

Agenda

Fire Services Management Committee: Supplemental Agenda

Friday 5 March 2021

11.00 am

Online via MS Teams

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Spending Review

Purpose of report

For direction.

Summary

The report seeks members' views on the use of the funding provided by Fire and Rescue Authorities to support the LGA's and National Fire Chiefs Council work around the Spending Review.

Recommendations

Members are asked to consider the issues in paragraph 6 and the options set out in paragraph 8.

Actions

LGA and National Fire Chiefs Council to work together to take forward next steps.

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Spending Review

Background

1. In 2019 the LGA and National Fire Chiefs Council (NFCC) agreed to work together with the Home Office on a Spending Review submission that would set out to the Treasury the business case for funding the fire and rescue services. This was funded by contributions from Fire and Rescue Authorities (FRAs) and the business case was submitted to the Home Office in August.
2. Originally it was thought that the Spending Review in 2020 would be for three years, however, this was changed to a one year Spending Review. Covid had an impact on the timetable for the Spending Review, which meant that though initially we had envisaged a team undertaking this work, we were only able to employ a Lead for the work, Amy Webb from Devon and Somerset. The contributions that FRAs were asked for were based on the need to recruit a team, therefore we are currently left with an underspend of approximately £150,000.
3. Looking ahead to this year's Spending Review there is another opportunity for the sector to work with the Home Office to shape the department's submission to the Treasury, using the remaining funds to provide greater data and evidence to underpin the business case.
4. Members agreed to look at options for further work at their October meeting. This paper outlines the areas where more work would strengthen the narrative for the Spending Review submission.

Issues

5. The feedback we have received from the Home Office on the business case was positive, particularly the strength of speaking with a unified voice across the sector.
6. However, following discussions with the Home Office and more broadly, a number of areas have been identified where further data and evidence would be helpful to make the case for the sector stronger. These are:
 - 6.1. Collaboration – Where has the sector made savings from projects such as shared estates, roles and functions with other organisations, not only on the policing side but with the wider emergency services and local government.
 - 6.2. Productivity and efficiency – how is the service using its staff's time, eg the balance between response, protection, prevention and also preparing and training for incidents. This will help the sector to highlight how risk and demand are balanced.

- 6.3. The impact of the service, not only in terms of its statutory duties but looking more broadly at how it contributes to other agendas through partnership working.
7. Members may wish to consider if there are any other areas that they feel would be useful to explore within the Spending Review submission.
8. It is clear that some dedicated resources will be needed to coordinate and bring together the information and evidence need to flesh out these areas further. It is envisaged that this would be done through a combination of:
- 8.1. A task and finish group working on data and supporting the sector to identify and collect data that is currently not being collected universally. The activities of the group would include establishing what data is being collected, establish where there are gaps, help areas to collect data, provide a framework to input data into, and analyse data. The estimated costs of providing this work would be approximately £50,000.
- 8.2. Dedicated financial expertise to support the drafting of the narrative. This would include coordination of different data sets, liaising with the Fire Finance Network, the NFCC and the LGA on the narrative etc. It is estimated that this would be for approximately 1 day a week. The estimated costs for this resource would be approximately £20,000.
9. For any of the funding that is not used for the 2021 Spending Review the NFCC would establish a ring-fenced reserve for further work in future years, including: the maintenance of a continual narrative to demonstrate the wider value of the sector, maintenance and development of productivity data; and, the sharing of ongoing efficiency evidence. This will ensure the case for appropriate sector funding evolves going forward.

Next Steps

10. If members are happy with the areas identified and the accompanying work that would be needed to gather and collate information and evidence from across the sector, the LGA and NFCC will write a joint letter to FRA Chairs and Chiefs setting out the next steps and the proposals for the funds they provided previously.

Implications for Wales

11. There are no implications for Wales as the fire and rescue service is a devolved responsibility and funding is provided to Welsh Fire and Rescue Authorities by the Welsh Assembly Government. The Welsh FRAs were not approached to participate in this project.

