Robinson JP	Yes		Yes
Roger Reed		Yes	

## Agenda

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### Fire Services Management Committee

Monday 12 March 2018

4.00 pm

The Hilton Hotel, Gateshead

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**Date of Next Meeting:** Friday, 22 June 2018, 11.00 am, Smith Square Rooms  
1&2, 18 Smith Square, London, SW1P 3HZ





# PSB Project Board Meeting

Monday 5 March 2018

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## 1. Introduction

This paper has been produced in order to:

- Summarise the high-level case for the development and continuous improvement of centralised professional standards and good practice within fire and rescue services
- Identify the current position in terms of the availability and quality of standards and good practice in the sector
- Identify the key priorities for action as far as is possible at this time
- Agree a new integrated delivery model, working in partnership with other key stakeholders in the sector
- Establish a new independent Fire Standards Board to be responsible for the oversight of professional standards and good practice and describe its functions
- Identify how development work should be managed, resourced and delivered, through the NFCC's Fire Central Programme Office (CPO)
- Outline the initial steps and work plan for delivery
- Close down the Professional Standards Body project

## 2. Why are professional standards important to the fire and rescue service?

National professional standards are a key component of continuous improvement in any sector. They form a point of focus, against which performance can be measured and further improvement or new requirements be identified. In short, they identify “what good looks like”. They are a **key component of a performance management system**.

Clearly in a localised governance model, such as fire and rescue services, the need to have benchmarks to measure performance against is not new. All services are using a range of different professional standards. Many of these are identified in the attached [Appendix A](#), against broad areas of fire and rescue service duties and responsibilities. Being free to choose the standards from a range available, allows local fire and rescue services to select those that they feel best meet their needs and best address the specific risks in local IRMPs. It could be considered wasteful, though, to separately decide which standards are most appropriate in 45 organisations (in England) that deliver broadly the same service. There are also some areas where no standards are in place at all. It would be of great value to **focus all services on central professional standards to drive efficiency and consistency in this area**.

Having a well-developed suite of professional standards provides a consistent means for each fire and rescue service to measure their achievement against them. This also provides an opportunity for the public to have access to information that will tell them how well their fire and rescue service is performing. To this end, all professional standards need to be open, accessible and **presented in a way that a lay person can understand what is expected, and why, to be able to understand the performance of their service**.

As explained above, central national standards will allow fire and rescue services to share common aspirations and to work on improvement internally. Having such standards available also allows evidence to be gathered by bodies responsible for third party assurance, such as Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS). **This will enable inspection to be focused upon independent expectations of the sector.** In turn, this allows those responsible for performance in each service to be **held to account for the delivery of sector wide standards.**

## 2.1. What is meant by a professional standard?

Fire and rescue services do not sit in isolation from other sectors. Many aspects of professional service delivery rely on functions that support the provision of specific fire related services (prevention, protection, response), these include Strategic Management, Human Resource Management, Legal Services, Procurement, Finance, Training and Development and Information Communication Technology. These functions have their own frameworks of standards. It is not the intention to replicate these supporting standards or develop "fire specific" versions of them.

It might be that there are some standards that fire and rescue services should align to (such as leadership standards) which will draw upon standards already established more widely. It may also be appropriate to draw attention to, or map across to these areas, but not to seek to change them, or comment on their quality, as they are not the sole responsibility of the fire and rescue service. It would, however, be appropriate for the Fire Standards Board to assess the extent to which standards set by other bodies (such as CIPD) should be adapted for use within the fire and rescue service context.

The scope of the standards that will be mapped, categorised and, where necessary, developed, will be those that relate to functions that are **directly applicable to fire and rescue services.** The broad areas that these apply to will include:

- Strategic deployment of fire and rescue service resources based on risk
- Prevention of fires and other emergencies
- Protection of people and property from fires and other emergencies
- Response to fire and other emergencies
- Business continuity and resilience to fires and other emergencies
- Workforce development within fire and rescue services (including professionalism, diversity and culture)

Clearly, such standards are applied at a number of levels, namely;

- Organisational (expectations of good practice that require contributions from different parts of the organisation).
- Functional (expectations of particular specialisms within each organisation)
- Individual (expectations of individuals carrying out specific roles).

In the majority of sectors, professional standards are considered to be the collective of a range of “products” which support the respective profession. These products are generally linked and include, but are not limited to:

- codes of practice
- guidance and support
- a national curriculum or career pathway for those working and looking to progress in the profession including role profiles, occupational standards and associated qualifications or accreditations

Standards that relate to the specification or use of equipment are not regarded as “professional standards” and therefore sit outside the scope of this report and the governance arrangement proposed below. These standards apply to professionals at all levels within fire and rescue services.

### **3. Workforce Development**

#### **3.1. NFCC People Strategy key components**

The NFCC have placed emphasis on these key aims within their People Strategy and this is forming the basis for a delivery programme, of which standards could be a part. The programmes aspirations are to:

- Strengthen leadership and line management to support organisational change and improved community outcomes
- Develop cultural values, ethics and behaviours which make the fire and rescue service a great place to work
- Provide ways of working that are able to respond to service needs
- Provide excellent training and education to ensure continuous improvement of services to the public
- Continue to support the health and well-being of all of our people
- Strengthen our ability to provide good service by diversifying our staff and creating a fair and equal place to work

#### **3.2. Career pathways and development**

Ensuring that standards are in place for the selection, training, development, progression and support of professionals throughout the service is essential as it is the performance of people with the right ability, personal qualities, skills and knowledge at all levels of the service that will lead to high quality service delivery.

Services already have access to a “Fire Professional Framework (FPF)” that acts as a reference point for some of the standards and qualifications, including National Occupational Standards. Further developing this framework so that components of it can be drawn upon by professionals in different disciplines and roles will be an important part of standards development work.

## 4. What standards currently exist?

The PSB project team have conducted a survey of all fire and rescue services in England. This maps standards and documented good practice currently used against the functional areas outlined above. The outputs of this work are shown in [Appendix A](#).

Most fire and rescue services point to professional standards that are drawn from other sectors. Very few identify standards that have been developed within the service. Where service specific standards are in place, such as NOG, there is already widespread use of them, which tends to suggest there will be an appetite for more when they are developed and made accessible. Use of available national standards will be a requirement within the new National Framework.

## 5. What are the key gaps?

The observations made in [Appendix A](#) are helpful in identifying where standards exist, or are commonly used. This does not reveal the full picture, though. Many recognised standards and benchmarks have become out of date or may not be of the quality that the sector would wish.

Specific examples of this include the use of Personal Qualities and Attributes (including leadership attributes) that were initially created as a part of the Integrated Personal Development System which date back to 2003. Other services mentioned using City and Guilds as a basis for qualifications for their staff. The appropriateness and quality of these is unknown.

Another example is that a number of services use the examinations of the Institution of Fire Engineers (IFE) at different levels to qualify their staff in professional/technical matters. These qualifications are generally regarded as being of high quality and relevant to professionals in the service. Although the IFE has affiliations with other educational bodies, there has been no specific sector-wide assurance of the appropriateness of these qualifications. Giving such assurance would be to the benefit of both the IFE and the sector.

The following is a summary of some of the other views expressed by fire and rescue services in response to the survey about standards, in general:

- A consistent understanding of what constitutes a “standard” needs to be fostered along with how they may best be accessed and used.
- The availability and use of a common suite of standards would improve efficiency and consistency.
- Professional standards need to be reviewed, modernised and made easily and openly accessible.
- A national picture of “what good looks like” is needed to replace a wide variety of standards generated by individual services.
- A central governance arrangement, comprising key stakeholders is needed to take oversight and “own” services’ standards.

- The development of professional standards need to be integrated with other work in creating good practice and not stand in isolation.

A summary of the key gaps will point to initial priorities within an initial work plan ([Appendix B](#)). This work is at high level and is not complete. The new independent board will prioritise future work through an approach that takes account of the needs of the sector and the following considerations:

- Known areas of underdeveloped and inconsistent standards identified through the PSB project team's research. ([Appendix A](#)).
- Relevance to and potential to support the fire reform agenda.
- Current areas of public concern and scrutiny, including the conclusions of the Hackitt review and the recommendations of the public enquiry into the Grenfell Tower fire.
- Ongoing feedback as standards are reviewed and developed, including from HMICFRS.

Looking at these drivers, much work needs to be done, but there are some clear places where a start needs to be made, which are outlined below.

**Recommendation 1 – The need for the development and improvement of standards in the fire and rescue service is agreed.**

## 5.1. Leadership

Leadership is key to all aspects of change. The Government's fire reform agenda identifies three pillars; **efficiency and collaboration**; **accountability and transparency**; and **workforce reform** as areas for development. Developing leadership attributes across the sector will have a positive impact upon delivering against this agenda.

The response to the Hackitt review and the upcoming recommendations from the Inquiry into the Grenfell Tower fire may require changes to working practices across the services. These may require closer collaboration between services and other organisations with an interest in building safety.

There is also a clear need to continue to change the culture of the fire and rescue service to make it more diverse and welcoming of difference. High quality leadership will be needed to deliver all of the change that is desired.

From analysis of the PSB project team data, there is a lack of collective understanding and application of leadership standards in the fire and rescue service ([Appendix A](#)). When asked about standards in this area, some services conflate leadership of the organisation, including strategic leadership of change, with leadership of operational incidents (incident command).

Services can identify standards that are being used in both areas. In terms of organisational leadership, standards from the [Chartered Management Institute](#) (CMI) are identified as being in use, along with the [Institute of Leadership and Management](#) (ILM). In the development of leadership standards for fire and rescue services, the work proposed on a leadership model in the

NFCC People Strategy references these standards as a starting point to create specific expectations of fire and rescue service leaders at different levels.

As part of the development of leadership standards for fire and rescue services, it will be important to consider the development of a clear set of leadership values, alongside a more general code of ethics for all staff that will exemplify expected behaviour within the service.

In developing its leaders, the service has used bespoke training courses which represent a recognised qualification. The Executive Leadership Programme (ELP) is an example of this. Whilst the content and style of such programmes undoubtedly helps with the development of some individuals, it may not suit all or be the only way that leaders can be developed.

It is considered that the approach to selecting and developing leaders can be developed through the setting of appropriate expectations and desired outcomes (leadership standards), not by developing a single channel process through which individuals have to pass. In this way, the means by which leaders achieve those standards can be much more diverse. This will open opportunities to people who have achieved the standards through work in other industries and sectors, or through other learning and development routes.

It is also very difficult to address the current imbalance of diversity in services if the road to development is routed exclusively from within the service. As the current population of the service is predominantly white men, an internal selection and development system based on the operational leadership rank structure perpetuates this.

Cultural change can be delivered through leaders working to a set of clear values and ethics. This is one of the most difficult areas for the standards board to tackle. The drafting of worthy values and a framework of ethical behaviour that reflect a caring, supportive culture that invests in its staff, works in partnership with them and cares for their wellbeing is a relatively easy part of what needs to be done. However, implementation across 45 fire and rescue authorities with a range of different governance arrangements may present significant challenges.

This is an area where careful consideration will need to be given to the benefits realisation aspects of the work. How desired changes are delivered, monitored and measured will be a longer-term consideration of this work that may require significant investment. It will clearly involve close partnership working with HMICFRS.

Included in the work on culture there will need to be clear standards relating to the management of bullying and harassment, clear support to staff wellbeing and support in managing complaints and supporting whistle-blowing.

A further key area in driving change in fire and rescue services is the management of industrial relations. There is currently a protocol which is agreed and updated through the NJC. Dispute resolution mechanisms are also facilitated through the NJC along with some training for fire services.

Through the proposed leadership framework the service will need to ensure that managers are recruited and trained to understand how to create a positive industrial relations environment and the specific skills of negotiation and consultation. Alongside these specifics we also need to create environments which are supporting staff to be involved in decision making and move decisions to the right level.

**Recommendation 2: Consistent leadership standards for fire and rescue services (including values and a code of ethics) are developed.**

## 5.2. Risk Based Planning

All fire and rescue services in the UK, assess community risks and develop plans to address those risks. In England this is Integrated Risk Management Planning (IRMP). Those plans should inform the deployment of all fire and rescue service resources in that area. Similar arrangements are made in the Devolved Administrations, although they are titled differently. Decisions about deployment of fire and rescue service resources is a matter for each fire and rescue authority, as advised by appropriate senior officers.

In this context “deployment” does not mean simply the disposition of fire stations and fire appliances. Instead, it means how each service structures itself to deliver all of its services, including prevention, protection, response business continuity, training, as well as all of its support services.

Analysis by the PSB team has identified that there is very little central guidance or good practice identified or available for fire and rescue services to draw upon in this area. As responsibility for community risk assessment is devolved to each fire and rescue authority, there is wide divergence in the;

- approach to risk assessment;
- analysis of the best ways to control the risks;
- split of resources between prevention, protection and response;
- nature and disposition of resources, including geographic locations and availability;
- levels and patterns of resourcing; and,
- evaluation of effectiveness.

The service that the public receive from the fire and rescue authority in their area is significantly defined by the quality of its risk assessment work. It also closely relates to how efficiently each service is deployed and the use of public money.

In respect of community risk assessment, it will be important to define the areas of risk that the fire and rescue service has lead responsibility for (such as the risk of fire) and those areas where the service is a supporting partner (such as improving community health).

In fire safety related matters, the fire and rescue services have statutory duties to address risks in communities. In other areas (home safety, health, and road safety) the fire and rescue services are



supporting other lead agencies. Standards development will need to recognise the difference between those functions that the service is obliged to carry out, and those where a risk based argument leads them to decide.

The standards board may wish to ensure that work in this area is pulled together and that best practice is identified. This will also form a useful benchmark for HMICFRS to evaluate how well this is done across England. Likewise, the findings of HMICFRS will contribute to the development of standards. Assurance arrangements in the Devolved Administrations may also want to draw upon and contribute to this work.

**Recommendation 3: Standards in how fire and rescue services should best deploy their resources to identify, assess and manage risks at strategic level in communities are developed.**

### 5.3. Prevention

Up to the end of September 2017, fire and rescue services had seen a reduction of 49% in fires over the last 10 years.

To be clear, for these purposes “Prevention” is the function of stopping incidents from occurring. In large part, this will relate to human behaviour which will, in turn, relate to lifestyle, poverty and other social circumstances, such as (for fire), drinking alcohol, drug use and smoking. Some other aspects relate to other factors such as electrical appliance safety or the promotion of measures such as fire safe cigarettes (that self-extinguish if left unattended).

This is as opposed to “Protection” (see below) which assumes that a developed fire is in progress and seeks to protect people and property from its effects by protecting the means of escape, containment, separation or automatic extinguishment. Accident prevention, including road accident and water safety prevention are also features of the Prevention area of work, although these are not statutory duties.

The PSB team’s work has identified a vast range of activities that are carried out in this area. Foremost amongst these are:

- **Targeting** – there is a significant effort across the UK to identify who “at risk” groups are and how they can be reached. This includes:
  - **Geographic targeting** – identifying *places* within communities that are more at risk and the nature of those risks, then determining appropriate interventions and delivering them in those areas.
  - **Social targeting** – identifying types of *people* that are more at risk, through the use of marketing and other social data, then identifying the best way to reach those people, who may be spread out throughout a wide geographic area.
  - **Partnership targeting** – working with *other services*, including health, police and social services to jointly identify common groups and geographical areas where joint or shared interventions will be most efficient and effective.

- **Intervention** – common groups who are at risk across the UK have been identified and in particular, interventions are being jointly created with partners, for:
  - Children and young people
  - Elderly frail and those with limited mobility
  - Those who smoke, drink alcohol and use drugs
  - Hoarders
  - Road safety and water safety
  - Electrical and white goods safety
- **Evaluation** – there is great difficulty in evaluating prevention work. By its nature, if it is successful, something that would have happened - doesn't happen. Measuring the *absence* of something is much more difficult than measuring the *delivery* of something. Huge efforts are being put into preventative work across the UK, of which the issues above are only a very brief summary.

During the period of the reduction of fires in the UK there have also been very significant societal and behavioural changes that may have affected the likelihood of fires occurring. In this context, although the overall trends suggest that prevention work is being successful, it is difficult to say which of these initiatives is the most successful, or which one represents the best value in terms of the public purse. The PSB team found little to suggest any consistent or reliable approach being taken to evaluating the quality and effectiveness of this work.

The standards that were identified in this business area and relevant related to issues such as safeguarding and other elements that support the delivery of this work whilst ensuring the safety and security of its recipients. These continue to be important but need to be supported by established good practice in other areas that relate to prevention work.

In particular, research could be commissioned that would develop a suite of evaluation standards, including a qualitative means to assess the effectiveness of these initiatives and help establish their value for money.

The pillars of reform particularly outline that “collaboration and efficiency” should feature strongly. At present, in the area of prevention there are many hundreds of separate initiatives across all fire and rescue services, although these have not been catalogued and monitored. Some are delivering fantastic results, even though the specific benefits are difficult to quantitatively measure. Further work to help good practice be identified and shared would enable the best, and most successful initiatives, to be replicated more widely.

**Recommendation 4: Collate current good practice on prevention and undertake research to set appropriate standards for delivery as well as quantitative and qualitative evaluation.**

## 5.4. Protection

This area relates to how people and property are protected from fires which occur. In this area, the fire and rescue service are a part of a wider system that includes building designers, regulators and inspectors.

Following the fire at Grenfell Tower in June 2017, fire protection in the UK is under very significant scrutiny. Standards within the service that relate to this work will need to be completely reviewed. At the time of writing Dame Judith Hackitt has produced an [interim report](#) and has indicated that the current system is not fit for purpose. Competence is a key area addressed in the interim report, Dame Judith Hackitt has asked industry to establish how competency requirements for key individuals involved in building and managing complex and high-risk buildings should change.

The NFCC are contributing to the industry led Hackitt Review working groups. Following publication of the review and assuming the recommendations in this paper are accepted, the standards board will be updated with the recommendations that have been accepted by Government. This is likely to significantly inform its future work.

The PSB team have gathered data about standards that operate in the protection functions within the fire and rescue service, which is included in the attachment at [Appendix A](#). It is already clear that there should be standards in place that:

- Support the enforcement of the fire safety order
- Improve the quality of fire investigation
- Provide a qualifications structure to ensure enforcement officers are competent

The standards board will oversee the development of standards in this area. Once further information is available from the inquiry and from Dame Hackitt's final report, the work on standards for protection can be properly scoped.

**Recommendation 5: Standards and good practice for fire protection should be reviewed as a high priority.**

## 5.5. Operational Response

Issues relating to deployment of resources, including operational response resources, are outlined in *Section 5.2 Risk Based Planning* above. Operational Response within this proposed theme of the work of the standards board relates to standards in delivering the deployed service to the public. This includes planning for, mobilising to, resolving and closing down incidents of all types and sizes, including multi-agency responses. These areas are what is now covered by [National Operational Guidance \(NOG\)](#). The standards board may wish to formally adopt NOG as a standard in this area of fire and rescue service work.

A National Operational Learning (NOL) system has been developed as a part of the NOG programme that draws feedback from fire and rescue services and will, in future, draw information from a wide range of national and international sources, including research, incidents in other countries, innovations within the profession and changes in legal structures.

A project is being scoped by the NFCC to look at the feasibility of creating a wider “organisational” learning system that will widen this work to include all aspects of fire and rescue service work. This will clearly be of great benefit to the work of a new standards board.

NOG has drawn a lot of the basis for its material from previous historical guidance documents. Some 8000 of these were initially considered and around 400 were found to have relevant material within them. This material has been drawn out of these documents and made a part of the new NOG database ([www.ukfrs.com](http://www.ukfrs.com)). A full review of the remaining legacy material needs to take place in order that complete clarity can be achieved about what represents good practice in operational response.

If a new standards board is to take oversight of NOG it will wish to ensure that the benefits of it are being realised. This will involve measuring the impact of continuing support to fire and rescue services in its adoption.

One of the concerns being raised as a result of the Grenfell tragedy is that firefighter training does not have sufficient content related to construction of buildings and fire safety measures. NOG has covered this area in great detail within the “fires in buildings” area of the guidance. A database where every element of structure, its expected performance in a fire and a summary of the firefighting actions has been created but has not yet become a part of all firefighter training. This further underlines the importance of taking oversight of benefits realisation as a key area for a new standards board to ensure that standards and good practice are actually implemented and used.

**Recommendation 6: NOG is adopted and implemented as a common standard for operational response, ensuring that national operational learning is considered in the development of new standards.**

## **5.6. Business continuity**

A wide range of issues can affect fire and rescue services’ ability to deliver their services. Clearly there needs to be expectations of each service that they have considered these matters and have put workable plans in place to minimise service disruption. As well as dealing with one off issues that may disrupt the service, these plans need to include the ability of each service to continue to provide services to the public during more prolonged periods of disruption, such as industrial action, without support of military resources.

**Recommendation 7: Common standards for business continuity are developed.**

## 5.7. Fire Professional Framework

A [Fire Professional Framework](#) (FPF) already exists within the UK fire and rescue service. It seeks to draw together relevant material for the development of firefighters and links to the sector's National Occupational Standards (NOS) which were developed as an element of the "Skills for Justice" sector standards.

Clearly a new standards board may wish to present its material in a way that is logical and accessible for the fire and rescue service and could decide to take oversight of NOS as an element of this. It is therefore proposed that, rather than closing down the existing FPF and starting a new repository for information from the standards board, that the current FPF could be assimilated by the standards board and made into a portal that encompasses all relevant information linked appropriately and is also fit for purpose for the new board. There is sector support for this. Implementing the decision will be a part of the management arrangements that are proposed later in this paper.

Essentially the "new" FPF will become a repository for material that supports professionals in the fire and rescue service in their performance. This will include access to all of the standards and good practice that the board will pull together and, in some cases, develop along with existing guidance and NOS and other products developed in future related to carer pathways. It is expected that, like NOG, this will become a digital interactive portal, not an inflexible series of documents.

The initial suggestions for the key areas of work for standards and good practice to be developed within that theme are:

- Roles, appraisal and individual performance
- Apprenticeships
- Diversity and Inclusion

These are briefly outlined below.

### 5.7.1. Roles, appraisal and individual performance

Within the FPF there will be material relating to the roles of staff within the fire and rescue service. The standards and good practice that will be collated and developed through work on the themes listed in *Section 5 - What are the key gaps?* will be applied to individual roles, wherever they are applicable.

The aspiration is for an individual to be able to identify all of the standards, qualifications if relevant), good practice, guidance and toolkits that apply to them and make it a basis for their continued professional development. This type of cross referencing and linking has been a highly successful as a part of the NOG programme and will be applied in the same way to this work.

At the point where the expectations of an individual are known, training and development can be designed to meet those expectations and it becomes easier to assess and appraise individual performance.

The quality of appraisal should itself be supported by the application of standards at all levels. Standards relating to mentoring and coaching should be identified and contextualised to support continuous improvement of staff performance.

The new standards board will clearly have significant interest in the NOS that relate to staff in the fire and rescue service. As the service seeks to reform its workforce it may wish to revisit the current roles of staff. Any work in this area will need to clearly recognise that changes in role for firefighting staff are a matter for negotiation within the National Joint Council (NJC). A close partnership will need to be maintained with the Employers side of the NJC in moving this work forward. Employer representation on any new standards board will be a vital element of this partnership.

#### **5.7.2. Apprenticeships**

Key to the future of all sectors and industries is the role of apprenticeships in equipping people with the skills and experience that they need to become successful professionals. The new trailblazer apprenticeship standards must align with the mainstream standards and expectations that apply to staff in the fire and rescue service. The standards board may wish to take responsibility for the ownership and maintenance of such standards as they are developed.

#### **5.7.3. Diversity and Inclusion**

Making the service more diverse in terms of who it employs will assist in driving cultural change (*see Section 5.1 - Leadership*). The UK has a highly diverse population, all of whom are served by fire and rescue services. The ethnic diversity in fire and rescue services simply does not reflect the communities they serve. The level of attraction and employment of women in the service is also very poor. Recruitment standards must be set to support positive action to address the current imbalances in the workforce.

The service must also go further than just creating fair standards at the point of entry. The standards board need to address the issue of standards setting and good practice that drives positive and radical action to dispel current public perceptions about the role of the firefighter and the people that are employed within the fire and rescue service.

Services must address the need for diversity by giving access to progression and ensuring an inclusive and welcoming culture. The service needs to be seen as an employer of choice that attracts the best people, at all levels and welcomes, in particular, the contributions that will be made by those from diverse ethnic backgrounds and from women.

**Recommendation 8: The Fire Professional Framework (FPF) is updated to include standards for selection, training, development and appraisal of FRS staff, apprenticeships, and supporting an increased focus on diversity in selection and progression processes.**

## 6. The status of centrally developed professional standards

In a localised governance arrangement, such as the fire and rescue service, responsibility for the performance of fire and rescue services is delegated to each fire and rescue authority (whatever its governance structure). The standards will be the benchmarks against which services are inspected and against which public expectations will be developed.

The importance and relevance of common national standards will be made clear in the National Framework. Fire and rescue services must pay due regard to the work of the standards board.

## 7. The options considered to deliver a solution

The PSB project team shortlisted four options which may be able to deliver professional standards, details of which are provided below:

- Option 1: The Fully Integrated Model (with the College of Policing - CoP)
- Option 2: The CoP Mirrored Model
- Option 3: The Collaborative Model
- Option 4: The Sector Led Model

These options have all been reported to the PSB Board in past papers, along with a full appraisal of each one. The issues against each are briefly summarised below.

### 7.1. Option 1: The Fully Integrated Model (College of Policing)

This model would have seen fire and rescue service professional standards being developed by the College of Policing (CoP) under their existing governance and organisational structures but with relevant additions or enhancements. This model would have required changes to both legislation that defines how the CoP operates and changes to their governance arrangements. Fire related “products” would have been produced by the existing CoP teams but would require increased capacity to existing CoP resources and significant input from fire-specific subject matter expertise.

This option would have “bolted on” standards relating to fire into a police environment. The time and expense involved in legislative changes along with the internal reorganisation and recruitment of fire staff to act as experts. The work would have sat separately to the work being done within the service, by the NFCC to improve sector practice through its programmes. Separate arrangements would have to have been made to fully engage the fire and rescue service in the development of any standards products.

Stakeholder engagement throughout the project has provided evidence that this approach may not be easily accepted by all stakeholders and therefore could have a negative impact on implementation and progress with professional standards.



## 7.2. Option 2: The CoP Mirrored Model

Similar to Option 1, this model would have operated under the CoP governance and operating structures - again requiring changes in legislation and governance. However, in this option fire specific staff would have mirrored those working on police products and all fire related products could have been developed by the fire specific team entirely separately to police products.

This option, effectively established a separate team of staff working within the CoP to deliver fire related standards. It would have to have the capacity to do its own project and programme management, engagement, consultation and quality assurance protocols. Again, the work would have sat separately to the work being done within the service, by the NFCC to improve sector practice through its programmes. Separate arrangements would have to have been made to fully engage the fire and rescue service in the development of any standards products and avoid silo working.

Stakeholder engagement throughout the project has provided evidence that this approach may not be easily accepted by all stakeholders and therefore could have a negative impact on implementation and progress with professional standards.

## 7.3. Option 3: The Collaborative Model (New organisation)

This model was based on an entirely separate organisation for fire, independently managed and run with its own governance, and appropriate stakeholder involvement. It would have worked closely with the CoP and likeminded organisations especially those newly established who have faced similar challenges, such as the College of Teaching. It would have drawn upon their expertise and experience where relevant to seek, explore and develop opportunities for collaboration on related areas of work.

This, again, proposed the establishment of a bespoke team, outside of the CoP and the NFCC but working closely with them commissioning work it could not deliver from the bespoke team. The estimated costs of the bespoke team based on conservative assumptions of the work required (£1.8m<sup>1</sup> for year one) would have to be funded by a government grant. Future sustainable funding would be needed to ensure ongoing development work and maintenance of developed products could continue. There is a risk that this model would develop additional structures, be perceived as a burden on services and have the potential for work to develop in isolation from work being commissioned by the NFCC in the delivery of its programmes.

Stakeholder engagement throughout the project has provided evidence that this approach may not be easily accepted by all stakeholders and therefore could have a negative impact on implementation and progress with professional standards.

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<sup>1</sup> Based on delivery of 3 standards areas per year



## 7.4. Option 4: The Sector Led Model

This model requires a strategic level standards board with an appropriate balance of independent and sector representation, to oversee and commission work on professional standards.

The initial work outlined in this paper to establish a professional standards framework and all on-going support and development work would be commissioned based on priority utilising existing resources and arrangements where possible. However, recognition that some additional capacity to existing teams would be required to deliver and support both the board and development work on standards.

Standards development work would be coordinated and delivered by the NFCC through its work programmes to ensure alignment to the commitment to the fire reform agenda as stated in the NFCC strategy.

Effectively, the standards board would specify, in detail, what it wants and how it should be developed. The NFCC would deliver those requirements to meet that specification utilising its various support hubs including the Fire Central Programme Office (CPO) and the UKR&D team (to which the sector already contribute funding for). In addition, the NFCC can provide access to relevant subject matter expertise (as and when required) and has an established consultation forum with services and other stakeholders. The standards board signs off on the standards when it is satisfied and assured about the quality of the resultant products. A successful example of this is the business model used to develop NOG through a centrally run team supported by all services.

This option allows integration of the production of standards alongside the NFCC programmes which were subject to a full engagement exercise and have the full support of Chief Fire Officers across the UK. No separate bespoke team is required. Instead, the capacity of existing resources services already fund can be enhanced and expanded to take on the additional work. Engagement, consultation, communication and assurance systems are already in place and will be reinforced to support standards development.

Stakeholder engagement throughout the project has shown that a sector-led approach will be more readily accepted by all stakeholders and therefore implementation is likely to be faster and more efficient.

Alongside the establishment of professional standards, the additional benefits of both coordination with national work and becoming the core of continuous improvement within the sector make this the preferred option.

## 7.5. Benefit v Risk Analysis

The benefits and risks to the sector were explored for all options and the results were discussed at previous PSB project board meetings. The table below summarises the key benefits and risks across the four options. This alongside the results of a more detailed feasibility study have led to the selection of Option 4 as the preferred option.

Risk	Option 1	Option 2	Option 3	Option 4
Requires amendments to primary legislation (governance and operating model) – increased cost, time and effort to implement / deliver	✓	✓	✓	
Cumbersome and ineffective governance due to size of boards	✓	✓		
Diverts CoP from core purpose and strategic aims linked to building the profession of policing – slowing pace of reform to both sectors	✓	✓		
Lack of sector support requiring lengthy discussions and/or negotiations to resolve	✓	✓	✓	
Limited opportunity to utilise existing structures and the potential for duplication rather than efficiencies	✓	✓		
Costs outweigh benefits	✓	✓		
Limited certainty that products will meet sector expectations or requirements with the appropriate independent oversight and scrutiny (based on proven methodologies)	✓	✓	✓	

Benefit	Option 1	Option 2	Option 3	Option 4
Independent from NFCC and HO but works closely with them	✓	✓	✓	✓
Independence of challenge and thinking (external scrutiny)	✓	✓	✓	✓
Potential to contribute seamlessly to continuous improvement of sector by close alignment to NFCC strategy and work programmes			✓	✓
Potential to deliver professional standards framework contributing to required workforce reforms within expected timescales			✓	✓
Reduced timescales for implementation leading to increased pace of reform				✓
Potential to deliver collaboration on professional standards	✓	✓	✓	✓
Positive sector support and buy-in from all stakeholders				✓
Minimal legislation changes				✓
Low start-up cost and ongoing running costs				✓
Utilise and improve existing FRS structures			✓	✓

**Recommendation 9: Option 4 - the sector-led approach for the delivery of standards is agreed as the way forward.**

## 8. The key features of the proposed solution

There are three elements to the solution, these are:

- Independent governance
- Standards Management, Delivery and Maintenance
- Quality assurance

### 8.1. Governance

In considering appropriate governance arrangements for standards, evidence from feedback through sector engagement to date, has shown that standards and good practice are best if jointly owned by key representative stakeholders, namely;

- Government (Home Office)
- Employers (Local Government Association)
- Professional bodies (National Fire Chiefs Council)

It is exactly this combination of senior governance stakeholders, and the support they offered, that led to the success of the NOG programme. This was because the joint stakeholder ownership of the guidance at the topmost levels, lent huge credibility to the products. In leadership terms, it meant that senior stakeholders were genuinely jointly committed to the importance and quality of the work.

This sort of unified leadership within the sector has been rare, to date, and showed the seriousness with which each organisation regarded the work.

#### 8.1.1. Board Responsibilities and Independence

In considering representation on the board (including that from the Home Office), it is important to understand how it is proposed that the board will operate. It will *not* be the role of any new board to make isolated detailed decisions about the quality of the standards that are developed on their behalf.

The board will be responsible for taking oversight of a system of high quality development that will be managed by the NFCC/CPO. This development approach will take into account the best available information; uses the best available expertise; fully engage all relevant parts of the sector; fully consult on all of its products; and, be subject to an independent quality assurance regime agreed by the board (*see Section 8.3 - Quality Assurance*).

The board will determine whether this has been the case by examining all aspects of what has been done to develop the products, not to give arbitrary personal opinions about the detailed content. It will not, therefore, be necessary for board members to have expertise in matters relating to the fire profession to make appropriate decisions.

In this environment, it is suggested that those sponsoring the work – including the Home Office – should have a role on the board to ensure the investment they are making delivers value for money. Similarly, representatives of Employers from fire and rescue services will wish to be confident that the pooled resources that they have also committed are being well managed. Full board membership of the Employers (LGA) and Government (Home Office) will allow the “public voice” about the use of allocated resources to be heard.

Alternatively, if the Home Office chooses to take “observer” status on the board, this would still allow Home Office representatives to remain informed on the business of the FSB and professional standards development and it would support the sector-led approach being proposed. However, it would potentially limit the inclusion of the views of the Home Office in discussions and compromise their position should any decisions require a vote. Obviously, failure to meet a quorum may limit the ability of the board to progress actions.

### **8.1.2. Fire Standards Board**

As well as sector ownership, it is also desirable to also introduce a significant degree of independence into any governance arrangements. This is important to ensure that there is robust challenge to the status quo and an injection of advice related to the development of effective standards and good practice. Also, that there is no question of one or more of the key stakeholders attempting in any way to affect the rigour of the standards being set.

It is proposed that a new governance board is created called the Fire Standards Board (FSB) supported by the NFCC and CPO. The FSB will be concerned about the quality and availability of standards. They will also be responsible for oversight of the degree to which the standards are used, and their effect. This is a “business realisation” function that will be fully supported by the CPO. All standards development will include provision for engagement, communication, monitoring of implementation and measurement of their benefits.

It is further proposed that that the FSB is chaired by an individual who has familiarity and experience with standards and quality management from outside the sector and has a vice chair who is similarly appointed. These people will be recruited on a non-executive basis for an agreed number of days over the course of a year. They will be referred to as the “independent chair” and “independent vice chair” of the FSB. A budget for the salaries associated with these posts is included in the overall cost of resources that is outlined below.

Along with representation from the College of Policing, these appointments will help to achieve a balance between sector representation and independent representation from outside of the sector. The terms of reference will make clear that the chair of the board has the casting vote in the event of differing views being held.

The first stage in selecting the independent members of the board will be to draw up more detailed terms of reference for the FSB. From this it will be possible to create a profile of the individuals that would best be suited to the roles of chair and vice chair. An open invitation to apply can then be

publicised to candidates who meet the criteria within the profile, accompanied by an appropriate “head hunting” exercise to market the opportunity to suitable candidates.

Candidates could be considered from senior positions in other parts of the public sector, or from work in inspectorates, or from academia. The other stakeholders represented on the FSB will act as a panel to select the independent chair after a recruitment process that will be managed by the CPO, after a shortlisting exercise, if necessary.

Taking these actions to establish the board will be a priority for the CPO.

### **8.1.3. Board Membership**

Based on the above, the proposed membership at the FSB is:

#### **Independent and non- sector membership**

- Chair - (suggestion is post drawn from academia or representing public interest)
- Vice Chair – (suggestion is post drawn from academia or representing public interest)
- Co-opted director from the College of Policing

#### **Sector Representation**

- Professionals representative (NFCC)
- Home Office
- Employers / local governance (LGA)

FSB meetings will be arranged by the CPO, in accordance with a schedule agreed by the board members. Terms of reference will be drafted by the CPO following the principles outlined in this business case and will be agreed by FSB at the first full meeting. A work plan based on the proposals within [Appendix B](#) will also be considered at that initial meeting along with assurance protocols (*see 8.3 - Quality Assurance below*). Representatives from the CPO will attend the meeting to present work and administer the meeting, but will have no decision-making role.

Work that has been commissioned by the FSB will be considered by the NFCC in the context of the delivery of its programmes so that the most efficient means of delivery can be achieved. In many cases, this will mean integrating the delivery of standards “products” as part of the outputs of the appropriate programmes. It is not expected that there will be a completely separate means to deliver standards work as outlined below. This integrated approach will also ensure that any work on standards is compatible with the tools, guidance and doctrine being developed by the NFCC in the same areas.

This does not mean that standards will be indistinguishable from other work. Each product that has been commissioned by the FSB will be separately specified, progress checked and delivered back to the FSB in accordance with its requirements.

The NFCC already chairs a board that comprises all wider sector stakeholders to scrutinise and comment upon national operational guidance, called Operational Guidance Group (OGG). This group includes links with the Devolved Administrations, representative bodies, trade unions, BSI and the wider fire sector. As part of the arrangements for the new CPO and its governance is a plan to expand this group into an Engagement Forum where sector stakeholders can be involved in consideration of standards work. This will be one of the mechanisms to ensure sector wide engagement.

**Recommendation 10 – The governance arrangements for the Fire Standards Board are agreed.**

## **8.2. Standards management, delivery and maintenance**

The management, delivery and maintenance of standards will be carried out by the CPO. This is a newly organised NFCC team, who are hosted within London Fire Brigade, who are their employers.

The CPO team is built out of the expertise and experience acquired in delivering revised National Operational Guidance (NOG) over the last 6 years. It has developed significant high-quality programme and project management capacity which, now the NOG programme is reaching a conclusion, can now be expanded and applied to other areas of development, including standards.

The governance arrangements for the CPO are founded on the successful NOG model. The CPO must have clear governance arrangements in order to give its work direction and support. In short – it must report and be accountable to those who commission its work. Therefore, the governance and supporting model for standards and the FSB through the CPO, is based on this proven successful approach.

The CPO is currently funded through contributions from each fire and rescue service, which have been coordinated through the NFCC. The CPO is a NFCC hub that works closely with other “hubs” that support the NFCC. These include the central arrangements to support the NFCC itself, now managed through West Midlands Fire and Rescue Service, and the arrangements that manage national resilience assets - hosted within Merseyside Fire and Rescue Service.

The CPO is currently commissioned to deliver programmes and projects that support the NFCC strategy. The addition of standards delivery into the portfolio will mean a significant expansion of the work being commissioned and will come at significant additional cost which is set out below and in [Appendix C](#). However, using the existing CPO resources and the content of the programmes already being scoped, gives access to subject matter experts (SMEs) already working in the appropriate business areas.

Delivering the standards work in this way will fully engage all Chiefs in its development. The existing programmes are based on a strategy that has been agreed by the full Council. The programmes and projects are also led by Chiefs and supported by professionals within a wide range of fire and rescue services. Programme based delivery, involving all Chiefs in decision making and staff from across the service in its development ensures full support for the resultant products.

The CPO, through its work with NOG has well established stakeholder engagement and consultation arrangements that can be used to develop the work on standards. Further, it also uses existing support, administration, maintenance and business realisation resources. Whilst the resources of the CPO will have to be expanded to manage additional workload, by integration into existing work, the costs of replication of all these functions is eliminated. More details are in [Appendix C](#).

The CPO will not do development work themselves. Just as the NOG team did not write operational guidance. The team runs programmes and projects that are led by subject matter experts and pull in the additional expertise needed to do the work. The team uses the Cabinet Office “Managing Successful Programmes” methodology as a basis as well as “Prince2” project management protocols.

### **8.3. Quality Assurance**

To help the FSB be assured as to the quality of the products that are delivered back to it, a generic review and development process will be used which is in line with British Standards and many other sectors standards setting bodies. It is the same process followed by NOGP in the development of NOG.

As part of this process, all work on standards will be subject to independent assurance scrutiny before it is presented back to the FSB to be agreed. These assurance arrangements will involve an appropriate review by an organisation independent of the development process, the involvement of appropriate SMEs and appropriate levels of engagement with all other stakeholders during development and through consultation. Proposals for the appointment and engagement of appropriate independent assurance resources will be made at the first meeting of the Board. This is already a well-established approach established within NOG, where a credible external, independent risk consultancy (DNV) provide written assurance about the development of all products.

**Recommendation 11: That the arrangements for Governance, Delivery and Maintenance and Assurance of standards are agreed.**



## 9. Engagement

If the board approves the recommendations of this paper and subject to their approval by the Minister, stakeholders throughout the sector will need to be engaged to discuss its implications. It will be clear, however, that these discussions will be about how to ensure that this approach works to best effect, not to revisit the decision to create the FSB.

A full engagement and communications plan will be drawn up for consideration by the FSB. In the meantime, the NFCC/CPO will lead on the delivery of this work. This will entail:

- Using the contents of this business case will be used by the NFCC/CPO as a basis for the engagement of all key sector stakeholders. It will, in particular, emphasise the involvement of the NFCC, Employers representatives and the Home Office in the FSB and emphasise its independent nature and leadership.
- That the chair of the NFCC will attend the LGA fire service management committee, submit this paper and answer questions on the operation of these proposals.
- The implications of the paper will be considered at the next meeting of the NFCC.
- The proposals will be presented by the NFCC/CPO and discussed at the LGA fire conference on March 13th and 14th.
- The NFCC will present the proposals and discuss the implications at its Spring conference on 17th and 18th April.
- Representatives from the CPO will discuss the proposals with HMICFRS, all staff side groups including trade unions, professional associations, wider sector representatives (trade and industry) and devolved administrations during March and April.
- The CPO will organise several seminars for Chairs, Chiefs and other Principal Officers in June to cover all aspects of the CPO work. This will include a session on the Standards work.
- The CPO will commission articles in all key sector magazines.
- The CPO will organise a campaign on social media to communicate and promote the key decisions made within this paper.

**Recommendation 12: The initial engagement and communication plan is agreed.**

## 10. Funding and resources

It will be clear from this paper that the creation and implementation of a suite of standards across the English fire and rescue services is a very substantial portfolio of work. This paper contains only a very brief summary of some of the key areas. Assuming that this approach is agreed, the CPO will need to spend some time generating the capacity within its own team to deliver it. It will also need to recognise that a very substantial investment in the time of experts across the sector, and many from outside the sector will be needed to generate the work.

The NOG programme was focused on a single suite of products. It took a year to generate capacity and to commence delivery. It took a further 5 years to deliver 21 pieces of high quality Guidance that covered every aspect of operational service delivery along with a database that supports them.



The CPO starts with some capacity already generated by the legacy of NOG and has been making preparations to deliver programmes that relate to many of the areas outlined in this paper. So, projects to deliver standards can start within a few weeks. [Appendix B](#) outlines an initial work plan that is to establish the agreed arrangements, to more broadly scope the portfolio of work and agree the immediate priorities for delivery.

To set a sensible timetable for sustained delivery and make it affordable, it will be appropriate to plan the delivery of much of this work over a 5-year period and to budget on that basis where possible. At the end of this period, it is anticipated that all of the areas in this paper would have been substantially moved forward. Obviously, there will be initial priorities that will see products delivered within 9-12 months. Agreeing a multiyear programme is essential. Year on year funding is highly problematic when managing programmes and projects as this forces the programme timeline to be consistent with when budgets are agreed and set, rather than to run continuously over fiscal year ends.

A further Government spending review will take place in two years. It is therefore proposed that initial funding is committed for a two-year period and future funding is reviewed towards the end of this two-year period.

The Home Office has indicated that it will consider a request for “match funding” for the creation of standards and good practice. The NFCC has already agreed a levy on all fire and rescue services, modelled on their ability to contribute. This has resulted in the sector already contributing through:

- An agreed budget for the CPO for projects and programmes of £1.1m per annum
- A research and development facility of £0.3m per annum.  
This will support areas within programmes that require research, such as techniques for community risk assessment. This will inform the standards development work reported to the FSB.
- A project to review and develop more consistent approaches to fire and rescue service initiatives to engage and support children and young people for £0.25m per annum.  
This work falls within the “prevention” area of work and it is likely that standards and good practice relating to evaluating the effectiveness of initiatives & areas related to safeguarding will be generated as part of this work.

So, the total planned FRS contributions to furthering guidance, doctrine and standards is currently £1.65m for 2018/19. If it is assumed that the Home Office could match this funding with a further £1.5m it provides a working figure of £3.15m per annum to fund the standards and good practice development and implementation. Over a full 5 years, a total of £15.75m. In the initial three years of the programme, within the current spending review this equates to £9.45m.

As explained earlier, it will take some time to develop the capacity to deliver all of the desired products and put resources in place. The NOG experience makes clear that the initial stages of development are less resource intensive, but that resource requirements build up as more and more products start to be developed and delivered.

It is anticipated that during 2017/18 that there will be less spending. Rather than agree a scaled series of grants from the Home Office to match this (which would exceed £1.5m by the end), it is proposed that £1.5m in grant funding is provided to the CPO, through a grant to London Fire Brigade, for each of the initial two years of the programme. This is provided through the Mayor's office in an identical fashion to the process for NOG over the last 3 years. There will be an operating surplus at the end of earlier years of the programme, which will carry forward into subsequent years. It is likely that operating costs will exceed £3.15m per year by the end of the initial 3-year programme which will consume all of the allocated resources.

As the programme is developed and delivered, detailed reports relating to how budgets are being allocated and spent can be presented to the FSB, or separately to the Home Office, whichever is decided to be more appropriate.

### 10.1. Allocation of funding

There are two categories of spending that will support a portfolio of standards development.

1. **Portfolio support** – this includes the costs of establishing the FSB, paying the independent members, arranging for meeting support, preparation of papers, running a business realisation function, budget monitoring and management, communications support, assurance, travel and subsistence, conferences and events.
2. **Project and programme delivery** – this includes the costs of project and programme management, including project managers, project board members, secondments and external expertise from SMEs.