Financial Implications

12. There are no further financial implications following on from the initial Spending Review contributions.

Next steps

13. Depending on member's discussions the LGA and NFCC will work together on next steps.



Date:	5 March 2021
Title:	NFCC update
Presented by:	Roy Wilsher, NFCC Chair
Contact -	
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1. Purpose

- 1.1 This report provides an update on key work within the National Fire Chiefs Council.

2. NFCC activity

- 2.1 The NFCC portfolio of work continues to progress well overall against its delivery deadlines. Detailed updates are provided regularly to NFCC Members through Council reports and member communications.
- 2.2 The NFCC delivery plan 2021-22 is in the final stages of development. A new prevention programme has been scoped to begin delivery in 2021/22.

3. National Operational Guidance

- 3.1 The following pieces of National Operational Guidance (NOG) guidance have been approved by NFCC:
- NOG CC 016 Rechargeable batteries and Alternatively fuelled vehicles
 - NOG CC 017 National Operational Guidance Training specification: Operations (Third Edition, Version one)
 - NOG CC 019 Review of National Operational Guidance Training specification: Incident command (Third Edition, Version one)
 - NOG CC 023 Amendments to Hazardous materials
 - NOG CC 020 Scenario Fires in buildings that fail
 - NOG CC 022 Utilities and fuel – Illegal activity involving utilities
 - NOG CC 024 Performing rescues near rail power systems
 - Guidance for first responders to Marauding Terrorist Attacks

4. Joint Emergency Services Interoperability Principles (JESIP) Joint Doctrine review

- 4.1 The NFCC has responsibility for the periodic review of the 2016 Joint Doctrine.
- 4.2 The Project Executive has extended the timelines for the project to allow information from the Manchester Evening News Area to be considered
- 4.3 Due to the high number of references to JESIP during the Manchester Arena Inquiry, the project executive put a proposal to the Interoperability Board, at their meeting on 10 September 2020, that the consultation and publication of the revised Joint Doctrine should be delayed. It seems impractical and somewhat insensitive to proceed with consultation and publication prior to the project board being able to consider the impact of the inquiry recommendation

5. Data Hub

- 5.1 The NFCC has established a project to design, implement and sustain a Data Hub to provide a data analytics capability to the UK fire and rescue services. The capabilities of the Hub will provide:
- Collation, transformation and presentation of key data sets
 - Data analytics capability focused on capture, prioritising and modelling business use cases from the UK FRSs to inform policy, including Spending Reviews
 - Control, governance and information assurance to the use of data analytics across the service
 - Centralisation of relationship management with key central government stakeholders (e.g. Home Office, MHCLG, NHS etc) and other organisations (e.g. GeoPlace).

6. Protection

- 6.1 The Fire Protection Board continue to monitor the progress of FRSs in submitting return to the Building Risk Review Programme. As of the February reporting deadline, FRSs have submitted 5,965 completed returns (47% of estimated buildings in scope), which included 1,613 fire safety audits, and puts FRSs over 1,200 building returns ahead of the national trajectory. As confidence in delivery of the Building Risk Review remains high, the Fire Protection Board will shift to focus more on wider Protection issues

7. Fit for the Future

- 7.1 The NFCC remains committed to moving forward with the work on Fit for the Future. It is continuing to work with officers from Employers (England) and the LGA in partnership to respond to the recent engagement exercise carried out in the latter part of 2020. The full outcomes of this exercise along with plans to further engage fire and rescue services in this work will be reported at a future meeting.
- 7.2 The NFCC sees the production of a joint future vision, supported by a suite of evidence based improvement objectives as a key step forward. We will be seeking ways to further invigorate the debate about the use of this work as we learn from the Pandemic and ensure that learning is reflected in the future of the service

8. NFCC Programme highlights

- 8.1 The NFCC has well established Programme management arrangements in place and progress against deliverables is regularly reported to Steering Group and Council. Recent highlights from each of the main programmes is included for information.

People

- 8.2 Greater capacity within the Team has enabled work on the programme's seven main projects to progress at speed, and improve processes including the management of dependencies. A three-year rolling plan has been developed for the programme.