An initial structure of the central CPO team is attached at [Appendix C](#). This is the means by which the support functions are managed. It is evident that an element of resources in that structure relate to the maintenance of content already developed through NOG. Content maintenance will become a key issue for standards as they are developed. The Home Office have indicated that they see maintenance of content as an issue for the sector, not for central government. These costs are therefore fully covered by contributions from fire and rescue services.

The standards body are going to be driving a considerable volume of work through the programmes and projects they commission. Their proportion of development costs is higher and therefore this is reflected in those costs. Taking all these elements together, though, match funding of the whole package is achieved.

	2018	2019	2020	2021	2022	Total
	£m	£m	£m	£m	£m	£m
CPO	1.50	1.95	1.95	1.95	1.95	9.30
Project Delivery	0.50	0.70	0.70	1.00	1.80	4.70

Support	0.25	0.30	0.30	0.40	0.50	1.75
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Total Expenditure	2.25	2.95	2.95	3.35	4.25	15.75
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NFCC Contribution	1.65	1.65	1.65	1.65	1.65	8.25
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HO Contribution	1.50	1.50	1.50	1.50	1.50	7.50
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Total Contributions	3.15	3.15	3.15	3.15	3.15	15.75
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**Recommendation 13. That match funding of £1.65m pa provided by fire and rescue services and £1.5m from Home Office support the delivery of the first two years of a five year programme of standards development.**

## 11. Next steps

A work plan is attached at [Appendix B](#) that lays out the initial work to create the standards body and commission the initial programme. This will be the actions that the CPO will take, subject to agreement of this paper.

As a result of the establishment of these arrangements and the transfer of responsibilities to the FSB and CPO, it is recommended that the Professional Standards Body Project Team is disbanded. Agreement of this paper will be the last action of the project board, which will not meet again.

**Recommendation 14: That the initial work plan for the implementation of the proposals in this paper are agreed and the PSB Project is disbanded.**

## 12. Summary of recommendations

It is recommended that:

1. The need for the development and improvement of standards in the fire and rescue service is agreed.
2. Consistent leadership standards for fire and rescue services (including values and a code of ethics) are developed.
3. Standards in how fire and rescue services should best deploy their resources to identify, assess and manage risks at strategic level in communities are developed.
4. Collate current good practice on prevention and undertake research to set appropriate standards for delivery as well as quantitative and qualitative evaluation.
5. Standards and good practice for fire protection should be reviewed as a high priority.
6. NOG is adopted and implemented as a common standard for operational response, ensuring that national operational learning is considered in the development of new standards.
7. Common standards for business continuity are developed.
8. The Fire Professional Framework is updated to include standards for selection, training, development and appraisal of FRS staff, apprenticeships, and supporting an increased focus on diversity in selection and progression processes.
9. Option 4 - the sector-led approach for the delivery of standards is agreed.
10. The governance arrangements for the Fire Standards Board are agreed.
11. That the arrangements for Governance, Delivery and Maintenance and Assurance of standards are agreed.
12. The initial engagement and communication plan is agreed.
13. That match funding of £1.65m pa provided by fire and rescue services and £1.5m from Home Office support the delivery of the first two years of a five year programme of standards development.
14. That the initial work plan for the implementation of the proposals in this paper are agreed and the PSB is disbanded.

## Appendix A – Standards Survey and Gap Analysis

### 1. Survey Background

In April 2017 the PSB project team undertook an extensive survey across all UK fire and rescue services (FRS') to help establish the current standards landscape. It sought feedback on the standards or qualifications used across all areas of business for a fire and rescue service both organisational and individual standards.

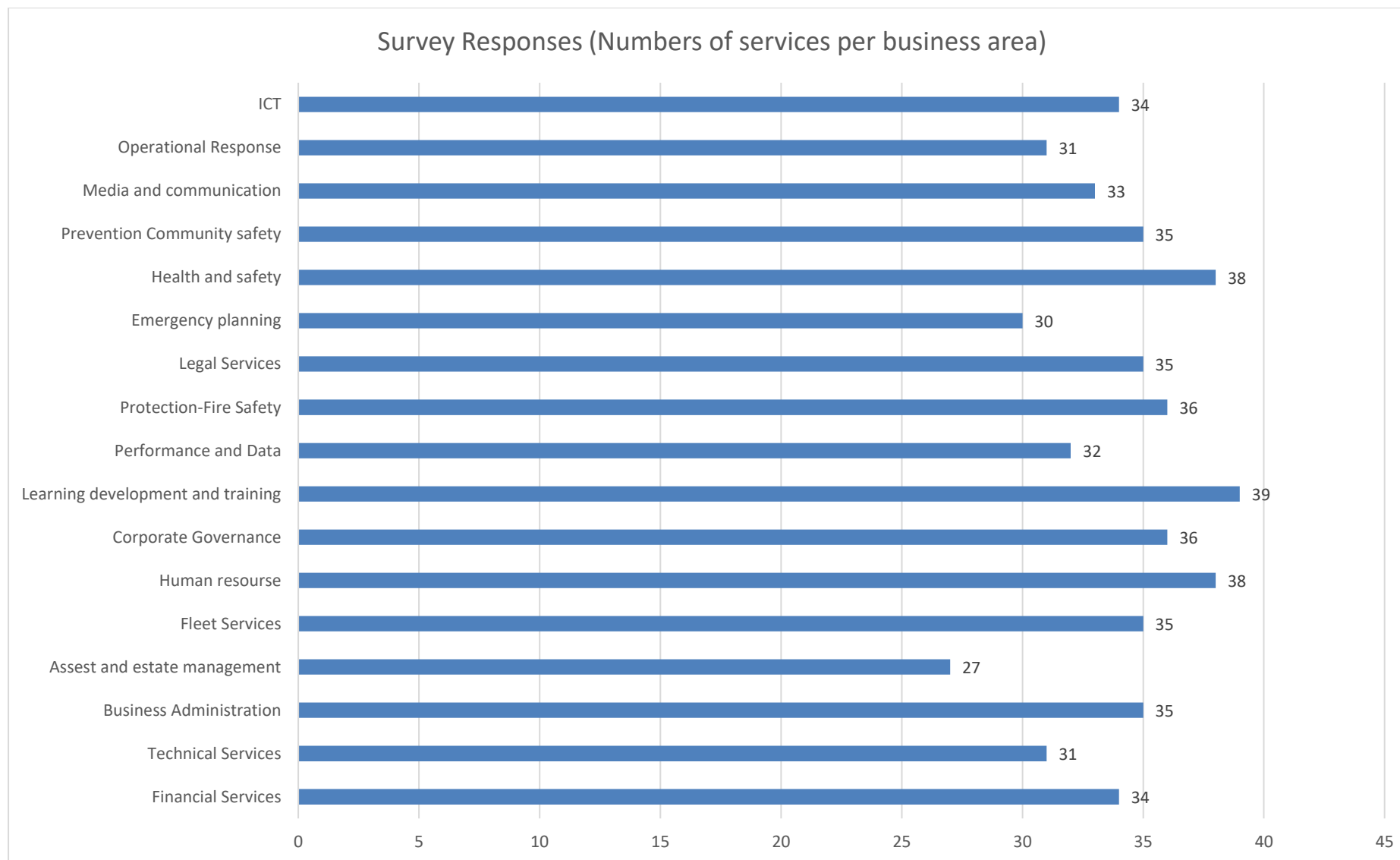
Survey questions were designed to ensure findings for all staff contract types and roles across the respective FRS' were captured in the results. Because of the number of business areas and functions that exist across services, there were multiple surveys issued resulting in multiple separate data sets to analyse. The chart on the following page illustrates the responses received from services against each survey.

#### 1.1. What constitutes a professional standard?

What became apparent from the initial survey responses was the interpretation of what constitutes a standard which was varied. This variation makes comparison between services and across the country difficult, it may also mean that more services than are shown in the results below do align to the same "standards" as their counterparts, but when responding to the survey, they did not consider that was what was being asked. It is proposed that a priority for the FSB will be to bring clarity to what is meant by a "professional standard".

The range of responses that was received included very prescriptive qualifications or accreditations such as those provided by the IFE and other examinations in areas such as operational firefighting or fire protection; guidance such as NOG and incident command levels; and initiatives such as those referenced for equality and diversity including the Disability Confident Scheme (Two Ticks), the latter being optional but seen as positive to align to.

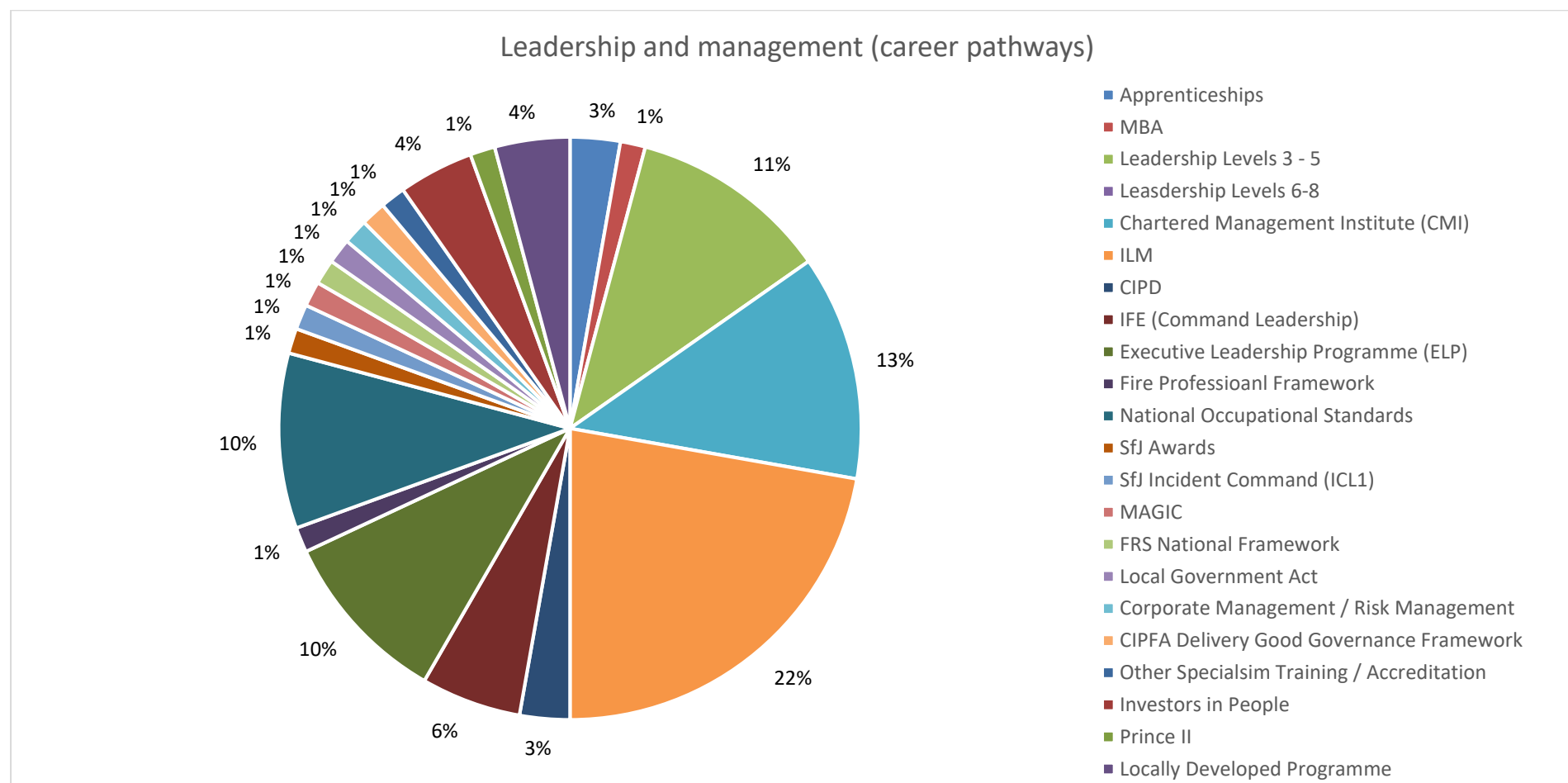
Whilst the PSB team endeavoured to verify with each service the responses it had provided within the time available, it is proposed that as part of the initial work programme on standards, the survey results are further analysed and results shared. This would enable services to understand the national picture, further examine their own responses and potentially allow a more accurate picture of the current standards landscape to be established.



## 2. Leadership and Workforce Development

### 2.1. What exists already?

The chart below shows the range of approaches taken to developing leaders within the fire and rescue service currently.



## 2.2. Leadership and Management Models

In considering leadership and management of the workforce, it is essential to stress the subtle but important difference between the **incident command leadership model** and **organisational leadership model**.

**Incident command leadership** is very much based on hierarchy and structured tiers of command with specific duties and responsibilities at each level as outlined in the current Incident Command Guidance. This is the core of the command culture of fire and rescue and **works extremely well on the incident ground** where a single commander will issue commands to others to follow based on informed dynamic risk assessed information and many other things.

There are defined role maps based around National Occupational Standards (NOS) which provide the knowledge and understanding required at the various different operational ranks but these are closely aligned to the incident command leadership rather than organisational leadership requirements.

In the past the incident command leadership model has been the basis on which services develop leaders for fire and rescue services as organisations. However, there is a growing realisation that whilst some of the skills and attributes used in the incident command model are transferable, those required for successfully leading an organisation are subtly different, less autocratic and require a level of diversity in thought processes and knowledge.

There is much evidence and common thinking about effective **organisational leadership models**. The data suggests that many services have recognised this and have aligned their local programmes to leadership models which are widely recognised and used across many sectors. The primary examples are models promoted by both the [Chartered Management Institute](#) (CMI) and [Institute of Leadership & Management](#) (ILM).

In addition, the data shows that some services make use of the Executive Leadership Programme (ELP) which is fire specific, but other services follow alternative routes to develop leadership talent and skills. Some link to the non-fire specific nationally recognised leadership levels and behaviours - some do not. Some services support their staff attaining specific qualifications or accreditations and some do not.



### 2.3. Apprenticeships, career progression and continued professional development (CPD)

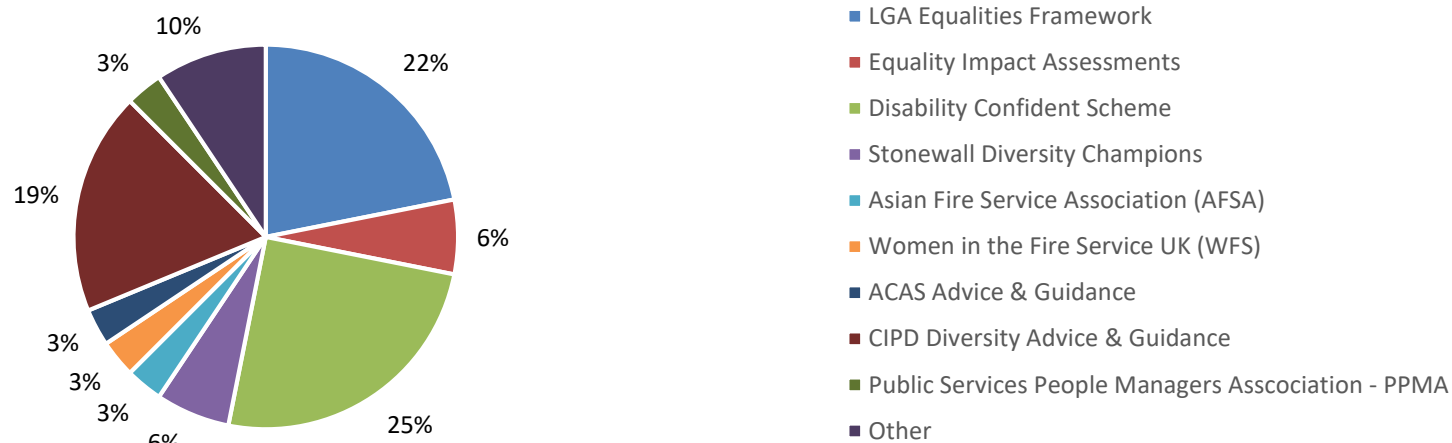
In 2016, the Government withdrew a number of existing apprenticeship frameworks following feedback from many sectors that they were not delivering the required outcomes from apprentices. The new trailblazer apprenticeship scheme is in its infancy but a firefighter apprenticeship framework has been developed and is awaiting final approval for use by services. There are plans to develop further apprenticeships in line with the leadership model and levels of management being proposed by the NFCC for development in 2018 – 2019. This, and the opportunity for the sector to become responsible for its own NOS, present an opportunity to align a career progression structure to the various apprenticeships, ensure the NOS are fit for purpose and address them if not, as well as bringing about consistency in job roles making it easier for staff to move between services with recognised skills, knowledge and experience.

In the survey responses, many services suggested that Continued Professional Development (CPD) was also key to developing leaders. However, it is important to draw the distinction between **self-driven CPD** (where individuals take responsibility for expanding their knowledge and skills via research, training or development programmes to support their aspirations to become leaders) and **maintenance of competence** (where individuals are measured against a defined set of skills and requirements to demonstrate a level of competence). The latter is something that the majority of services have well developed and practiced arrangements for although there is no “standard” for how services carry out maintenance of competence.

### 2.4. Equality & Diversity and Employee Relations

The following charts provide an overview of the various frameworks and accreditations that fire and rescue services currently align to in relation to equality & diversity and employee relations.

### Equality & Diversity



### Employee relations



The data shows that services currently align to recognised best practice and guidance produced either specifically for them (NJC Joint Protocol) or that produced by recognised specialist organisations or driven by national initiatives (Disability Confident Scheme and Stonewall in relation to E&D and ACAS and CIPD in relation to employee and industrial relations).

## 2.5. NFCC People Strategy

The issues with leadership, management and career pathways as well as with workforce diversity have been identified by the NFCC and plans to address them are within the NFCC People Strategy. However, the NFCC have made clear that qualifications and accreditations alone will not develop successful leaders. A defined leadership model aligned to recognised leadership attributes and behaviours along with defined CPD is key in identifying talent and developing good leaders for the future.

Within the NFCC People Strategy there is an element addressing workforce reforms which includes the need to develop a more diverse workforce, developing an ethical code of behaviours for all fire and rescue services and addressing expectations around common areas of workforce management and support.

There is already work underway to collate a library of generic templates for the variety of workforce management policies and supporting documentation based on industry recognised standards and best practice in use currently. The work to address ethics and standardisation of common policies will seek to address aspects such as the duty of care for staff and staff wellbeing, reporting and managing of complaints, bullying and harassment.

## 2.6. Gaps & Priorities

The primary observation from the data is the **broad range of approaches taken** in the area of leadership, management and workforce development.

There is currently nothing established within the fire and rescue service nationally to support services in adopting specific organisational leadership models or providing career pathways for leaders beyond the traditional uniformed rank structure which is bound by the current role maps overseen by the National Joint Council (NJC).

The priorities in the emerging leadership and any CPD framework should include:

- clarifying the difference between maintenance of competence (more closely aligned to operational effectiveness and assurance) versus true CPD and how we record and share that
- set out required behaviours and attributes at all levels without restricting services in selecting how they support staff in achieving those levels

Ensuring these priorities are addressed would help in the areas of recruitment and the transferring of staff between services.

The leadership model being proposed by the NFCC also seeks to address the issue of the existing Personal Qualities and Attributes (PQA's)<sup>2</sup> that many services still currently follow but that are known to have lost currency so again, there is not consistent use of them. Importantly this approach will recognise the difference between what is expected of our leaders at differing levels including their skills, knowledge, understanding and behaviours but will allow local flexibility in how services ensure their staff achieve those expectations.

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<sup>2</sup> Details about the existing PQA's can be found [here](#)

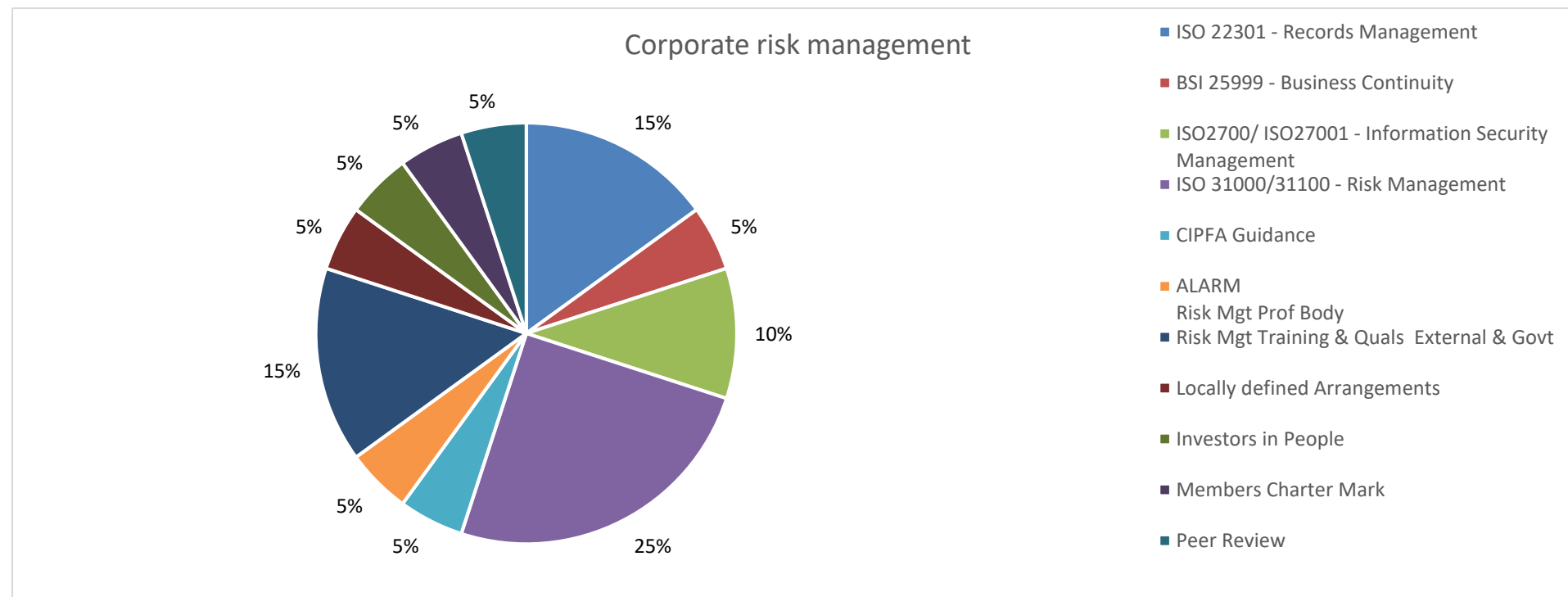
### 3. Strategic deployment of fire and rescue service resources based on risk

#### 3.1. What exists already

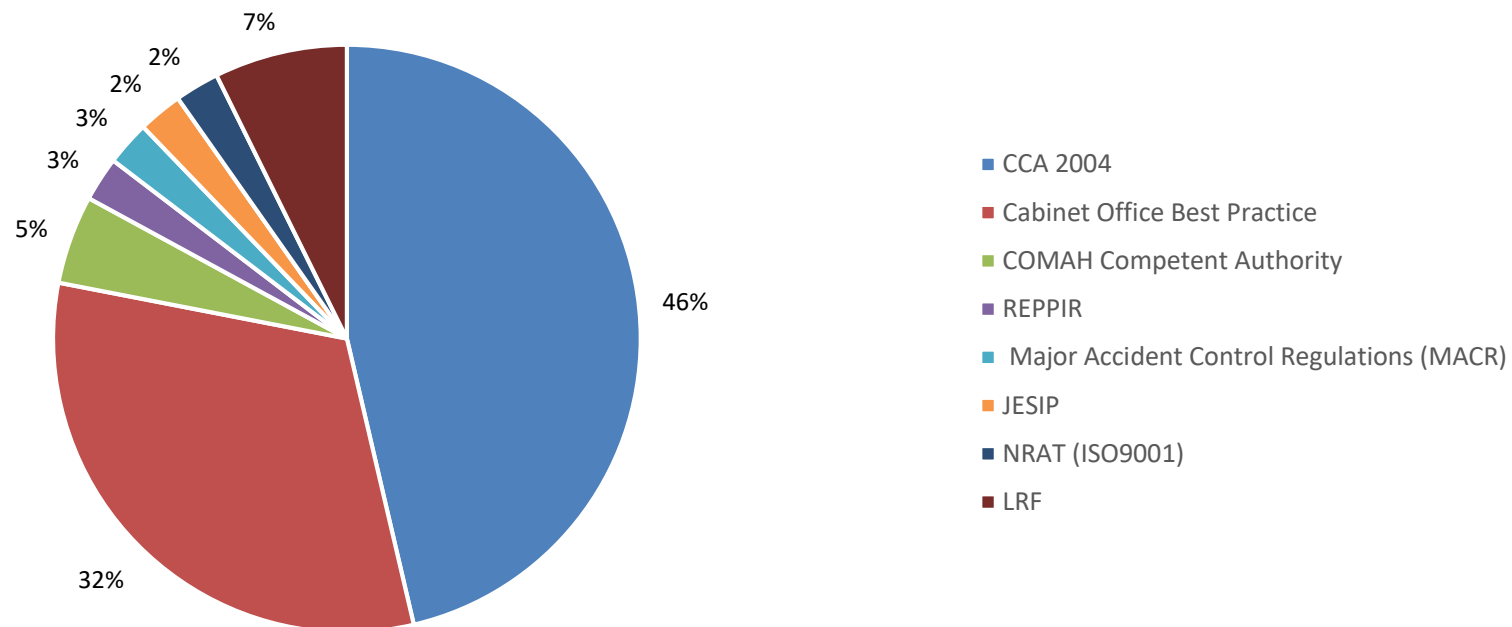
This relates to community risk assessment and ensuring services have the appropriate resources and capabilities to deploy. Areas such as strategic planning and risk management, emergency and crisis management as well as community risk are all functions that contribute to the strategic deployment of service resources.