Project	Update
Leadership	<ul style="list-style-type: none"> Business cases for the Direct Entry Pathway and Supervisory Leadership Development Programme have been developed and funding discussions with the Home Office have started. Social research on the broader landscape of FRS leadership development has been procured, and surveys/workshops have started. The draft Code of Ethics Fire Standard and NFCC/LGA Core Code of Ethics consultations closed in late 2020 with 84% of respondents positively supporting each of the various aspects. Work continues to revise the code and develop associated guidance. Consultation on the Coaching and Mentoring toolkit has closed, and early indications show key themes and areas we can improve. Engagement continues as the development of the toolkit is finalised.
Equality, Diversity and Inclusion	<ul style="list-style-type: none"> The EDI Strategic Improvement Plan was launched in November 2020. The model template for Equality Impact Assessments is live on the ukfrs.com website and positive feedback has been received about associated training. Consultation took place for 'Equality of Access to Employment and Services' for LGBT & Neurodiversity. Early indications suggest FRSs see these as valuable documents that will support the development of community risk profiles and IRMP.
Recruitment	<ul style="list-style-type: none"> Project objectives have been agreed and further scoping has been undertaken along with the creation of a project plan. A joint materials collation exercise is planned with the Review of NOS project to obtain an evidence base.
Working patterns	<ul style="list-style-type: none"> Outcomes and various products for the project have been identified via a benefits management workshop. Various activities are underway including desk-based research, the gathering of FRS information on existing working patterns and joint working with HMICFRS. Interim findings will be presented to the NFCC On-Call Practitioners Conference in March 2021.

Review of NOS (previously Competencies and Qualifications)	<ul style="list-style-type: none"> The scoping of this area of work continues and it is clear there may be several projects required to deliver the benefits identified. The review aims to understand the landscape, evaluate the breadth of the firefighter role, and review the structure of NOS. A wide range of stakeholders, including the LGA and Employers, have provided input into the scoping of the project, and work has begun to create an infographic to clarify the landscape surrounding competencies do help demystify this complex subject matter. This will also help build a project board with the leadership and vision to deliver the project.
Apprenticeships	<ul style="list-style-type: none"> The Apprenticeships Project is in close down phase following successful delivery. The Programme continues to support business as usual activities until a function can be established The reviewed Operational Firefighter standard became available for use in December 2020 (including an increase in the funding band), the Fire Safety Engineer (degree level) apprenticeship is approved, and the procurement framework went live in December.
EPA Partnership	<ul style="list-style-type: none"> The End Point Assessment (EPA) Partnership Project has been closed and outstanding activities and risks have been transferred to business as usual under the governance of the Joint Partnership Board. Rob MacDougall has been appointed as the NFCC Principle Officer and will Chair the board for year one with the chair switching between NFCC and Cornwall FRS annually.

Community Risk

- 8.3 Project Health Checks for each of the three live projects have been completed and the Programme Board has agreed to progress the CRMP Competency and Evaluation Projects to Outline Business Case (OBC). A CRP Communications toolkit is being developed for UK FRSs to support change implementation and communication in services for all CRP projects.

Project	Update
CRMP Guidance Project	<ul style="list-style-type: none"> Consultation on the CRMP Fire Standard ended in December, and an amended Fire Standard will be presented to the Fire Standards Board in February 2021. Work continues on the development of CRMP guidance. Commissioning specifications have been submitted for guidance linked to Stakeholder Engagement and Data and Business Intelligence, and support is being sourced to produce Evaluation guidance. Plans are also in place to develop guidance on Defining Scope, Equality Impact Assessment, Hazard Identification, Risk Analysis and Decision Making.

Definition of Risk Project	<ul style="list-style-type: none"> A comprehensive definition of risk guidance document has been developed to support FRSs to adopt the products from phase 1 of the project. The team has now commenced phase 2 of the project following consultation on the national definition of risk, national conceptualization of risk (a strategic risk framework), and the glossary of risk-related terms and definitions. Deliverables have been identified and a tender process is underway.
Economic and Social Value of the FRS Project	<ul style="list-style-type: none"> The procurement process for phase 2 of the project has been initiated. In preparation for the onboarding of external resource the project team are conducting requirements gathering activities to prioritise the FRS activities to be explored as part of this work.