#### 3.2. Community risk assessment, emergency planning and management

In relation to community and corporate risk assessment, the charts below again show a broad range of standards in use or referenced.



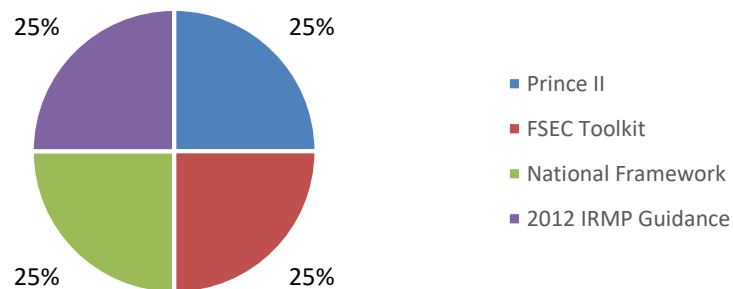
### Emergency & crisis management, civil protection and community risk



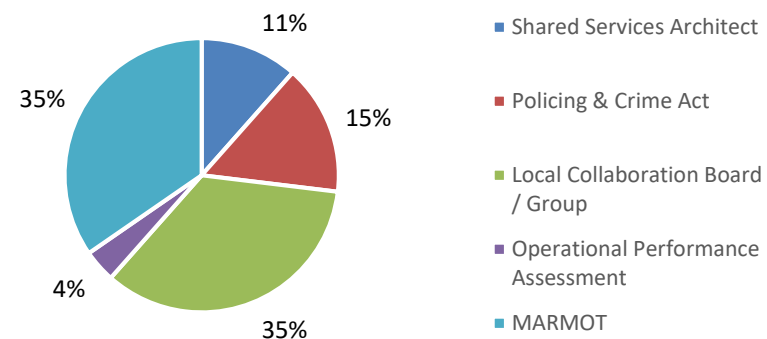
As you would expect, many services align to legislation where it exists such as the Civil Contingencies Act and supporting guidance from the Cabinet Office and the National Fire Framework. In other areas such as risk management and information management services reference a number of nationally and internationally recognised BSI or ISO standards.

For those functions that support corporate and strategic planning, the charts below demonstrate there are fewer standards or national guidance referenced, especially in relation to preparation of Integrated Risk Management Planning (IRMP) or equivalents used in Devolved Administrations.

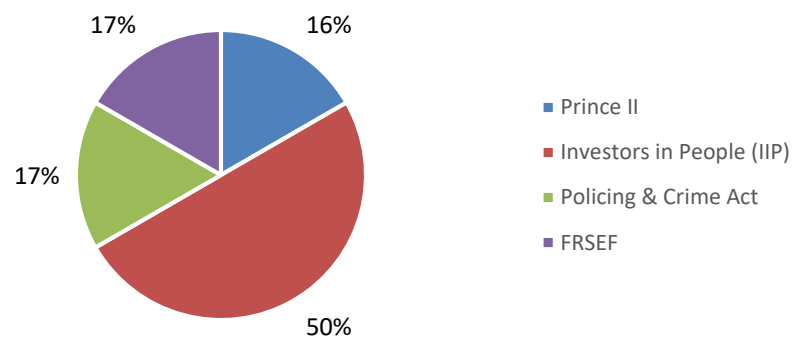
### IRMP



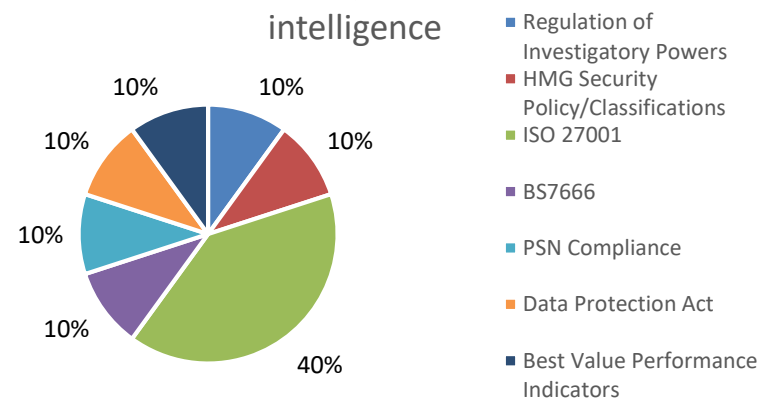
### Collaboration



### Strategic planning & organisational change



### Information management & business intelligence



## 4. NFCC Community Risk Programme

The work that is proposed by the NFCC in developing guidance based on best practice in relation to community risk assessment and the formulation of plans<sup>3</sup> to address them, aims to bring clarity to the key elements of overall risk management planning for services. (in England the Integrated Risk Management Plan or IRMP, equivalents are used in the Devolved Administrations). This will also generate a professional standard specific to fire and rescue services.

### 4.1. Gaps and Priorities

There is currently no clear guidance or minimal expectations for services as they prepare and write their service-specific integrated risk management plans (or equivalents).

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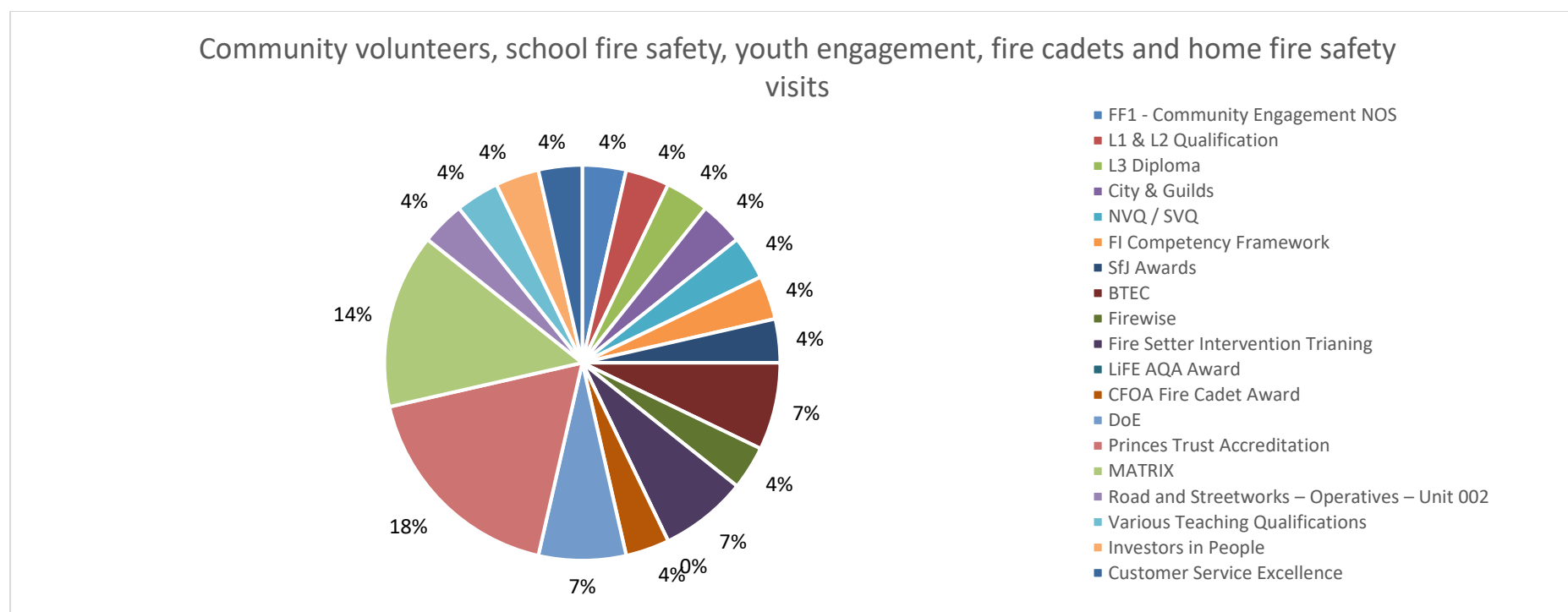
<sup>3</sup> Integrated Risk Management Plans (IRMPs) in England or their equivalents used in the Devolved Administrations



## 5. Prevention of fires and other emergencies

### 5.1. What exists already?

The charts in this section cover the functions that contribute to the prevention activities across all fire and rescue services. Primarily this is focused on community engagement from the provision of home fire safety visits and work with vulnerable communities through to fire cadets, children and young people and work on road safety.



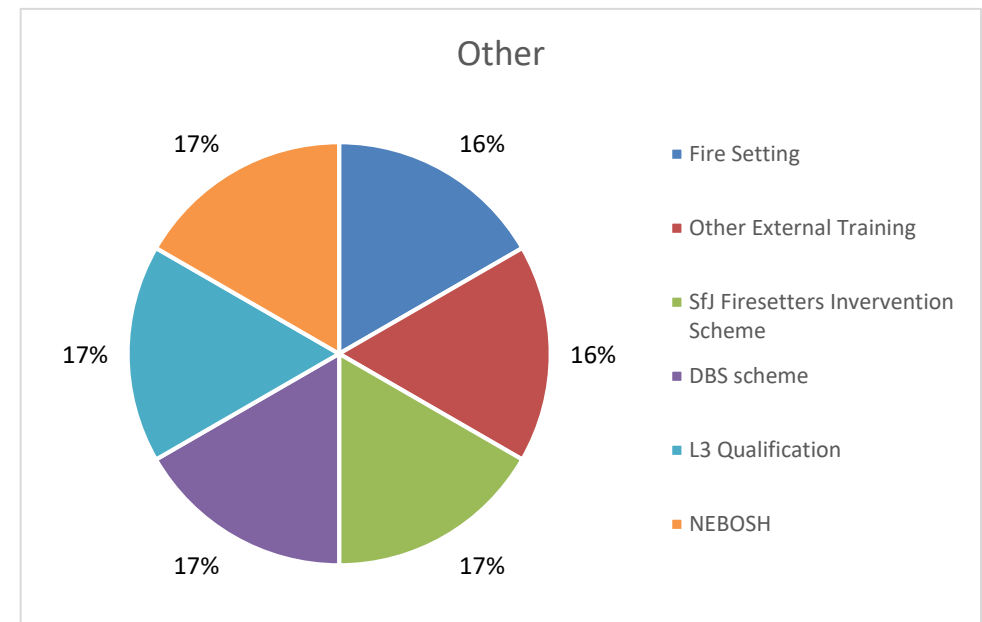
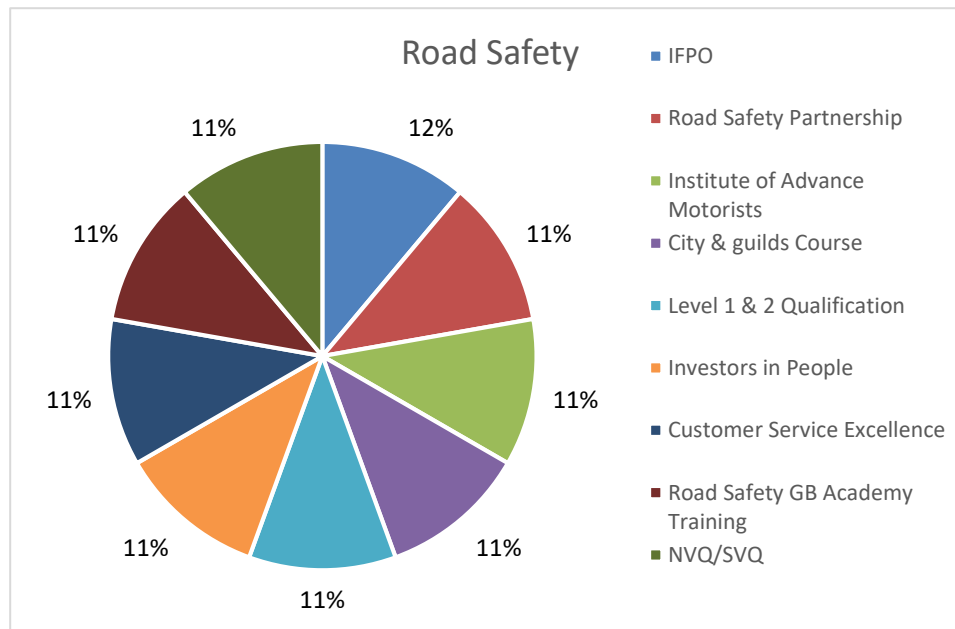
The range of community engagement related standards and accreditations is currently quite broad. This inconsistency makes assurance of the effectiveness of each one and comparison between them, difficult. Before definitive decisions may be taken on professional standards for community engagement activity further, more detailed research would be required.

There were no specific returns in relation to standards for home fire safety visits which indicates all services have developed a locally led approach potentially building again on local need and collaboration with other agencies and on the duty placed on services some years ago to ensure all homes had a working smoke detector.

## 5.2. Road Safety & Other Prevention Activity

With regards to prevention activities relating to road safety and other areas such as tackling arson, Princes Trust accredited programmes and other youth engagement awards, there is evidence from the survey data of a more defined range of legislation, standards, guidance and qualifications referenced. Again, differing governance models will impact on what is delivered locally with provision for such things as safeguarding training primarily provided through local authorities.

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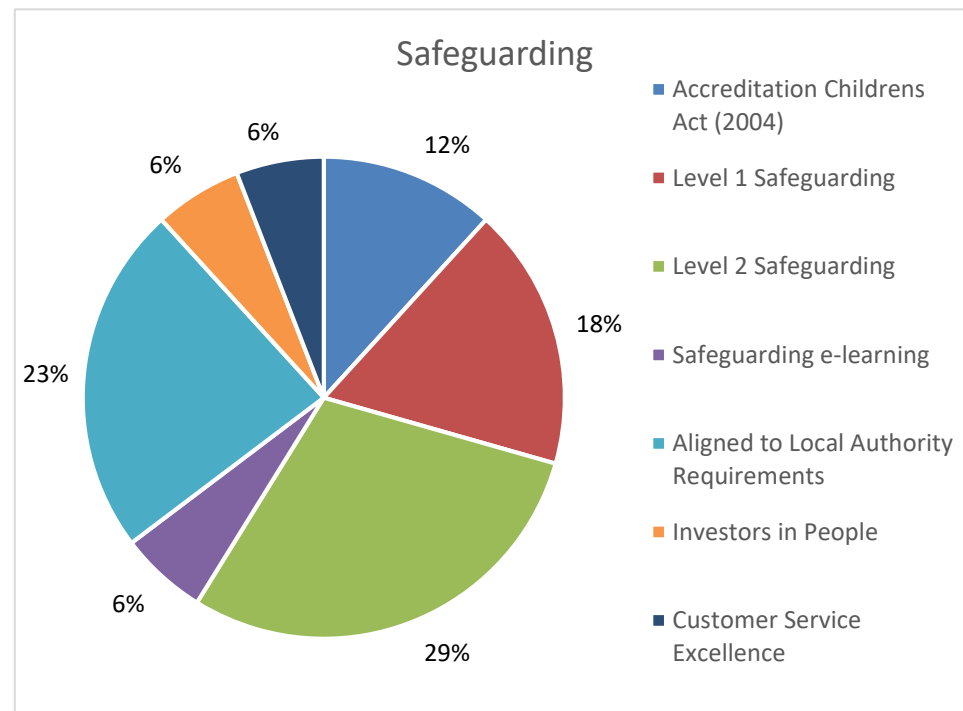
Agenda Item 2

### 5.3. Safeguarding

There is strong evidence that all services have a provision for providing appropriate safeguarding training in line with both legislative requirements and standards. In addition, there appears to be alignment to safeguarding policies and procedures and many services are members of local authority safeguarding boards.

There is evidence of services following locally developed policies and training in line with the relevant legal frameworks and duties on public sector bodies. This activity frequently appears to be linked to partner organisations or local authorities showing existing collaborations or partnership working.

An example of this includes the provision of the DBS scheme. There is evidence of alignment to some broader accreditations such as Investors in People and Customer Service Excellence however, there is no supporting evidence at this time to gauge the value and effectiveness of organisations gaining these accreditations.



### 5.4. Gaps & Priorities

There is clear evidence that providing some guidance and minimal expectations for services as they prepare their IRMP's or equivalents would help reduce the variations in approaches taken, clarify some core definitions and allow improved comparability across the country. However, it will be important these guidelines are flexible enough to allow for varying local needs and budgets.

## 6. Protection of people and property from fires and other emergencies

### 6.1. What exists already?

The charts in this section focus on inspection and enforcement of the Fire Safety Order, fire investigation (investigation of an incident scene in conjunction with police investigators and forensics officers) and other fire safety activities. It is important to note that there are likely to be findings following the Grenfell Towers incident that may impact on this aspect of fire and rescue services policies and ways of working.

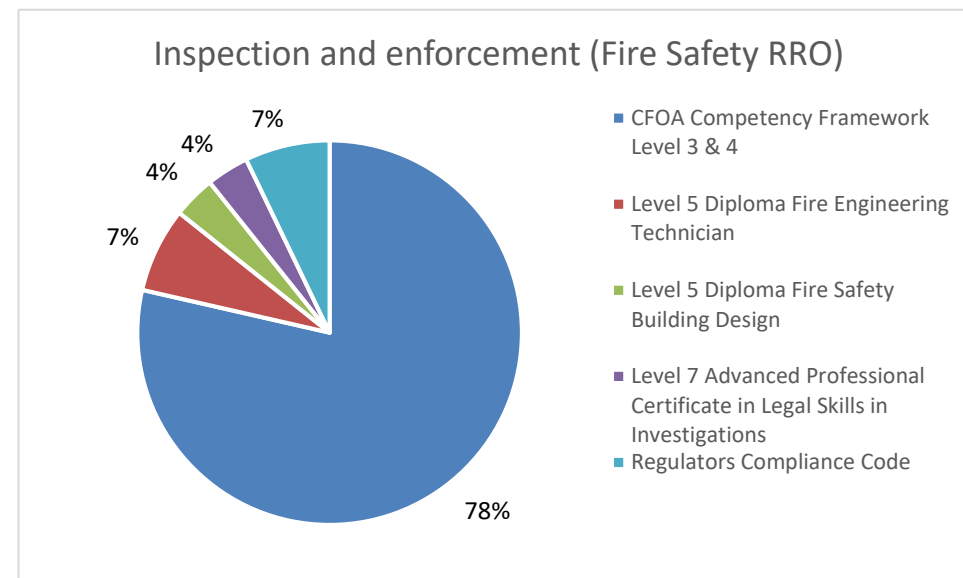
In the area of fire protection or fire safety, there is evidence of a range of qualifications and training aligned to the fire safety and fire investigation NOS.

### 6.2. Inspection and Enforcement (Fire Safety)

This area has seen some central coordination of guidance, most recently the release of the [CFOA Competency Framework for Business Fire Safety Regulators](#). This has brought together all relevant information and expectations including skills, knowledge and understanding for those with roles involved in the enforcement of the Fire Safety RRO.

There is strong evidence as is evidenced in the chart to the right, that this centrally produced guidance and competency framework is well supported and used by services.

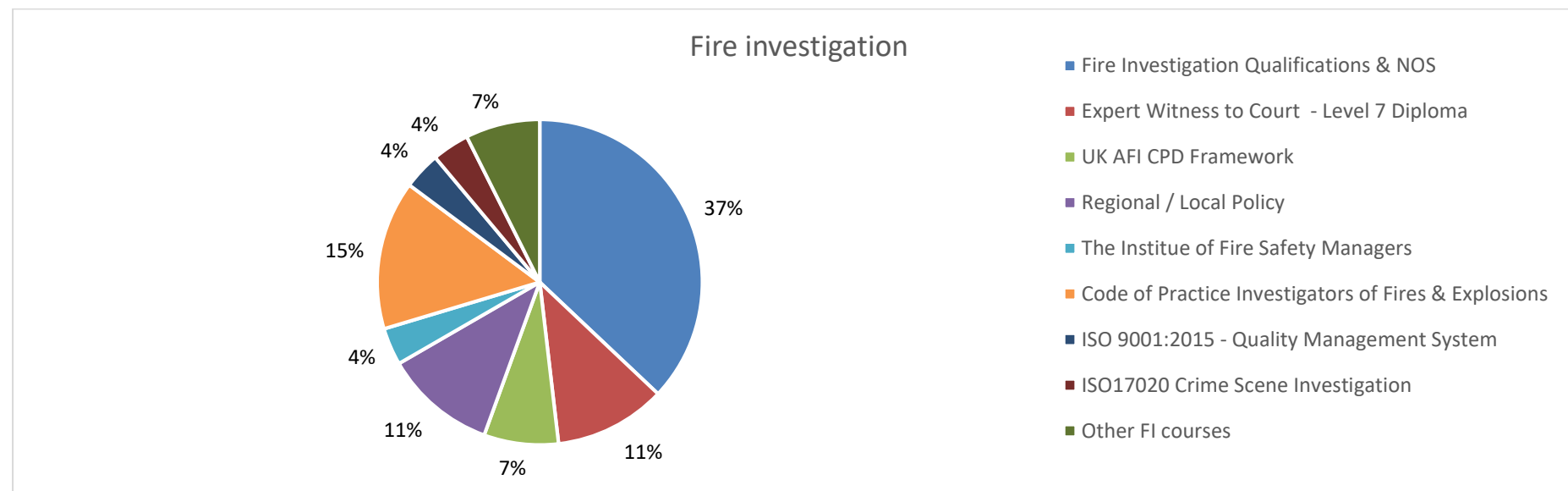
There is evidence of services providing staff the opportunity to expand their knowledge in other areas such as legal training as well a number of other courses or specialisms



### 6.3. Fire Investigation

Again, there are well established qualifications linked to NOS for fire investigation as shown in the chart below. Recently the CFOA Competency Framework for Fire Scene Investigators has been launched which was jointly endorsed by CFOA, the Institution of Fire Engineers (IFE) and the United Kingdom Association of Fire Investigators (UK AFI). It links to a UK AFI Code of Practice. However, it has not been available for services to embed for the same length of time as the Competency Framework for Fire Safety.