Digital & Data

- 8.4 In addition to the significant work required to develop a Data Hub (section 5), the Digital and Data Programme is progressing well against initial key projects. Separately from this work, the Home Office (HO) data team has been tasked by the HO Fire Data Board to undertake a discovery on the requirements of, and technical options for, a new comprehensive fire data collection system (i.e. the IRS replacement). Given that there may be unknown overlaps in the scope of this work and that of the Data Hub, the HO has paused their discovery to ensure that the NFCC work can inform the next stages of the IRS replacement.

Project	Update
Data Portal update	<ul style="list-style-type: none"> Data collection for the Building Risk Review is now live. HMICFRS return data is also being collected to allow services to see other services' data for comparison and benchmarking purposes. PPE data collection has been received very positively and is described as a real success by the national procurement team.
Digital transformation strategy and Target Operating Model (TOM)	<ul style="list-style-type: none"> The recently established digital and business transformation partnership with Issured will be fundamental in accurately identifying the full suite of projects required. This is part of wider work to develop a long-term vision for a digitally transformed fire and rescue service as part of the primary FRS transformation strategy - Fit for the Future. The Data Hub (DH) will form a core foundation for the first iteration of the TOM for a digitally transformed fire and rescue service as data would be one of the first enabling themes that would need addressing.
Web development	<ul style="list-style-type: none"> The contract for support, maintenance and development of the NFCC's product hub (ukfrs.com) has been extended to 31 March 2021 with a full competitive retender planned during the next 6 to 12 months.

NOG Service Integration Tool trial	<ul style="list-style-type: none"> The trial of the NOG Service Integration Tool concluded in December 2020. Feedback from the trial services has been very positive and several key improvements have been identified and implemented.
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National Operational Guidance and National Operational Learning (NOG & NOL)

8.5 In addition to the recent guidance that has been approved (section 3), the NOG & NOL programme continues to deliver on its work programme.

Project/area	Update
National Operational Guidance	<ul style="list-style-type: none"> Current document reviews include: <ul style="list-style-type: none"> - Subsurface, height structures and confined spaces (Second Edition) - Performing rescues (Second Edition) - Water Rescue and flooding (2nd Edition) - Geophysical hazards (First Edition) A review of National Operational Guidance: Scenarios has begun and this will be completed in three phases. Work is also underway to review National Operational Guidance for Marauding terrorist firearms attack (2nd Edition), and the Joint Emergency Services Interoperability Principles (JESIP) Doctrine – both of which have a links to other national work including the impact of inquiry recommendations.
National Operational Learning	<ul style="list-style-type: none"> NOL have received 66 new learning cases in the last quarter. 36 cases were taken forward to the National Operational Learning User Group for their approval, and this has resulted in 13 information notes issued to services and 6 recommendations for changes to National Operational Guidance. Learning cases involving the response to the COVID pandemic have been received and actioned as a matter of priority NOL has now been live across the UK fire and rescue sector for two years with in excess of 300 cases received to date. The process continues to grow and evolve and further improvements are planned to streamline the process in the face of a high case load.
Learning Materials	<ul style="list-style-type: none"> A commissioning, approval, scope and definition process for all NFCC approved training materials has been developed and agreed. An initial package to demonstrate the process for BS:8269 Emergency Evacuation Signals has been produced and is now available for fire and rescue services to use through FRSlearn. Further products under development include Lithium Ion Batteries and Building construction materials.