The charts show firstly the organisational standards and guidance aligned to in this area but also the standards, qualifications or accreditations for individuals from practitioner through to strategic levels of staff.

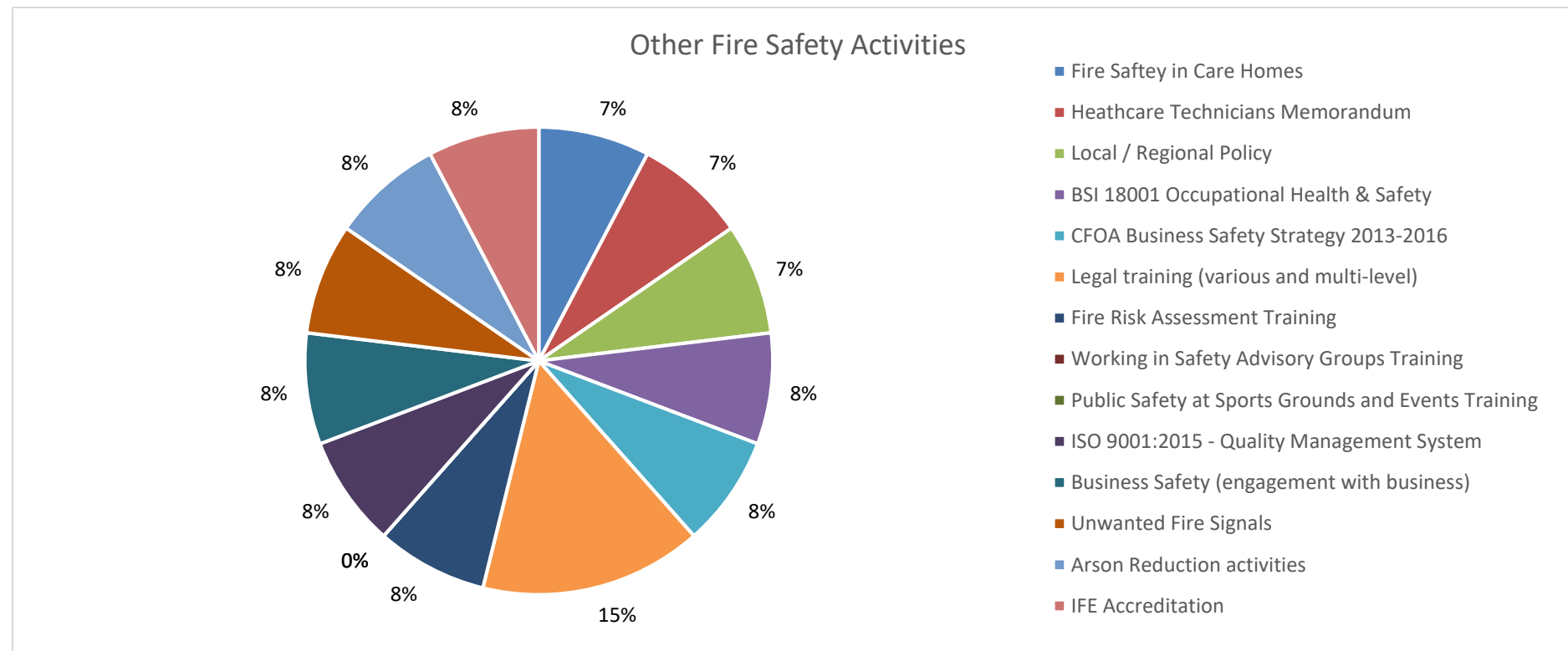


## Fire Safety Qualifications and Accreditations



## 6.4. Other Fire Safety Activity

The chart below shows the broad range of other fire safety related areas that fire and rescue services are involved with linked to their duty to enforce the fire safety order. This includes care homes, public arenas and sports facilities as well as issues with unwanted fire signals from business premises and working with businesses to better comply with fire safety legislation.



In the area of Fire Protection particularly, it is evident that where there is guidance or a framework developed through the sector and nationally recognised, the majority of services will follow that guidance or are working towards it.

## 6.5. Gaps and priorities

Following the fire at Grenfell Tower in June 2017, upcoming recommendations from the Hackitt review and the full inquiry is likely to lead to a requirement to change some working practices in fire protection. From the interim report produced by Dame Judith Hackitt, competence and training are key areas that have been highlighted for review.

Whilst the fire protection area appears to be well provisioned with NOS and qualifications, it would appear there is likely to be requirements for standards that:

- Support the enforcement of the fire safety order.
- Improve the quality of fire investigation.
- Provide a qualifications and competency structure for enforcement officers.

It is proposed the fire standards board are provided with the recommendations and any supporting information available at the time of the first meeting to clarify what is required as a priority in this area



## 7. Response to fire and other emergencies

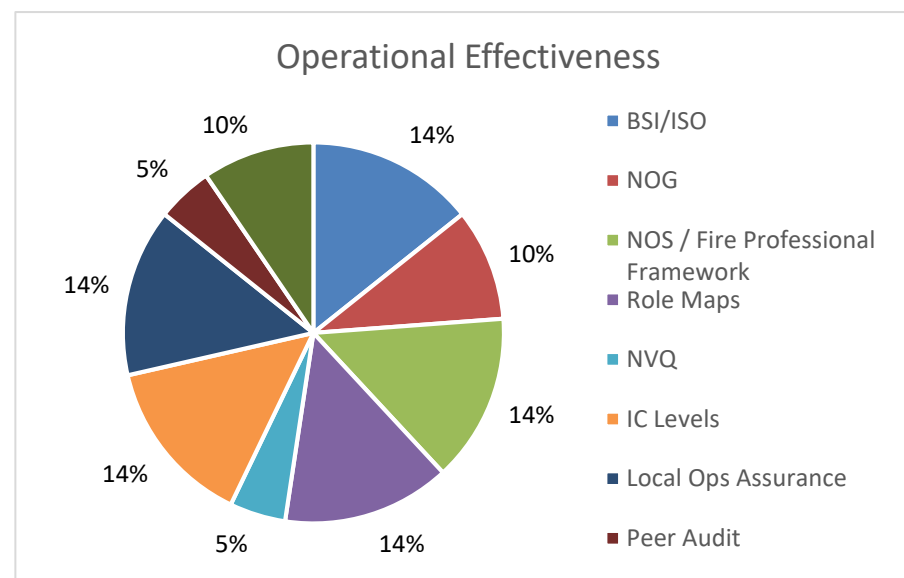
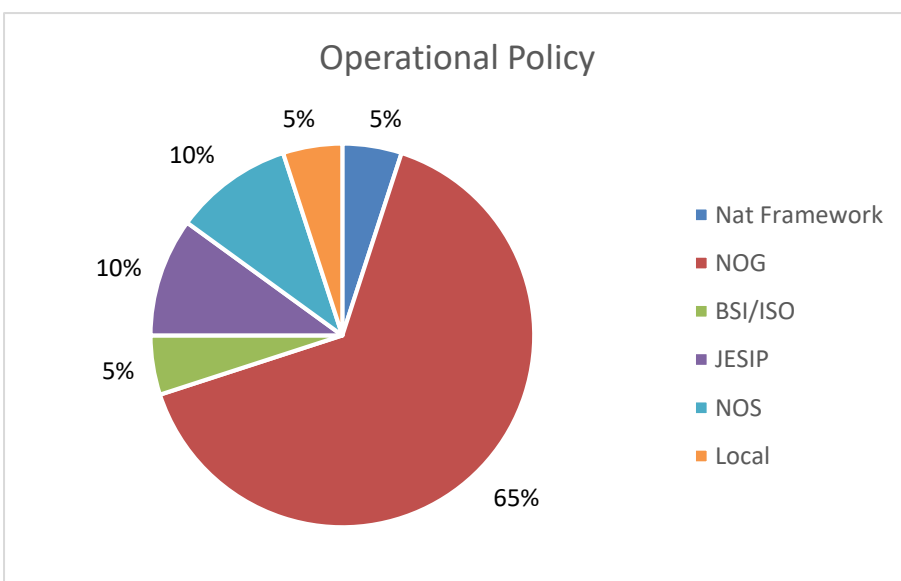
### 7.1. What exists already?

### 7.2. Operational Policy & Effectiveness

Whilst there is still some variety in the standards applied in the operational response areas, there is evidence of larger numbers of services following nationally recognise standards such as the National Operational Guidance (NOG) and the Fire Professional Framework which incorporates the role maps and NOS.

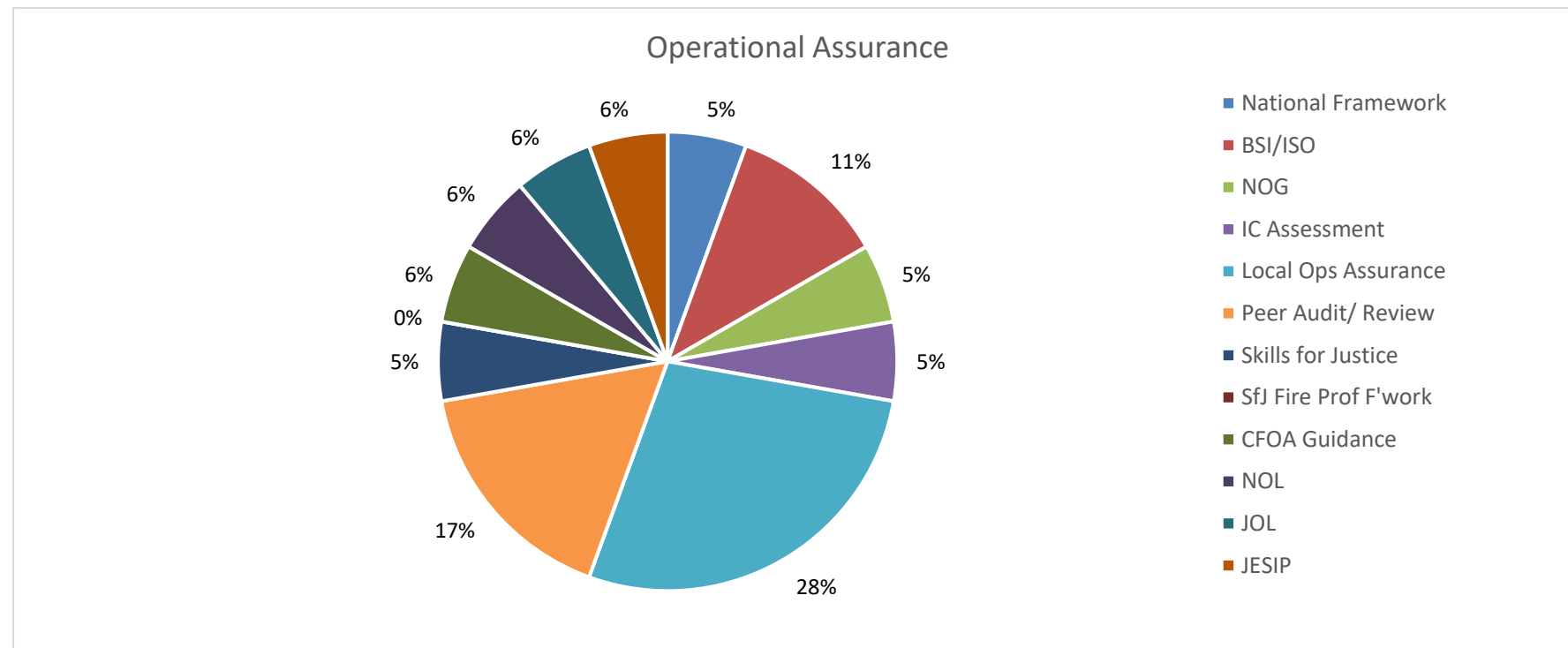
This is further evidence that where recognised national standards exist, services will follow them or work towards following them bringing about a more consistent picture and reducing duplication of developing multiple local alternatives.

The charts below show the responses in relation to operational policy (explaining what to do), operational effectiveness (checking how effective what we do is) and operational and overall assurance (the methods by which we check our effectiveness and provide assurance of competency).

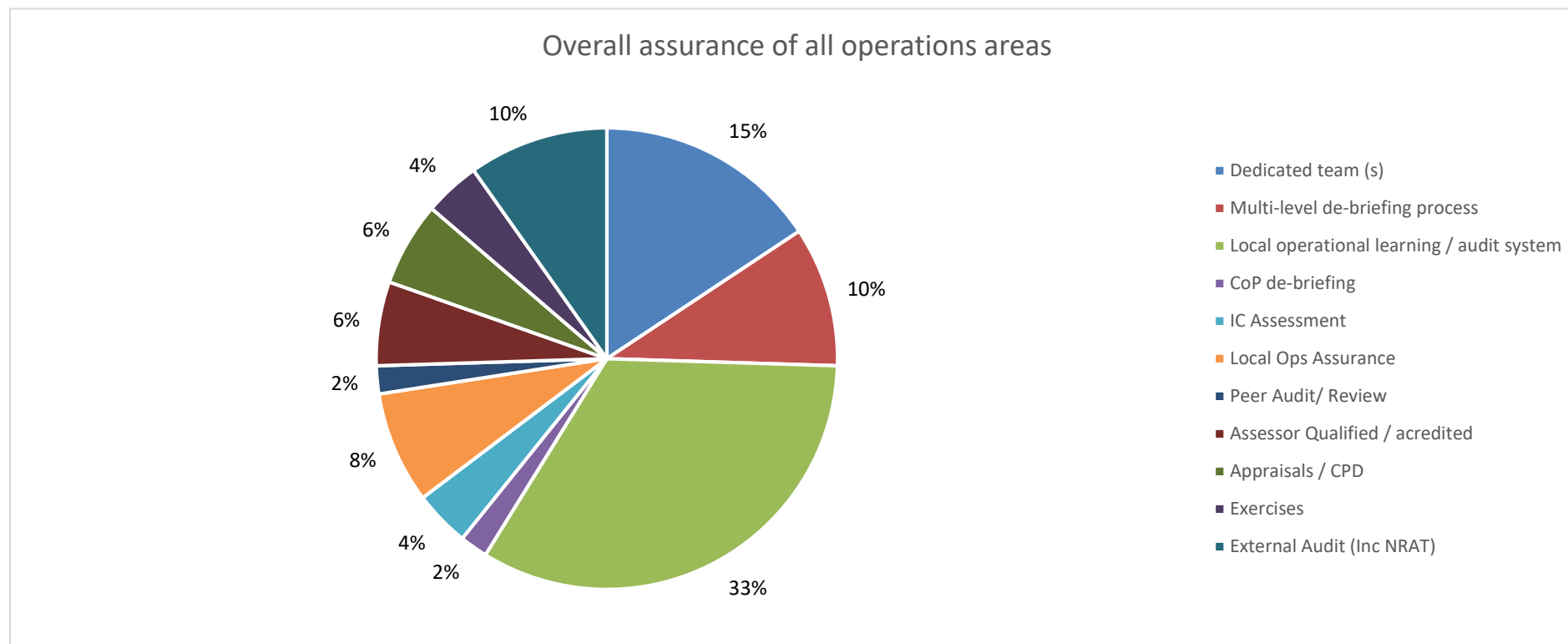


### 7.3. Operational Assurance

The chart below shows the range of standards and or polices, frameworks of guidance that services believe they currently assure against. With the introduction of the inspection arrangements and the inspection framework combined with the establishment of professional standards, this picture will be much clearer in future.



This chart shows the methods by which services are currently assessing their own operational competence.



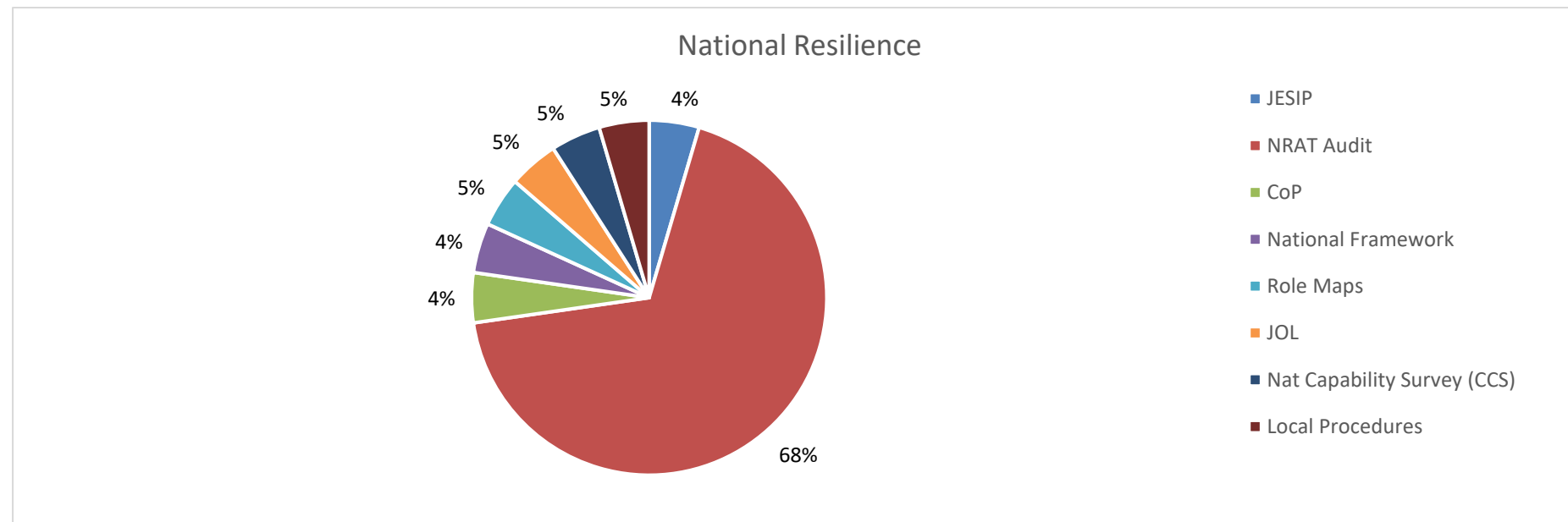
#### 7.4. Gaps and Priorities

Whilst it is evident progress with embedding use of NOG is well underway, efforts to ensure this continues should continue. In addition, the NOG should be maintained to ensure it remains current and evolves based on learning coming from the sector and HMICFRS inspection findings.

Linked to *Section 5.1 Leadership* there is scope to explore standards and guidance in the area of operational effectiveness to ensure there is consistency with regards to assurance of operational competency.

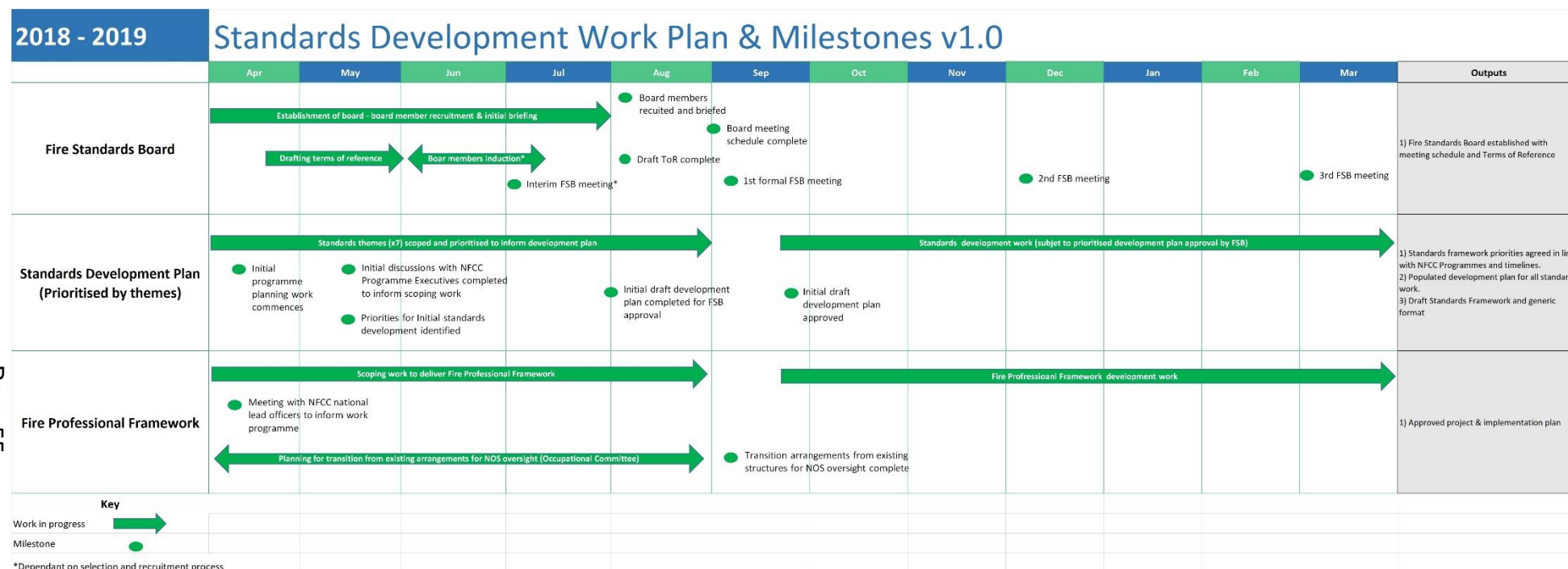
## 7.5. National Resilience

A number of services have national resilience assets and staff that must be trained appropriately to mobilise that capability. The national resilience arrangements are coordinated by a national team based out of Merseyside FRS. They provide the assurance of the training services deliver and ensure the relevant services remain in line with national resilience standards laid out in the National Resilience Capability Framework (NCAF).



From the data shown above, it is clearly apparent that services remain in line with the expectations laid out in the NCAF with assurance provided through the National Resilience Assurance Team (NRAT).

## Appendix B - Standards Development Work Plan and Milestones



## Appendix C – CPO Structure & Expenditure Evaluation

### 8. Elements of expenditure

When developing a capability through the portfolio approach there are four elements that should be considered separately when understanding the overall cost. These are:

**Production** – Programmes and projects are temporary structures established to develop products which contribute to the organisations change management work. The collection of change programmes and projects for any organisation or group is commonly referred to as a “change portfolio”. The resources required for these programmes and projects will be employed for the entire duration of the programme or project and may also use other resources on a temporary basis. The staff costs included in the production of projects and programmes within the CPO do not include support elements such as HR, ICT and general administrative duties. In general, the cost of running a project within the CPO is anticipated to be between £50k and £150k according to complexity. It is likely that, once established, the three NFCC programmes will run up to six projects per year, each. This equates to an expected maximum annual expenditure of circa £1.8m on projects.

**Governance and support** – the change portfolio is generally managed by a portfolio management office, for the fire and rescue services this is the CPO. It will be responsible for setting and assuring a standard approach to programme and project quality, reporting progress of the whole portfolio to governance boards, providing broader support functions such as digital platforms.

**Business change and benefits realisation** – To ensure services are ready to start using any products it is important to engage them, from an early stage, in the design of the end products. Once projects have delivered their products they will tend to close down and the resources utilised on other projects or areas of work. Therefore, on-going support of adoption and measurement of benefits across all projects is better managed across the whole portfolio.

**Maintenance of products** – Once a product, such as guidance, tools or standards, are produced it becomes a part of business as usual. As the fire and rescue services are not a single entity, it is appropriate for a central function to provide the maintenance function. This function will also need administration and support on an ongoing basis.

**Research and Development** – UKR&D has been established by the NFCC to deliver the research and development requirements of projects run through the CPO in achievement of the NFCC strategy. This will be expanded to include research requirements of any standard development.

The following sections provide a more detailed explanation of how the preferred option for standards production will provide a more efficient funding model for both the Home Office and Fire Authorities.

## 8.1. CPO Methodology for Programme Management

The CPO has been tasked with delivering three programmes of work to meet three of the NFCC's strategic commitments; Community Risk Assessment, Digital and Workforce Reform. If these were run as independent programmes each would require an administrative and governance support arrangement. Each would also need to develop stakeholder relationships and business change support. As each programme would require several project managers with a workload that would peak and trough, there is an efficiency in being able to use these resources across multiple projects as they start and end. The estimated salary cost of running a standalone programme, with associated support is circa £705k with an FTE of 12 posts.

By establishing these three programmes under the umbrella of a portfolio management office (the CPO) much of the governance support can be shared across them. The inevitable peak and trough demand on project management resources can be levelled across the three programmes. This has allowed a model to be proposed and agreed by the NFCC at a salary cost of £1.58m with an FTE of 26 posts.

Within the CPO there is also a team of staff dedicated to taking learning from across the sector and ensuring the guidance produced by the National Operational Guidance Programme remains current, this small team consists of an FTE of 5 posts which costs £285k. While this cost is currently considered a cost specifically for the NFCC as it is focused purely on NFCC products maintenance, this scope of responsibility for this team will expand as more products including standards are completed and require ongoing monitor and maintenance.

## 8.2. Stand-Alone Standards Production Scenario

The production of standards outside of the NFCC / CPO arrangements could be considered to be the equivalent of a programme of work which would then require all the same roles as those included in running a programme as detailed above. It would require strategic level leadership overall such as a chief executive or equivalent role. However, as the preferred option is the sector-led option, the equivalent of the chief executive role is already in place for the CPO and is provided for gratis by London Fire Brigade as part of the sector contribution.

In addition to the overall strategic management of the programme, each programme and project would require programme executives and other strategic but part time roles. For the current NFCC programmes and projects, these roles are performed by national lead officers generally at Chief Fire Officer level with no salary cost passed on. Again, a further sector contribution made by all services to programme delivery.

It is proposed, work on standards development be incorporated within NFCC programmes and projects delivery and therefore the relevant strategic leadership (programme and project executives) and subject matter expertise would be drawn from the sector at no cost.

Without access to this network and governance, the FSB would potentially need to employ non-executive directors who would require payment for their time spent on programme and project management work. This externally sourced model to deliver standards would result in an FTE of 14.5 with at least two non-executive directors. The salaries cost would therefore be circa £950k with a further £100k for the non-executive directors.

### 8.3. CPO standards delivery model

As the work load of the CPO and standards function are closely aligned there is significant duplication of posts within the two structures. By bringing the two together efficiencies can be realised for both. A combined staffing structure has been developed which has an FTE of 32, with a salaries budget of circa £1.95m.

Option	Total FTE	Total Salaries budget
Standalone programmes	36	£2.15m
Standalone CPO	26	£1.6m
Standalone Standards	14.5	£0.95m
CPO with Standards	32	£1.95

NB: The costs identified in this Appendix are salaries of permanent staff. Additional costs will be incurred for ICT, digital platform, project assurance, project temporary resources.



## **Fire safety in high rise buildings**

### **Purpose of report**

For information.

### **Summary**

This paper updates the Committee on the work of central and local government since the last meeting to ensure that high rise buildings are safe, including the LGA's engagement with the independent review of the Building Regulations and Fire Safety Review, as well as ongoing work related to the national building safety programme.

### **Recommendation**

Fire Services Management Committee Members are asked to note and comment on the LGA's building safety programme work.

### **Action**

Officers to proceed as directed.

<b>Contact officer:</b>	Mark Norris
<b>Position:</b>	Principal Policy Adviser
<b>Phone no:</b>	020 7664 3241
<b>Email:</b>	mark.norris@local.gov.uk

## **Fire safety in high rise buildings**

### **Background**

1. At its last meeting the Committee considered the key findings and direction of travel set out in the interim report published in December by the independent review of building regulations and fire safety led by Dame Judith Hackitt. Since then the LGA's work has been focused on contributing to the next stages of the review process, while also progressing a number of issues related to the private sector high-rise building safety programme. This report updates the Committee on this activity.

### **Building regulations and fire safety review**

2. As members will recall the overall conclusion in the interim report from Dame Judith Hackitt's review was that the "the current regulatory system is not fit for purpose in relation to high-rise and complex buildings". More specifically it highlighted issues with the clarity of the guidance set out in the Approved Documents that support the building regulations, the lack of clarity of roles and responsibilities, and the need to improve the enforcement regime around fire safety. A key objective set out in the interim report is for any changes to the regulatory regime to create a culture change in the construction industry.
3. As was indicated to the Committee at its last meeting, the LGA's Grenfell Tower Task and Finish Group, which has overall responsibility for coordinating the LGA's activity related to Grenfell Tower, agreed a formal response from the LGA to the interim report. The discussion at the last Committee meeting helped shape the final draft of the LGA's response to the interim report, a copy of which is attached at **Appendix A**.
4. The Committee was also updated about the plans for the second phase of the independent review's work. This was launched at a summit was held on 22 January, and was followed by an invitation to key stakeholders to contribute to six working groups covering construction and design; occupation and maintenance; regulations and guidance; competence; residents' voice and quality assurance and products.
5. After discussion with the Grenfell Tower Task and Finish Group, the LGA applied for places on all six of the working groups. However we were only offered places on two of the working groups: the occupation and maintenance; and the residents' voice. We were also invited to participate in a sub-group to the construction and design working group looking at procurement and supply. The National Fire Chiefs Council were represented on all of the working groups.
6. The occupation and maintenance working group looked at what building owners, landlords and regulators need to do differently to ensure that fire safety is prioritised when a building is occupied and throughout its life cycle. As one of the key issues identified in the LGA's work since the fire at Grenfell Tower has been the interaction between the Housing Act 2004 and the Regulatory Reform (Fire Safety) Order 2005, a joint meeting of the Committee's Lead Members and the Grenfell Tower Task and Finish Group took place in early February to inform the LGA's contribution to the working group.

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7. The two working groups the LGA has been represented on have met twice each, and draft recommendations from them to Dame Judith Hackitt are currently being considered. We understand that the other working groups are operating to a similar schedule. It is anticipated that the working groups will present their recommendations to Dame Judith Hackitt later this month, with the final report being written up for publication in spring this year.

### **Other building safety issues update**

#### Social housing tower blocks

##### *Remediation work*

8. Progress continues to be made by councils and housing associations in carrying out remediation work to the 45 council owned blocks and the 110 plus housing association tower blocks with combinations of aluminium composite material (ACM) cladding and insulation that have been found not to meet the building regulation standards following tests at the Building Research Establishment (BRE) over in July and August 2017. The latest published statistics by the Ministry of Housing, Communities and Local Government (MHCLG), which were made available at the end of February, show that remediation work has started on 92 of the 158 social housing blocks, with remediation work on seven blocks having finished.
9. MHCLG itself points out that progress with the remediation work is a complex process, and the amount of work and therefore the time needed to complete the remediation work will vary from building to building. In all cases though the work involves major construction work, that needs to be planned, consulted on and carried out carefully.

##### *Alternatives to ACM*

10. The advice from MHCLG on what materials might be used to replace ACM cladding and insulation combinations that do not meet the building regulation standards remains that the clearest way of satisfying the building regulation standards is to use materials of limited combustibility or to use a system that has been shown to pass a large scale test conducted to the BS 8414 standard.
11. However the validity of the BS 8414 standard has been called into question since the last Committee meeting. BRE at the start of February issued a statement related to data from a BS 8414 test carried out by Celotex at BRE in 2014 on one of their polyisocyanurate insulation products that was used on Grenfell Tower. BRE had been notified by Celotex that on reviewing the test results Celotex had identified anomalies between their design specification for the cladding system to be tested and the actual cladding system they installed to be tested. As BRE understood that the test system had not been constructed to Celotex's design specification, the test results have been withdrawn.
12. Additionally at the end of January Sky News reported claims by one major building insulation manufacturer that another building insulation manufacturer had 'influenced' the full scale fire safety tests carried out by MHCLG over July and August 2017 by placing fire barriers over the thermometers measuring the heat generated by the fire. The manufacturer involved in conducting the tests said the placement of the fire barriers had

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been copied from previous tests, that they showed the fire performance of ACM cladding was the key factor in the fire safety performance of any cladding system.

13. In response the LGA has called for clear advice from the government for building owners on what they can and cannot put on their buildings as a replacement, and has questioned the robustness of the BS 8414 test.

#### Private sector blocks

##### *Data Collection*

14. At the last meeting we reported on progress by councils in gathering information on those private high-rise buildings in their area with ACM cladding. Although we noted that the councils had made significant progress in submitting this information to MHCLG, a number of councils are facing a series of challenges in gathering the full set of information, in some instances because of the large number of high-rise blocks they have in their area.
15. Our discussions with MHCLG about how best to support those authorities in this position has resulted in the Director General for the Building Safety Programme at MHCLG writing to the LGA on 1 March 2018 to announce an additional allocation of £1 million from the government to support councils' work. We will be discussing how this funding will be used with MHCLG officials and London Councils shortly.

##### *Legal powers*

16. Although many building owners have come forward to volunteer information about their buildings, in some instances identifying building owners and what type of cladding is on a building is taking a considerable amount of time for councils. In the event that a building owner is not co-operative in identifying what cladding is on their building then councils will have to consider taking samples to identify what it is. Should it turn out to be ACM cladding that needs to be removed there is also a question about what councils can or have to do if the building owner does not organise the removal of the cladding.
17. Councils have powers to take action under the Housing Act and the Housing Health and Safety Rating System, but there are risks associated with doing so. We have therefore outlined a number of ways that MHCLG could minimise these risks. In response MHCLG are examining the statutory guidance and the statutory operating directions for local authorities in their relationship with those private sector building owners with a view to reinforcing local authorities in carrying out this building safety related work. If councils have the ability to take the necessary action against any building owners who are not taking their fire safety obligations seriously, this should limit the burden on fire and rescue services, given that the information councils have so far gathered suggests that there are considerably more private high-rise buildings with ACM than there are in the social housing sector.

##### *Outcomes from the programme*

18. The work councils are doing around fire safety in private high-rise buildings is already having an impact on leaseholders. A first-tier tribunal has recently ruled that it is

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legitimate for building owners to recover the cost of interim fire safety measures from leaseholders through their service charges. The mayors of Salford and Greater Manchester had added their voices to those Members of Parliament who are highlighting the impact on leaseholders as an issue. The LGA is currently in discussion with MHCLG officials and London Councils about what could be done where building owners pursue leaseholders for the costs of any interim fire safety measures or remedial work to the buildings.

### **Implications for Wales**

19. Building regulations are a devolved responsibility of the Welsh Assembly Government, and the main implications for the review are on building regulations and fire safety in England, though the Welsh government is likely to take account of the review's recommendations.

### **Financial Implications**

20. The LGA's work in response to Grenfell Tower continues to be intensive, however it has been met so far from existing resources.

### **Next steps**

21. Members are asked to note and comment on the LGA's building safety programme work.





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**Appendix A**

Dame Judith Hackitt DBE FREng,  
Independent Review of Building Regulations and Fire Safety,  
3rd Floor Fry,  
Building 2,  
Marsham Street,  
London. SW1P 4DF

Dear Dame Judith,

**Interim report**

I am writing on behalf of the Local Government Association (LGA) to respond to the findings and direction of travel you set out in your interim report.

Before getting into the detail, I want to say how impressed we are with the speed with which you and your team have produced a clear and concise, but also comprehensive report on a very complex regulatory system.

**Differentiated approach to risk**

The LGA agrees with the great majority of your findings to date, the direction of travel you set out and your recommendations. In particular we agree that the current regulatory system for high rise and complex buildings is not fit for purpose, and needs to be fully overhauled to address the wide-ranging issues inherent to the model. We were also pleased to see a paragraph emphasising the importance of widening the scope of the review to cover complex and high risk buildings. It would seem deficient not to grasp the opportunity to protect people in all high-rise and complex buildings in which they live and work.

We support your ambition of designing a revised regulatory system which is simpler, clearer and delivers better building safety outcomes. We also agree that there needs to be a differentiated approach to risk in the regulatory system, with there being a proportionate approach to the greater fire safety risks associated with high-rise and complex buildings.

In addition we strongly agree with you that we need a significant shift in culture, behaviour and practice around the construction, operation and maintenance of high-rise and complex buildings. If we are to achieve that aim, we believe certain elements of your proposals need special emphasis. The LGA would single out the need for easily identifiable individuals with responsibility for building and fire safety, greater clarity in the inspection and enforcement regime, and heavier penalties for breaches of the regulations. We would also support a debate about how we ensure new methods of improving building safety can be used to upgrade and improve existing buildings.

**Clarity of roles and responsibilities**

As the interim report highlights, there is a lack of clarity around roles and responsibilities in the current system. It is vital therefore that there are easily identifiable dutyholders with responsibility for ensuring compliance with the building regulations and fire safety measures, both during construction and throughout the lifetime of the building. There need to be

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individuals who can readily be held to account for any failures or breaches who have an interest in changing culture and behaviour to bring about the necessary paradigm shift.

A requirement to have a clerk of works to act as a gatekeeper for quality assurance is mentioned in your report. We would emphasise the importance of such a role to oversee construction and refurbishment works, ensuring the quality of construction and materials. Further, a clear responsibility on those who commission and design work to ensure a building is fit for purpose would seem essential to bring about the required change.

### **Ensuring compliance through inspection and enforcement**

Having people with clearly identifiable roles and responsibilities who can be easily held to account, will only drive cultural and behaviour change if there is also a robust inspection and enforcement regime. As the interim report notes, a key issue is that work can commence on buildings without the plans being approved by building control. Preventing work on site (as in Scotland) until approval has been given would strengthen the enforcement regime. In addition, there are also issues with the information that councils receive from approved inspectors about buildings they have inspected. Going forward we need to ensure that approved inspectors have an obligation to provide local authority building control, as the building control enforcement body, with all the necessary information on buildings they have inspected.

There are also a number of other weaknesses in the current regime to ensure building and fire safety standards are being complied with post-construction. At the heart of these problems is the fact that neither the Housing Act, and the housing health and safety rating system (HHSRS) it creates, nor the Fire Safety Order, were designed to deal with significant building and fire safety problems resulting from modifications, alterations or changes to the fabric of a building. The problematic interaction between these pieces of legislation and regulation must be addressed.

This should include examining and rectifying the ambiguity over responsibilities for inspection, the lack of certainty in key definitions, the question of whether flammable cladding can ever constitute a Category 1 hazard under the HHSRS, and the absence of powers to deal consistently with breaches of building or fire safety standards irrespective of the type of tenure that might be found in one block. It would be a significant failure if at the end of the review's work there were no recommendations that ensured, for example, that action can be taken against residents who cause fire hazards within their own homes.

One final point on building and fire safety inspections is that there is a vast array of differing complexities among buildings. This means that inspectors must demonstrate hugely varying levels of knowledge. While a universal standard should certainly be applied to inspectors across the board i.e. fire authorities, approved inspectors, or from local authority building control, it would be prudent to offer different levels of expertise within such a framework. Local Authority Building Control (LABC) have recently developed and commissioned their ISO accreditation framework which promises to enshrine a single set of consistent national standards. In discussion with a LABC they have also suggested that their framework would cater for the different levels of expertise needed among building inspectors to serve these varying building complexities. As such we would encourage the review to investigate this as a possibility.



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### **Product testing and accrediting**

As the immediate national response to the Grenfell Tower fire highlighted, inspection and enforcement would be made significantly easier if there were a robust independent process to test and accredit products, with appropriate testing and accreditation marks visible on products. Aluminium composite panels on tower blocks had to be subjected to screening tests to confirm what sort of panel they were because this was not possible by visual inspection. Product certification is not clear and transparent about what particular type of product meets which particular standard, meaning the wrong material could be specified and installed in error.

Over the last week a number of concerns about the full scale tests using the BS 8414 standard have called into question how well it can gauge the fire risks associated with particular cladding systems, and in our view there is an urgent need to evaluate whether it continues to be fit for purpose, and an alternative test needs to be developed. This is a clear area of concern; if product fire tests cannot be relied upon, it brings into question the validity of other recommendations of the building regulations review.

### **Sanctions**

Addressing the above points over clear lines of responsibility and unambiguous legislation will go some way towards changing the culture in the construction sector. To create a robust system though, those who breach building and safety regulations must be prosecuted if we are to successfully encourage people to recognise the importance of building and fire safety regulations.

A number of issues need to be addressed. The reductions in the size of councils' building control and legal teams limits their capacity to take enforcement action. At the same time the competitive market in building control means a prosecution could result in an existing or potential client using an approved inspector in the future. Too often the level of fine and cost awards in the case of a successful prosecution still leave offenders better off than if they had not breached the building or fire safety requirements, and do not cover the costs incurred by the council in bringing the case.

### **Upgrading and improving existing buildings**

The interim report states that consideration should be given to what is reasonable and practicable to do to upgrade and improve the fire safety of existing facilities throughout their lifespan. The LGA supports the idea that existing buildings should be upgraded as near as practicably possible to the latest fire safety standards. There are obviously a range of practical considerations in how this process would work, including how judgements are reached about what is reasonable and practicable to do, and we are keen to contribute to that process.

### **Resources**

A consistent element across all these changes in the current regulatory system is the need for the proper resourcing of those involved in inspecting and enforcing against the building and fire safety regulations. Unless the changes that the review advocates are properly resourced, councils and fire and rescue services will be unable to play their role in delivering the cultural and behavioural change needed across the construction sector.

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### **Compartmentation**

One area we would welcome greater clarity on is the section in the interim report on compartmentation in buildings. We understand the review has drawn on the experience of other industries where there is an emphasis on creating barriers to minimise the risk of accidents, and a range of measures to ensure that if something does go wrong, the impact of that event is minimised. The interim report is right that breaches in compartmentation can have a serious impact on the safety of a building.

While other fire protection measures can protect against breaches in compartmentation we would be reluctant to move away from a position where compartmentation is the first line of defence against a fire. The 'stay put' policy allows firefighters to move through a building to fight a fire without having to deal with residents evacuating simultaneously in large numbers. A change to it may not only make fighting a fire more difficult, but may also place lives at greater risk where there are limited exit routes from a building due to panicked residents being crushed together. We believe that any recommendations in this area need to be developed in conjunction with professional advice from fire and rescue services.

### **Timetable for implementation of the review's recommendations**

When the final report is being written we believe it should set a clear timetable for implementation of its recommendations. As has already been pointed out to the review team a number of the recommendations from the coroner's inquest into the Lakanal House fire have yet to be implemented, and we would not want to see the sense of urgency to change the currently regulatory system lost, and the recommendations from the review never fully implemented.

Finally, you have kindly invited the LGA to participate in three of the working groups being established to take forward the next phase of the review. We would ask that in the interest of transparency, the membership of the working groups be made publically available.

Thank you for your consideration of these comments. We look forward to working closely with you in the immediate future.

Yours sincerely,

Cllr Paul Carter CBE,  
Chair, LGA's Grenfell Tower Task and Finish Group

## **LGA Annual Fire Conference and Exhibition 2018 and 2019**

### **Purpose of report**

For discussion.

### **Summary**

The paper sets out a number of location proposals for the 2019 Fire Conference.

### **Recommendation**

Fire Services Management Committee Members are asked to agree the venue and location for the 2019 Fire Conference and Exhibition.

### **Action**

Officers to proceed as directed.

<b>Contact officer:</b>	Lucy Ellender/Catriona Coyle
<b>Position:</b>	Adviser/Events Organiser
<b>Phone no:</b>	020 7664 3321/020 7664 3385
<b>Email:</b>	lucy.ellender@local.gov.uk/catriona.coyle@local.gov.uk

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## **LGA Annual Fire Conference and Exhibition 2018 and 2019**

### **Background**

1. The LGA annual Fire Conference and Exhibition attracts an average of 250 delegates and a range of exhibitors and sponsors in recent years. This year we have attracted a number of new exhibitors to the event. The event is considered to be an important part of the annual fire industry calendar, one of the showcase events organised by the LGA and an important income-generator.
2. Numbers for 2018 are broadly similar to previous years.
3. The current programme for the Fire Conference will follow on from this agenda. Officers will provide an oral update in the meeting.
4. The FSMC are asked to consider a number of potential venues for the 2019 Fire Conference.

### **Considerations**

5. The FSMC has previously agreed that the following criteria must be taken into consideration when sourcing a venue for this annual conference:
  - 5.1. To only consider venues of a high standard that have in place a fire sprinkler system throughout;
  - 5.2. To only consider venues that can provide both conference rooms and accommodation; and
  - 5.3. To continue to hold the conference over two days (finishing with lunch on the second day).
6. Other factors emerged during the organisation of past conferences which also need to be taken on board when organising future conferences and these include:
  - 6.1 The need to negotiate a larger number of bedrooms at the chosen conference hotel;
  - 6.2 To have a larger exhibition area to accommodate increased demand from commercial exhibitors (we have 19 exhibition stands at this years' conference); and
  - 6.3 To ensure that all the workshop rooms are of a sufficient size to accommodate delegate numbers.
7. The 2018 conference will be held at the Gateshead Hilton Hotel for the second year. The Gateshead Hilton is also on hold for 2019 but the recommendation is that we chose another location for 2019.