Fire Control rooms	<ul style="list-style-type: none"> The project board agreed five work packages as the initial deliverables of the project - Fire Survival Guidance, Emergency Call Handling (People at risk), Incident Command in Control Rooms, Multiple Calls and Water Survival Guidance. Fire survival guidance was released for consultation December 2020 The NTG20 and multi-agency talk groups were launched in October, supported by JOL and NOL action notes, providing the facility for the sharing of risk critical information across all control rooms and improving multi agency communication.
Grenfell Tower Inquiry	<ul style="list-style-type: none"> As a result of the GTI survey (August 2020), the NFCC has; <ul style="list-style-type: none"> - Published one new training package relating to building construction - Planned a suite of training materials relating to building construction, - Improved Fires in Tall Buildings guidance - Developed an exemplar policy for evacuation - Began work on an evacuation scenario - Supported further operational guidance development - Prioritised work for command of fire control rooms - Developed plans for implementation support - Reviewed the approach to guidance maintenance Edinburgh University have been engaged to provide 6 videos focusing on external cladding materials to improve inspections and operational response. These will be followed by online seminars for fire safety engineers to provide more detailed information and discussion.

Protection

- 8.6 The Policy, Protection and Reform Unit (PPRU) is well established with a clear communications plan in place. A review of protection position statements is currently underway, with recent updates including revisions to the Sprinkler Position statement reflecting changes announced by Government, following extensive engagement and evidence provided by the NFCC.

Project/ area	Update
Fire Safety Order and Draft Building Safety Bill	<ul style="list-style-type: none"> The Fire Safety Bill continues its progress through Parliament with the House of Commons debating amendments made in the House of Lords last month. Amendments on risk-based guidance were brought in off the back of the work of the independent task and finish group, jointly chaired by the NFCC. The NFCC are helping to develop a proof of concept of the Premises Prioritisation Tool, with input from members of the Task and Finish Group.

	<ul style="list-style-type: none"> The Building Safety Bill is expected to be introduced to Parliament in either spring or summer 2021. It is anticipated that extensive secondary legislation will be needed to support the Bill, which may form the subject of additional consultations in the New Year. Heads of the PPRU now have in place regular engagement meetings with the relevant heads of policy across the Ministry of Housing, Communities and Local Government as well as the Home Office.
Safety of Buildings now	<ul style="list-style-type: none"> The PPRU continue to deal with a range of remediation issues on a day-to-day basis. Public correspondence about waking watches continues to rise, with the latest revision of the simultaneous evacuation guidance taking a time to bed in. Ongoing support continues to the LGA's Joint Inspection Team, and support was provided in the last quarter to help the MHCLG coordinate a case conferencing approach to certain buildings which remain un-remediated.
Safety of Buildings in the future	<ul style="list-style-type: none"> The technical review of Approved Document B is now underway and NFCC are represented on all the working groups ranging from Means of Escape for disabled persons to smoke and toxicity. The Building Regulations Fire Safety Procedural Guidance and consultation proforma is a framework that helps ensure potential problems are limited by timely consultation. Through the Joint Regulators Group, NFCC have led on an update to the procedural guidance. The JRG is now piloting a 'Consensus Reaching Process' for cases where FRSs and Building control cannot agree.
Building Risk Review Programme	<ul style="list-style-type: none"> The Fire Protection Board's Building Risk Review (BRR) Programme has now been running for six months, marking a third of the way through the Programme's eighteen month timeline. All FRSs have now submitted initial returns and 7 FRSs have completed returns on all their buildings in scope. The remainder of FRSs continue to make good progress in visiting, information gathering and where necessary, auditing their buildings, with the Programme over 450 buildings ahead of the national trajectory, which was compiled from local delivery plans provided by FRSs in August 2020. The impact from increased Covid-19 restrictions during November seems to have been minimal. NFCC has now launched its online reporting system for the BRR.
Service Delivery and Improvement	<ul style="list-style-type: none"> The Service Delivery and Improvement function of the PPRU includes a review of guidance relating to Risk Based Inspection Programmes, the preparation of national guidance and learning relating to the Protection function, and work to identify new and innovative ways of working to enhance the efficiency and effectiveness of FRS Protection

	<p>Departments. The team have now completed initial scoping workshops for each of the workstreams.</p> <ul style="list-style-type: none">• Further work is in progress to enhance the competency and accreditation of FRS Protection Officers.
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