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### Options

8. Officers would recommend that Brighton be considered as the location for the 2019 conference. There are two hotels that would be suitable and meet the criteria for the conference. Officers have also considered that after two years in the North East we should go to another region of the UK. In particular being close to London is a key consideration for some speakers.
9. The following dates and rooms are on hold at the Hilton Hotel Brighton and Jurys Inn Waterfront Hotel:

#### 10. **Hilton Brighton Metropole, Brighton seafront**

10.1. The hotel is currently on hold on 12 - 13 March 2019.

Room	Purpose	Capacity (theatre)
Regency Suite	Main Room and Dinner	400
Viscount Suite	Refreshments /lunch and exhibition area	20 exhibition spaces
Edinburgh Suite	Breakout	40
Gloucester Suite	Breakout	60
Churchill	Breakout	40
Osbourne	Breakout	70

#### 11. **Jurys Inn – Brighton Waterfront**

11.1. The hotel is currently on hold 18-20 March 2019, however we know that it is also available on 12 - 13 March 2019 though these are not the hotel's preferred dates.

Room	Purpose	Capacity (theatre)
Renaissance Suite	Main Room and Dinner	300
Promenade Lounge	Refreshments and exhibition area	20 exhibition spaces
Atrium Restaurant	Lunch (adjacent to promenade lounge)	300
Tennyson Room	Breakout	60
Keats and Shelley	Breakout	50
Noblesse	Breakout	100
Wordsworth Room	Breakout	40

12. Both hotels offer a range of pros and cons for members to consider.
13. The Hilton Brighton Metropole pros:

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- 13.1 The main room is large and could accommodate 400 theatre style.
- 13.2 We have used the Hilton Hotel in 2013 for the Fire Conference so we know that it meets the requirements. However, in 2013 there were some problems with heating and it also snowed but the venue has reassured officers that there are no current problems with the heating system.
- 14. Hilton Hotel cons:
  - 14.1 We would not have sole use of the conference facilities as it is a large hotel so there might be another conference taking place at the same time. They can accommodate 3000 delegates in their meeting space so the Fire Conference would be quite a small conference for them.
  - 14.2 The exhibition space that has been suggested, which is also the room where lunch and refreshments would be served, is one level above the main conference room. So delegates would have to take the stairs or lift to reach it.
  - 14.3 The breakout rooms are towards the back of the hotel and do not have natural light though they are good sizes.
- 15. The Jurys Inn pros:
  - 15.1 The hotel was previously a Thistle Hotel which was bought by Jurys Inn and has been totally refurbished. The hotel has some very nice spaces including a central atrium with sea views. Breakout rooms have natural light and partial sea views.
  - 15.2 We would be the only conference taking place as the conference would take over most of the meeting space.
  - 15.3 The rates are very competitive and they are keen to host the conference.
  - 15.4 The lanes car park is situated underneath the hotel and guests receive a discounted rate.
  - 15.5 All the exhibitors would be in the same area - although there are additional spaces that could be used if needed.
- 16. Jurys Inn Cons:
  - 16.1 The exhibition space would be a short walk from the main conference room but delegates would have to walk through the area to have refreshments and lunch. There might be an issue with delegates not spending much time with exhibitors.
  - 16.2 The main conference room is not as big as the room at the Hilton so the maximum would be 300 theatre style.

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17. Both hotels can provide accommodation but there is a wide range of hotels nearby which can cater for all budgets. Visit Brighton can provide a managed and secure on-line accommodation booking service. The service is free of charge and they can provide preferential rates with the city's approved accommodation providers.
18. In order to fulfil the majority of the criteria set out in paragraphs 5 and 6, the availability of suitable venues is limited. As well as provisionally holding the Hilton Hotel in Gateshead we have considered the Hilton Hotel in Liverpool. However, when officers visited the hotel it was apparent that it is not big enough to hold a similar-sized exhibition to this year and the main room is wide and narrow and could not accommodate a stage set.
19. Price comparisons for the venues are shown on the table below:

<b>Hotel</b>	<b>Day Delegate rate first day</b>	<b>Day Delegate rate second day</b>	<b>Bedroom rate</b>	<b>Dinner rate 3 course</b>
Gateshead Hilton	£38	£30	£107	£34
Hilton Hotel Brighton	£41	£41	£101	£34
Jurys Inn Waterfront Brighton	£32.50	£30	£104.17	£31.67
Liverpool Hilton	£38	£30	£109	£34

\*costs shown are excluding VAT

20. We can negotiate with the hotels about the day rates and the Hilton Hotel Brighton has already been asked for a reduced price for the half-day.

### **Recommendation**

21. That Members agree the date and venue for 2019.

**Appendix A**

**Programme**  
**Annual fire conference and**  
**exhibition**  
**13-14 March 2018**  
**Hilton Hotel, Newcastle Gateshead**

**Tuesday 13 March**

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09.00	Registration, refreshments and exhibition viewing
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10.30	<b>Conference opening and Chair's welcome</b> <b>Mayor of Gateshead Councillor Pauline Dillon</b> <b>Chair: Councillor Ian Stephens</b> , Chair LGA Fire Services Management Committee and Isle of Wight Council
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10.40	<b>Keynote session 1. Grenfell: Mental Health and Wellbeing in the Fire Sector</b> <b>Dany Cotton</b> , Commissioner, London Fire Brigade <b>Ian Hayton</b> , Chief Fire Officer, Cleveland FRS <b>Laura Lawrence</b> , Welfare Manager, Tyne and Wear FRS <b>Steve Malley</b> , GMB Risk and Information, Tyne and Wear FRS <b>Chair: Fiona Twycross</b> , Vice Chair LGA Fire Services Management Committee and London Fire and Emergency Planning Authority Questions and discussion
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11.20	Refreshments and exhibition viewing
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11.50	<b>Keynote session 2. Grenfell: Building Safety</b> <b>Dame Judith Hackitt</b> , Chair, Independent Review into Building Regulations and Fire Safety <b>Roy Wilsher</b> , Chair, National Fire Chiefs Council <b>Chair: Cllr Rebecca Knox</b> , Deputy Chair LGA Fire Services Management Committee and Dorset and Wiltshire FRA
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12.45 Lunch, exhibition viewing and networking  
To 1.50

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2.00 **Workshops – session 1**

An opportunity to attend a workshop from the list below. These sessions will not be repeated.

**W1. Taking a Portfolio approach to managing fire transformation**

**Nick Collins**, Programme Director, National Operational Guidance Programme

**Doc Holliday**, Programme Manager, National Operational Guidance Programme

**Susan Ellison Bunce**, Senior Responsible Owner, National Operational Guidance Programme

**Chair: Cllr John Bell**, LGA Fire Services Management committee and Greater Manchester FRA

**W2. Creating Innovative Solutions via Meaningful Engagement with Partners**

**Rick Hylton**, Assistant Chief Fire Officer, Cambridgeshire FRS

**Jon Anderson**, Area Commander, Cambridgeshire FRS

**Cameron Matthews**, FBU Representative, Cambridgeshire Fire and Rescue Service

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

**W3. The Emergency Services Mobile Communications Programme: The Opportunities for Service Transformation from Next Generation Communications Technology**

**Paul Channing**, Regional Coordination Manager, NFCC ESMCP

**Pete Clarke**, Trials and Pilots Lead

**Nick Carroll**, Transition Support Coordinator, ESMCP, Home Office

**Chair: Cllr Brian Grocock**, LGA Fire Services Management Committee and Nottingham City

**W4. Blue Light Services Working Together: National Leadership through to Local Delivery**

**Stewart Adamson**, Assistant Chief Officer, Hampshire Fire and Rescue Service

**Rebecca Gill**, Senior Programme Manager, Emergency Services Collaboration Working Group

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

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**W5. Fire and Rescue Service fleets - the environmental challenge**

**Sue Budden**, Director of Finance and Contractual Services, London Fire Brigade  
**Samir Maha**, Fleet Management Director, Babcock International

**Chair: Cllr Judith Hughes**, LGA Fire Services Management committee and West Yorkshire FRA

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3.00 Refreshments and exhibition viewing

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**3.30 Workshops – session 2**

An opportunity to attend a workshop from the list below. These sessions will not be repeated.

**W6. It takes two (or three) to tango - the legal and practical implications of joint working and collaboration**

**Allison Cook**, Partner, Veale Wasbrough Vizards  
**Mark Heath**, Consultant, Veale Wasbrough Vizards

**Chair: Cllr Roger Reed**, LGA Fire Services Management Committee and South Bucks District Council

**W7. Wearable Technology for the Blue Light Services**

**Christopher Davies**, Chief Fire Officer, Mid and West Wales Fire and Rescue Service  
**Neil Pollock**, Metropolitan Police

**Chair: Cllr Les Bryom**, LGA Fire Services Management committee and Merseyside Fire and Rescue Authority

**W8. Working together – it's easy, isn't it?**

**Michelle Gaff**, Project Manager, Tyne and Wear Fire and Rescue Service  
**John Spoors**, Senior Procurement Officer, Northumbria Police

**Chair: Cllr John Robinson**, LGA Fire Services Management Committee, Durham and Darlington FRA

**W9. The fundamental Operating Principles of a Fire and Rescue Service**

**Phil Loach**, Chief Fire Officer, West Midlands Fire Service  
**Ben Brook**, Area Commander, West Midlands Fire Service

**Chair: Cllr John Edwards**, LGA Fire Services Management Committee and West Midlands FRA

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- 4.40      **Keynote session 3. Early reflections from pilot inspection authorities**
- Mark Hardingham**, Chief Fire Officer, Suffolk Fire and Rescue Service
- Cllr Matthew Hicks**, Cabinet Member for Environment, Public Protection and Broadband, Suffolk County Council
- Zoe Billingham** HM Inspector, HMICFRS
- Chair: Cllr David Acton**, LGA Fire Services Management Committee and Greater Manchester FRA
- Questions and discussion
- 

- 5.30      **Political group meetings**
- 

- 6.30      **Fire authority meetings**
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- 7.15      Drinks reception
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- 8.00      Conference dinner
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## **Wednesday 14 March**

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- 09.00      Registration for new delegates, refreshments and exhibition viewing
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- 09.30      **Welcome to day two**
- Cllr Ian Stephens**, Chair LGA Fire Services Management Committee and Isle of Wight Council
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- 09.35      **Keynote session 4. Lib Dem Shadow session**
- Baroness Pinnock**, Lib Dem Shadow Fire Minister
- Chair: Cllr Keith Aspden**, Deputy Chair LGA Fire Services Management Committee and North Yorkshire FRA
- Questions and discussion
- 

- 10.00      **Keynote session 5. Recruitment and Inclusion**
- Micky Nicholas**, Secretary of the Black and Ethnic Minority Members' section of the Fire Brigades Union
- Samantha Rye**, Secretary of the National Women's Committee of the Fire Brigades Union
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**Lt Colonel Andrew Black REME**, Engagement NE, Ministry Of Defence

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

Questions and discussion

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10.50 Refreshments and exhibition viewing

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11.15 **Keynote session 6. Future of Fire Finance**

**Charles Kerr**, Director of Finance and Corporate Services, Kent and Medway FRS and Chair of the Fire Finance Network

**Emma Lawrence**, Head of Fire Funding, Home Office

**Councillor Nick Chard**, Chairman Kent and Medway Fire and Rescue Authority

**Chair: Cllr Ian Stephens**, Chair LGA Fire Services Management Committee and Isle of Wight Council

Questions and discussion

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12.05 **Keynote session 7. Labour Shadow session**

**Karen Lee MP**, Shadow Fire Minister

**Chair: Fiona Twycross**, Vice Chair LGA Fire Services Management Committee and London Fire and Emergency Planning Authority

Questions and discussion

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12.30 **Keynote session 8. Contested PCC Business cases: West Mercia case study**

**Cllr Eric Carter**, Chairman Shropshire fire and rescue authority

**Cllr Roger Phillips**, Chairman Hereford and Worcester fire and rescue authority

**Chair: Cllr Nick Chard**, LGA Fire Services Management Committee and Kent FRA

Questions and discussion

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1.15 Conference close, lunch, exhibition viewing and networking

**Chair: Councillor Ian Stephens**, Chair LGA Fire Services Management Committee and Isle of Wight Council

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## **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.

### **Recommendation:**

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

<b>Contact officer:</b>	Gill Gittins (industrial relations)	Clair Alcock (pensions)
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## **Workforce report**

### **Pensions**

#### *Scheme Governance*

1. Early indications from The Pension Regulators' (TPR) annual Governance and Administration Survey are that they had a 100 per cent response rate from Fire Pensions, and that the results had increased by upwards of 30 per cent in some areas.
2. The Scheme Advisory Board recently undertook their own survey of Local Pension Board governance and the results will be published in late March. The response rate was 73 per cent.

#### *LGA Firefighter Pension Scheme Communications*

3. The LGA bluelight pensions team recently launched the second website named [www.fpsregs.org](http://www.fpsregs.org). This website comprehensively covers the regulations of the scheme and provides technical support to those administering and managing the pension schemes.
4. The bulletins will now be published monthly – [bulletin 5](#) has just been published and includes an important bulletin on General Data Protection Regulation (GDPR) for Fire Authorities.

#### *LGA Firefighter Pension Scheme Events*

5. In order to support Fire Authorities understand their responsibilities under GDPR for pension scheme data, LGA are holding a half day data event on 29 March – Details of all LGA Firefighters Pension Scheme Events can be found [here](#). We would urge Fire Authorities to ensure their Data Protection Officers attend.

#### *Tax implications of retrospective pensionable pay corrections*

6. Fire and Rescue Authorities are sometimes required to retrospectively correct pensionable pay errors, where pay has incorrectly been deemed as not pensionable. This has been ongoing since 2011 with the Norman v Cheshire judgment and likely to continue.
7. In making those retrospective corrections, this results in making additional pension and lump sum payments more than 12 months after the original date of retirement, which can have potential tax consequences.
8. Currently it is not known how different FRAs approach these corrections.
9. At the January 2018 FSMC meeting, members requested further details, including costs for legal advice. These details are being obtained and a further update will be given at the next meeting.

### **Pay and broadening the role negotiations**

10. Both sides of the National Joint Council (NJC) remain fully committed to identifying a mutually acceptable resolution and negotiations are therefore continuing with frequent meetings taking place to scope potential changes to roles and to explore how that could be reflected in terms of pay.
11. As members are aware the latter will be directly affected by available funding on a sustainable basis. Both sides of the NJC therefore remain committed to joint political lobbying in that regard.
12. Following an NJC meeting with the Home Office Minister for Policing and the Fire Service and in the context of his highly valuing the role that firefighters play in protecting our communities and recognising the need for them to be rewarded fairly for the job that they do, the Minister has indicated that he wishes to receive additional information in respect of:
  - 12.1. how a fair pay award would look in both the short and longer term; impact on recruitment and retention; comparison with other workers given the roles and responsibilities involved; impact on workforce challenges and improvements in productivity and effectiveness; and
  - 12.2. an assessment of fire and rescue authorities' ability to fund a 3 per cent pay increase from their existing budgets. In this regard the Minister made reference to the government's latest assessment which shows 'that single purpose fire and rescue authorities' reserves have increased by 88 per cent to £615 million between 31 March 2011 and 31 March 2017' and welcoming 'a strong justification from the employers' side setting out why additional funding to meet an increased pay award cannot be prioritised from the fire and rescue authority budgets'.
13. Work is in hand on both aspects.
14. The NJC is a UK-wide body and members may therefore be interested to know that the Cabinet Secretary for Local Government and Public Services in Wales has, while expressing his view that any outcome must also work well for Wales, indicated that he is happy for further discussion to take place. In Scotland, the government has indicated that it is prepared to fund an increase in firefighter pay. This is likely to be sufficient to cover both the negotiations through the NJC and a number of local issues.

### **Inclusive Fire Service Group**

15. This group is NJC led and includes representation from NJC employer and employee secretariats, the NFCC, RFU, FBU and FOA. The Independent Chair is Professor Linda Dickens.
16. Members will be aware of the work previously undertaken by this group on strategies to deliver improvements at local level in respect of inclusion, diversity and cultural issues such as bullying and harassment.

17. One of the improvement strategies however does require national coordination – a national awareness campaign. Wide evidence gathered by the group suggested that public awareness of the breadth of the firefighter role would assist with recruitment and retention issues. Support had been sought from the Home Office in this regard. (This would be similar to the work being separately undertaken in respect of recruitment to retained duty system posts).
18. The Home Office attended the most recent meeting of the group to follow up on those discussions and to present on the work it is undertaking to support FRAs in recruitment from diverse groups. Feedback from the Home Office is that they found the visit to be very useful, recognising the uniqueness of inclusion of both employer and employee representatives, and have already taken on board some of the feedback for example the use of the term ‘bootcamp’ in proposed literature relating to fitness issues and suggested improvement around images.
19. They suggested that it would be helpful to have continued direct contact with the group and that has been welcomed.

#### **Taxation and Lease Cars**

20. An amendment to legislation last year included a change to the previous position which means employers are not permitted to make a reduction to the benefit in kind tax liability calculation to allow for business mileage in the cases of provided and lease cars fitted with audible and blue light devices.
21. We also understand that given the significantly increased tax liability for affected employees, e.g. flexible duty officers, it may serve as a disincentive to promotion and therefore require some remodelling of local car arrangements.
22. The NJC agreed to write jointly to HMRC on this matter, and to approach the NFCC to do so jointly. The NFCC has agreed that approach and work is underway in drafting the joint letter and checking its accuracy with tax specialists before despatch.

#### **Court of Justice of the European Union (CJEU) - Ville de Nivelles v Rudy Matzak**

23. This recent case concerns a ‘volunteer’ firefighter in Belgium. However its impact will be felt more widely, including in the UK. A copy of the CJEU’s press release is **attached**.
24. In essence it has determined that stand-by time of a worker at home who is obliged to respond to calls from the employer within a short period must be regarded as ‘working time’.
25. We are currently considering the implications of this determination on the retained duty system and will be seeking a QC opinion in doing so in order to inform guidance to FRAs. A sounding board has been formed to inform the content of the instructions to the QC.



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## **Fire Services Management Committee update and outside bodies 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 are asked to note the report.

### **Action**

Officers to progress as appropriate.

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12 March 2018

## **Fire Services Management Committee update and outside bodies paper**

### **Government**

#### **National Fire Framework Consultation**

1. Following on from the discussion at the last FSMC meeting the LGA responded to the Home Office's Fire Framework consultation. The full consultation response can be found in **Appendix A**.

#### **Fire Statistics**

2. The Government released their latest set of incidents statistics at the start of February. The statistics outline that fire and rescue services (FRSs) attended **566,572 incidents** in the year ending September 2017. Last year the FRS attended 548,899 incidents, meaning that there was an increase of approximately 3 per cent in comparison with the previous year, but a 34 per cent decrease compared with ten years ago (854,371 in 2006/07).
3. There has been a downward trend in incidents for around the last decade, though increases in recent years have mainly been driven by non-fire incidents this year the increase was mainly driven by an increase in fires attended. FRSs attended 170,519 fires in the year ended September 2017, which was a 9 per cent increase on the previous year. FRSs also attended 173,056 non-fire incidents in the year to September 2017.
4. The full set of statistics can be found on the Government's website:  
[www.gov.uk/government/statistics/fire-and-rescue-incident-statistics-england-october-2016-to-september-2017](http://www.gov.uk/government/statistics/fire-and-rescue-incident-statistics-england-october-2016-to-september-2017).
5. On 25 January the Government released their statistics into response times to fires attended by the fire service. The release stated that overall response times have gradually increased over the last 20 years though it also stated that between 2015/16 and 2016/17 response times to all types of fires either decreased or remained the same with the exception of "other building" fires. The average response time to primary fires (more serious fires that harm people or cause damage to property) in England in 2016/17 was eight minutes and 44 seconds: a decrease of three seconds since 2015/16 but an increase of 33 seconds since 2011/12.
6. More information is on the Government's website:  
[www.gov.uk/government/statistics/response-times-to-fires-attended-by-fire-and-rescue-services-england-april-2016-to-march-2017](http://www.gov.uk/government/statistics/response-times-to-fires-attended-by-fire-and-rescue-services-england-april-2016-to-march-2017).

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## **Outside Bodies**

### **HMICFRS Consultation and External Reference Group**

7. The LGA responded to HMICFRS's recent consultation on their proposed inspection programme. The LGA's consultation response is attached in **Appendix B**.
8. Our main concern has continued to be the potential for additional burdens to be added to fire and rescue services as a result of the inspection programme.
9. Cllr David Acton attended the last meeting of the HMICFRS External Reference Group. The Group met on 1 March to discuss the feedback from the consultation and the judgment criteria. The criteria provide an indication of the expected levels of performance within each grading. The four grades are: Outstanding, Good, Requires Improvement and Inadequate. Once the judgement criteria have been finalised then they will be put out to sector consultation.

### **Strategic Resilience Board**

10. Cllr Ian Stephens and Cllr Les Byrom attended the Strategic Resilience Board on 30 January. There were a number of discussions including on JESIP, the activities of the National Resilience Board and MTFA. The main focus of the discussion was on business continuity.

## **Local Government Association**

### **LGA Fire leadership Essentials**

11. The LGA held its most recent fire leadership essentials programme in February. We had attendees from eight FRAs and covered a range of topics. We had discussions around Grenfell, collaboration, inclusion and diversity, the NFCC and member/officer relations. The Home Office talked about their reform programme and HMICFRS discussed inspection and we also held a media session with a number of different scenarios for the councillors to respond to.
12. The course was well received and we are hoping to run more courses in the next political year.

### **Reserves**

13. The LGA has held a meeting with the NFCC to discuss fire and rescue authority reserves. The NFCC will be conducting a survey on reserves to inform further work on this issue and the LGA will continue to be involved.



## **Appendix A**

### **Fire and Rescue National Framework for England**

#### **LGA consultation response**

Date: 14 February 2018

#### **1. About the Local Government Association (LGA)**

- 1.1. The Local Government Association (LGA) is the national voice of local government. We work with councils and fire and rescue authorities to support, promote and improve local government.
- 1.2. We are a politically-led, cross party organisation which works on behalf of councils to ensure local government has a strong, credible voice with national government. We aim to influence and set the political agenda on the issues that matter to local authorities so they are able to deliver local solutions to national problems.
- 1.3. This paper contains the response of the LGA's Fire Services Management Committee.

#### **2. The Framework**

- 2.1. We welcome assurances we have received that the IRMP remains the basis for all fire and rescue service activity and the National Framework continues to require all FRAs - regardless of governance model – to produce an IRMP setting out how each FRA will deliver its core functions.
- 2.2. We remain concerned that the apparent disparity between the expectations of Police and Crime Commissioner (PCC) style FRAs and other FRAs in relation to the production of Integrated Risk Management Plans (IRMPs) and Fire and Rescue Plans could cause confusion. In particular the suggestion in paragraph 4.10 that the IRMP 'may also include details of how the fire and rescue service intends to meet the strategic vision set out by the fire and rescue plan' risks conflating political objectives and risk-based analysis.
- 2.3. We have concerns about both the resources and powers available to Police and Crime Panels in fulfilling their scrutiny functions in relation to an expanded remit to include fire. Any shortcomings in this respect could impact upon the preparation of the IRMP.
- 2.4. References to the Regulatory Fire Safety Order 2005 may need updating in the light of any recommendations that emerge from Dame Judith Hackitt's Independent Review of Building Regulations and Fire Safety.

**Submission**

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We are pleased to note the Home Office's assurance that it will consider on an ongoing basis the outputs from the Grenfell Tower Public Inquiry and the Independent Review of Building Regulations and Fire Safety and make further changes to the Framework as required. Any Grenfell Tower Public Inquiry or Building Regulations Review related changes would be subject to further consultation.

- 2.5. The reserves strategy (paragraphs 5.5 -5.9) is a new requirement. Although the Home Office view is that FRAs which have effective arrangements in place to produce their medium-term financial plans will not find the inclusion of a reserves strategy an additional burden, as the information required for the reserves strategy is already produced by the FRA, the requirement to produce a reserves strategy is a new requirement and even if the information exists, information is not a strategy and the production of one is a new burden. This requirement therefore needs to be assessed under the new burdens protocol.
- 2.6. We note that the Home Office has undertaken to consider the section on Marauding Terrorist Firearms Attack (MTFA) and resilience needs in the context of ongoing discussions at NJC between now and publication of the Framework and make any amendments as considered necessary. We expect to be consulted on any changes.
- 2.7. Paragraph 7.14 states that:
  - 2.7.1. Fire and rescue authorities are responsible for maintaining the robustness of the capability and, where they have an MTFA capability, must put in place arrangements to ensure their teams are fully available at all times, including periods when business continuity arrangements are in place.
- 2.8. We think this imposes an impossible burden on FRAs. In the event of industrial action MTFA capability cannot be hired in.
- 2.9. It is not clear to us what the difference is between PFCC (referred to in para 4.9 for example) and PCC FRA (paragraph 4.10). Are these not the same entity? If so it would be useful to refer to them by a single term. If not, the difference needs to be explained.
- 2.10. The requirement that 'all fire and rescue authorities must implement the standards approved through [the professional standards body]' (paragraph 6.4) is at odds with the Home office's view, stated to us previously that the PSB is something the sector has decided to do and constitutes a new burden.

- 2.11. While we support the section on the re-engagement of senior officers (6.6 – 6.10) in principle, we are concerned about how it could interact with other requirements. Specifically, consideration needs to be given to how this approach relates to government proposals on the reform of exit payments and the 'appointment on merit' principles in the Local Government and Housing Act 1989, which would affect county services.





## **Proposed fire and rescue services inspection programme and framework 2018/19**

Date: 16 February 2018

### **1. About the Local Government Association (LGA)**

- 1.1. The Local Government Association (LGA) is the national voice of local government. We work with councils and fire and rescue authorities to support, promote and improve local government.
- 1.2. We are a politically-led, cross party organisation which works on behalf of councils to ensure local government has a strong, credible voice with national government. We aim to influence and set the political agenda on the issues that matter to local authorities so they are able to deliver local solutions to national problems.
- 1.3. This paper contains the response of the LGA's Fire Services Management Committee.

### **2. Inspection principles**

- 2.1. Members are supportive of the aims behind inspection and welcome the chance to showcase good practice as well as providing challenge to the sector. We have welcomed the opportunity to input into the development of the methodology and inspection framework. It is also gratifying that the inspection framework and methodology are being developed in close conjunction with the work of the Professional Standards Body and the new Fire Framework from the Home Office to ensure that these pieces of reform are properly integrated.
- 2.2. However, members continue to have concerns that the inspection regime will impose new burdens on the fire and rescue service. For instance there are some concerns around the inclusion of promotion of road safety within the methodology, which is not a statutory duty. If HMICFRS are keen to include non-statutory duties under inspection which promote safety more generally, these should all be considered under one general question rather than simply concentrating on one activity which falls into this category. This would reflect that Fire and Rescue Services tailor their activities based on the risks in the local area as defined by their IRMP.
- 2.3. There are some concerns about how the inspection will keep governance and operational duties separate. Whilst Members appreciate that governance will not be a part of any inspection there will inevitably be times when the governance of the fire and rescue service has had an impact on the operational delivery of services. HMICFRS will need to be aware of the connection between the two and consider how the joint responsibility for the delivery of services can be separated.

**Submission**

- 2.4. Members wish to see the IRMP at the heart of the inspection process as the start for all work on risk within the local area and we are pleased to see that it has been included under the second set of questions, however, as the foundation for risk based activity in the FRS it should also be included in the first set of questions.

### **3. Methodology**

- 3.1. How effective is the FRS at keeping people safe and secure from fire and other risks?

3.1.1. It would be helpful to mention the IRMP within this section of the methodology as it underpins the work around risk. Whilst different areas have different processes for undertaking their IRMP and analysing risk this is a statutory document that all FRAs, regardless of governance structure, have to produce, therefore it would be sensible for that to be mentioned explicitly and consistent terminology used throughout the document.

3.1.2. Question 1.1.3: "Vulnerable people" are included within this question however, this maybe defined in different ways by different FRAs. Therefore a clear definition would be required.

3.1.3. Question 1.2.4: We still have concerns about the inclusion of the promotion of road safety within the methodology. This is not a statutory duty on fire and rescue services and if there is an expectation as a result of inspection that FRAs will have to undertake this activity that would create a new burden. If HMICFRS wish to look at a wider range of non-statutory duties that promote safety more generally these should be considered under a more general question, rather than concentrating on only one aspect.

3.1.4. Question 1.3.4: We have concerns about the way this question is currently worded, and any assessments that may result from it. As the independent review of building regulations and fire safety has identified there are ambiguities in the legislation governing this work, namely the Housing Act 2004 and the Regulatory Reform (Fire Safety) Order 2005. It is not always clear, particularly in the context of high-rise buildings, who is responsible for enforcement action or inspection, or what powers the fire and rescue service have. Also it should be noted that not all categories of buildings/dwellings will fall under the Fire Safety Order to enable fire and rescue services to take enforcement action or inspections even when people are not complying with fire safety regulations.

3.1.5. Question 1.5.5: The wording on this question is unclear, it would be better if the LRF and marauding terrorist attacks were looked at in separate questions. Whilst LRFs might have identified this as a risk it is a national capability largely paid for by the Home Office and not all FRAs will have a marauding terrorist specialist team themselves though there are mutual aid agreements in place. Whether or not

responding to these incidents in the context of a warm zone is already part of an employees' contract is the subject of differing views. The largest fire service specific trade union, the Fire Brigades Union, is of the view that it is not, which has caused difficulties in some local areas. The matter is currently included in a much broader negotiation within the National Joint Council for Local Authority Fire and Rescue Services to assist in resolving this matter.

**3.2. How efficient is the FRS at keeping people safe and secure from fire and other risks?**

3.2.1. We have no particular comments on the questions in this section.

**3.3. How well does the FRS look after its people?**

3.3.1. We have no particular comments on the questions in this section. However, as an observation in respect of 3.3 in general, it would be sensible for HMICFRS to be aware of the work of the NJC-led Inclusive Fire Service Group which uniquely has employer and employee representation and involves a number of fire service stakeholder groups. It has undertaken detailed work in this area and will be monitoring the resulting improvement strategies issued to FRAs and FRSs in 2017.

**4. Conclusion**

4.1. Members are supportive of the aims of inspection and can see the benefit to the sector, however there are a number of concerns about the split between the political and operational leadership of the sector as well as the potential for inspection to introduce new burdens on the FRS.



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## Note of last Fire Services Management Committee meeting

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<b>Title:</b>	Fire Services Management Committee
<b>Date:</b>	Friday 26 January 2018
<b>Venue:</b>	Smith Square Rooms 1&2, 18 Smith Square, London, SW1P 3HZ

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### Attendance

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

Item	Decisions and actions
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<b>1</b>	<b>Welcome, apologies and declarations of interest</b>
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The Chair welcomed members to the meeting and noted that Dr Anthony Maude from the Essex Police, Fire and Crime Commissioner's office was attending the meeting as an observer.

The Chair also informed members that Cllr Michele Hodgson, a former member of the FSMC, had been awarded an MBE in the Queen's New Years' Honours list. Members offered their congratulations.

There were no declarations of interest.

<b>2</b>	<b>Broadening the role of the Firefighter - oral report</b>
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The Chair introduced Gill Gittins, LGA Principal Negotiating Officer, who gave members an update on the continuing NJC negotiations around pay and broadening the role, noting that discussions were mindful of existing NJC work streams and lessons learnt from the University of Hertfordshire and New Economy reports. In terms of broadening the role, Gill noted that there were a broad range of activities being discussed, including and relating to: emergency medical response e.g. co-responding, multi-agency response, including MTFA, environmental challenges, inspection and enforcement and health and community initiatives. It was noted that while significant progress had already been made, it was a work in progress not least of all because at present, the level of funding available was unknown.

Gill noted that lobbying in that regard was key to this work. The NJC were seeking discussions with ministers across the UK and putting in place wider events to inform MPs, MSPs and Assembly Members respectively of this work and the detailed cost benefit analysis developed by New Economy, the purpose of which was to seek support in respect of funding. Fire Ministers' support would also be sought in approaching other government departments. Most recently an APPG (Fire Safety Rescue) event on the New Economy report was held in Westminster in November 2017. Jim Fitzpatrick MP, a member of that APPG, had sponsored a wider event for all MPs on 16 January. Arrangements were being made in respect of the National

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Assembly for Wales. Members were advised that discussions were ongoing with Northern Ireland representatives to do likewise and that while the funding position for Scotland was more positive, an event/meeting with the Minister would be set up if they felt it to be helpful. Cllr Chard, Chair of the Employers' Side of the NJC, Ian Murray, Chair of the Employees' Side of the NJC and the NJC's joint secretariat would be meeting with the Home Office Minister for Policing and the Fire Service at the end of January.

Cllr Chard gave thanks to both Gill and Simon Pannell, Principal Adviser (Employment and Negotiations), for all their work in undertaking the negotiations.

### **Decision**

Members **noted** the update.

## **3 Fire and rescue national framework for England consultation**

The Chair introduced Steve Polly from the Fire Strategy and Reform Unit of the Home Office, who gave members an overview of the revised national framework and noted that the consultation on this would run until 14 February.

Steve gave members an overview of the revised framework and said that the framework sets out priorities and objectives rather than providing an exhaustive list of what fire and rescue services should and should not do, while also allowing for a certain degree of localism. It was noted that the last consultation on the framework was carried out in 2012 so it was decided that it was now time to bring it in line with the introduction of HMICFRS inspections. The team hoped to bring the framework into effect in May but members were advised that delivery of the new framework was dependent on time being given to the issue in parliament as secondary legislation would be needed.

In terms of the changes made to the framework, Steve noted that they were not radical and that the majority of the framework, while looking different, remains the same. He said that the Integrated Risk Management Plan (IRMP) remained fundamental to how FRSs operate, regardless of their governance model, and that priorities and core functions remained broadly the same. Members were told that the framework now incorporates the NFCC and HMICFRS, outlines how Police and Fire Crime Commissioner's act in accordance with the Policing and Crime Act 2017, includes the statutory duty to collaborate, lists existing legislation requirements for how FRAs should support trading companies, requirements for FRAs not to appoint 'boomerang bosses', requires FRAs to publish a medium term financial strategy, efficiency plan and reserves strategy as well as a people strategy, which would cover diversity, culture, recruitment, progression and health and wellbeing.

Steve was keen to hear member's views on the consultation document and the following comments were made:

- There was a lot of focus on PCC structures in the framework but not as much around mayoral structures. The document needs to make sure combined authorities also know what they need to achieve and whether they should

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follow this framework as well. Steve noted that there was a table in his presentation which outlined what each sort of governance model should look like. The presentation was circulated to members following the meeting.

- Some concerns were raised about scrutiny arrangements for Police and Fire Crime Commissioners (PFCCs) and a number of members felt they should be strengthened, while another comment was made suggesting that it was up to authorities and council leaders to ensure that members on scrutiny panels were effective.
- Members were pleased that IRMP guidelines remained, noting that it generally does its job and gives Chief Fire Officers the authority and credibility to deliver the public's expectations. Members also felt that the duty to collaborate needed to be taken seriously but that some services would benefit from a better understanding of the legislation.
- It was suggested that the wording of paragraph 7.13 on Page 23 of the document was unclear and ambiguous, and that it needed to be clearer about the fact that the position was 'agreed' by the Government and NFCC but not employees representatives such as the Fire Brigades Union. The Home Office said they would look at the working on this point.

### **Decision**

Members **noted** the report.

### **Action**

Officers to consider members' comments and send a draft response to lead members for approval before submitting it to the consultation formally.

## **4 Fire Vision 2024**

Charles Loft, LGA Senior Adviser, outlined the report and explained that this was the latest draft of the Fire Vision. Charles noted that it had been rewritten in line with comments from FMSC, the Fire Reform Board, the NFCC and the Home Office. Members were advised that the key point to note was that the Vision was a document owned by the Fire Commission, not jointly with the NFCC and the Home Office as previously intended.

Charles was keen to hear members' views on the latest draft with a view to publishing the Vision to coincide with the LGA's Annual Fire Conference in March. The following comments were made:

- Members noted their thanks to Charles for the work he had done on this.
- It was noted that the fourth paragraph down on Page 51 of the Vision could be worded better in order to recognise benefits of different duty systems and how they were delivered.

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- A brief discussion was had about the need to review the document once findings had come out of the various inquiries post-Grenfell. Charles noted that the Vision would be seen as a rolling three year process but that a line could be added to say it could be reviewed earlier if necessary.

#### **Decision**

Members **noted** the latest draft of the Fire Vision.

#### **Action**

Officers to update the Fire Vision in line with members' comments.

### **5 Building regulations review and fire safety in high rise buildings**

Mark Norris, LGA Principal Policy Adviser, updated members on the review into building regulations and fire safety in high rise buildings, outlining Dame Judith Hackitt's call for further commentary from those who submitted contributions to the early stages of the review process. Dame Judith had written a letter inviting the LGA to volunteer to assist with various workstreams, though it was unlikely the LGA would get a place on all the working groups it wanted.

Mark asked members for their comments, which would help inform the LGA's response to the interim report. The following comments were made:

- Lord Porter attended a previous FSMC meeting and said that the LGA had to act together on this but concerns were raised that another Board looking at building regulations had views that did not necessarily join up with views held by FSMC members. Members felt it was important that all messages coming from the LGA were agreed.
- It was suggested that a better understanding was needed of the estimated additional resources that would be required in the future in terms of any added responsibilities taken on by the fire service.
- It was not just additional money that was needed but also skills and availability of people to do the work.

#### **Decision**

Members **noted** the update.

#### **Action**

Officers to proceed as directed.

### **6 Memorandum of Understanding (MoU) on equality, diversity, behaviours and organisations culture in the fire service - one year on**



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Charles Loft led on this item, explaining that the Memorandum of Understanding (MoU) had been published a year ago and that included in the MoU was a commitment to review it after one year. The LGA committed to promoting specific activities in relation to diversity and inclusion which included a conference publication on an inclusive service, promotion of the MoU, sessions on diversity in leadership essentials programmes, a masterclass on inclusion and a letter sent from FSMC lead members to the Fire Commission.

Charles outlined proposals to convene a summit with all of the MoU's signatories to be held after Easter which would help review the progress made to date and discuss what more could be done to push the agenda forward. It was noted that some progress had already been made and that case studies would be published at the LGA's Annual Fire Conference in March on what individual fire and rescue services had done to recruit a more diverse workforce. A second proposal was to nominate a member champion who would work with NFCC on this agenda by providing the members' perspective. This would entail regular informal conversations by phone, in person and attending meetings.

Members made the following comments:

- A summit involving the signatories of the MoU would be beneficial and a member champion should be nominated.
- It was felt that another survey sent to FRSs would be an additional burden at a time when they were already responding to a number of requests for information post-Grenfell. Gill Gittins noted that the Inclusive Fire Service Group (IFSG) had published the FRS responses to the improvement strategies developed by the group, but said that it would take time for the strategies to become embedded at a local level and deliver improvements. The IFSG will however then be monitoring the impact so it would be better not to carry out another survey until that time.

### **Decision**

Members **agreed** to the proposals to hold a summit and to nominate a member champion.

### **Action**

Officers to:

1. Make arrangements for a summit convening all signatories of the MoU; and
2. Write to FSMC lead members about identifying a member champion.

## **7 Outside bodies - oral update from members**

There were no updates from outside bodies meetings which had taken place since the previous meeting.

**8 Fire Services Management Committee update and outside bodies paper**

Lucy Ellender, LGA Adviser, gave members an update on the LGA's Annual Fire Conference and took them through the programme. She noted that the Minister had not yet confirmed that he would attend but that a variety of different subjects were covered in the programme and that members had been provisionally listed for chairing duties.

Members made the following comments:

- The programme did not make any mention of the future Comprehensive Spending Review and how the sector would approach it. Members suggested taking a strategic look at what the next Review would look like could be helpful if any of the other sessions were cancelled.
- Members thanked officers for making the panels more diverse than they had been in previous years.
- It was suggested that a video of London firefighter, Ricky Nuttall, reading out his poem on mental health could be shown at the start of the session on health and wellbeing.

**Decision**

Members **noted** the update.

**Action**

Officers to proceed as directed.

**9 Workforce Report**

Clair Alcock, Firefighters' Pensions Adviser, spoke to members about paragraph 5 of the report, which referenced payments made from the compensation scheme which had been identified as having been taxed at the time when they should not have been. There was now a question of what retrospective action would be taken. HMRC would refund the tax taken in error for up to four years but it was up to individual FRAs what they would do next. Clair told members that they had received requests that the team seek legal advice but she noted that this option would be very costly and could put unnecessary burdens on FRAs which could be avoided. Clair also noted that the advice given until now was that each FRA should consider their own circumstances but that seeking legal advice in the future would bring with it potential consequences.

Clair also spoke briefly to members on paragraph 6 of the report which focused on pensionable pay and inconsistencies that had been made apparent dating back to 2011. Clair noted again that seeking legal advice on this issue would be costly but that there were a number of things they could do to protect FRAs without taking this action. It was noted that the issue was likely to continue and that they were constantly seeing areas where pensionable pay needed to be adjusted.

The following comment was made:

- It would be helpful to know what sort of costs would be incurred by taking legal advice and that more information was needed before any decisions could be made.

### **Decision**

Members **noted** the update.

### **Action**

Officers to proceed as directed.

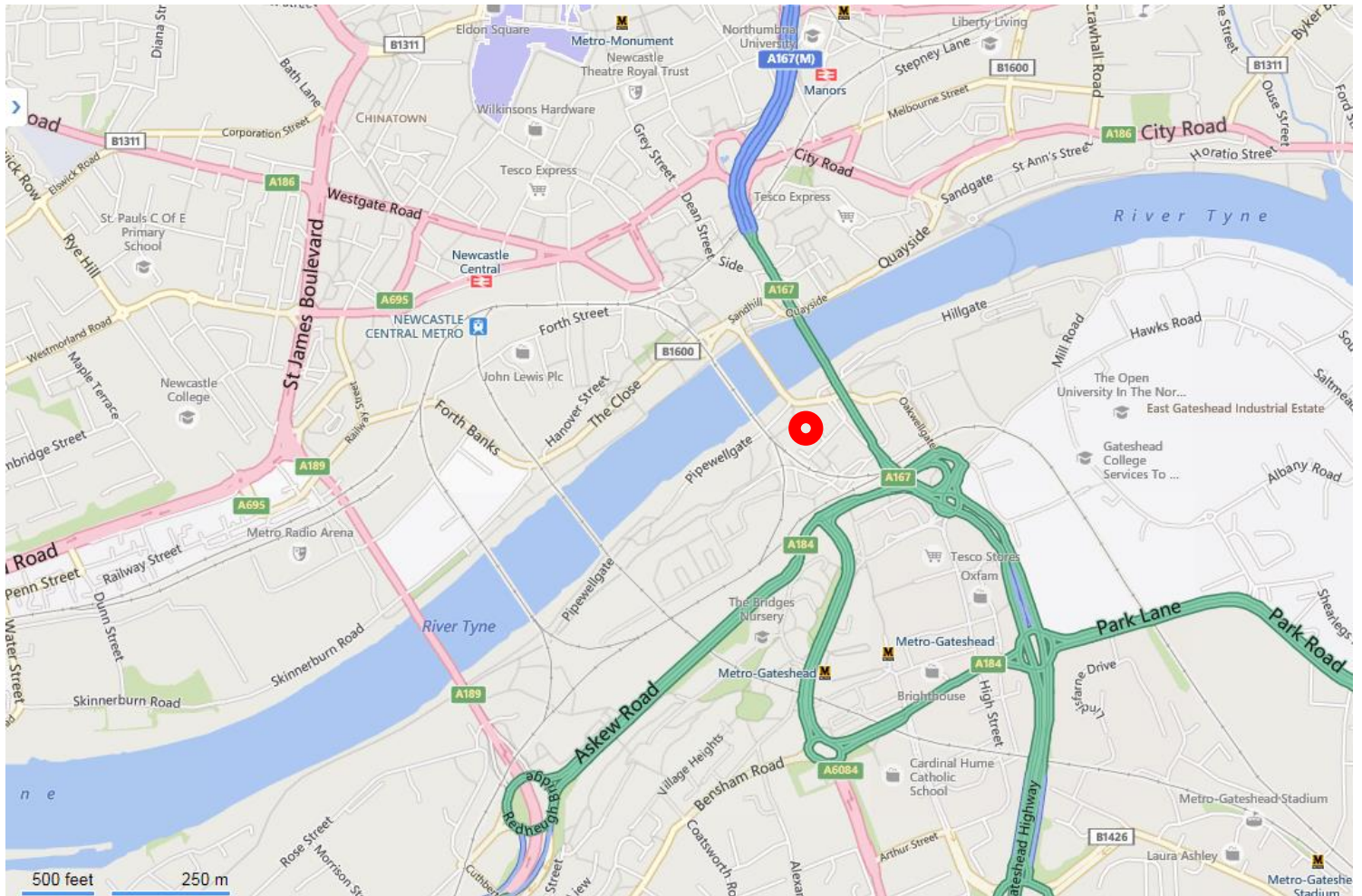
## **10 Minutes of the previous meeting**

Minutes from the previous meeting were **agreed** as an accurate summary of the discussion which took place.

### **Appendix A -Attendance**

Position/Role	Councillor	Authority
Chairman	Cllr Ian Stephens	Isle of Wight Council
Vice-Chairman	Ms Fiona Twycross AM	London Fire and Emergency Planning Authority (LFEPA)
Deputy-chairman	Cllr Rebecca Knox	Dorset and Wiltshire Fire and Rescue Service
	Cllr Keith Aspden	North Yorkshire Fire & Rescue Service
Members	Cllr Jason Ablewhite	Essex Police, Crime and Fire Commissioner
	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
	Cllr Les Byrom CBE	Merseyside Fire and Rescue Authority
	Cllr John Edwards	West Midlands Fire and Rescue Authority
	Cllr Judith Hughes	Kirklees Metropolitan Council
	Cllr Thomas Wright	Tyne and Wear Fire and Rescue Authority
	Cllr John Robinson JP	County Durham and Darlington Fire and Rescue Authority
Apologies	Cllr David Acton	Trafford Metropolitan Borough Council

# Hilton Hotel Gateshead Location Map



● Hilton Newcastle Gateshead  
Bottle Bank  
Newcastle Upon Tyne  
NE8 2AR

For further information on the location of the Hilton Newcastle Gateshead please visit the Hotel's 'Maps and Directions' website:

<http://www3.hilton.com/en/hotels/united-kingdom/hilton-newcastle-gateshead-NCLHIH/maps-directions/index.html>