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NOTTINGHAMSHIRE & CITY OF NOTTINGHAM FIRE & RESCUE AUTHORITY - POLICY & STRATEGY COMMITTEE

Date: Friday, 2 February 2018 **Time:** 10.00 am

Venue: Fire and Rescue Services HQ, Bestwood Lodge, Arnold Nottingham NG5 8PD

Members are requested to attend the above meeting to be held at the time, place and date mentioned to transact the following business

A handwritten signature in black ink, appearing to read 'M. J. Taylor'.

Clerk to the Nottinghamshire and City of Nottingham Fire and Rescue Authority

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**NOTTINGHAMSHIRE AND CITY OF NOTTINGHAM
FIRE AND RESCUE AUTHORITY**

POLICY & STRATEGY COMMITTEE

**MINUTES of the meeting held at Fire and Rescue Services HQ, Bestwood Lodge,
Arnold Nottingham NG5 8PD on 10 November 2017 from 10.00 am - 10.42 am**

Membership

Present

Councillor Andrew Brown
Councillor Michael Payne
Councillor Jonathan Wheeler
Councillor Malcolm Wood

Absent

Councillor Brian Grocock
Councillor Sybil Fielding

Councillor Liaqat Ali (Substitute for Councillor Brian Grocock)
Councillor Parry Tsimbiridis (Substitute for Councillor Sybil Fielding)

Colleagues, partners and others in attendance:

John Buckley	- Chief Fire Officer
Malcolm Townroe	- Clerk and Monitoring Officer to the Authority
Becky Smeathers	- Head of Finance
Catherine Ziane-Pryor	- Governance Officer

8 CHAIR OF THE MEETING

**RESOLVED for Councillor Michael Payne to Chair the meeting in the absence of
Councillor Brian Grocock.**

9 APOLOGIES FOR ABSENCE

Councillor Brian Grocock – personal (Councillor Liaqat Ali attending as a substitute)
Councillor Sybil Fielding – personal (Councillor Parry Tsimbiridis attending as a substitute)

10 DECLARATIONS OF INTERESTS

John Buckley, Chief Fire Officer, declared an interest in Agenda item 4, 'Principal Officer Pay Review' (minute 12) in that it affected him directly, and informed the Committee that he would withdraw from the meeting prior to, and for the duration of that item.

11 MINUTES

The minutes of the meeting held on 21 July 2017 were confirmed as a true record and signed by the Chair presiding at the meeting.

12 PRINCIPAL OFFICER PAY REVIEW

Prior to the Committee's consideration of this item, John Buckley, the Chief Fire Officer, withdrew from the meeting, having declared an interest under minute 10. He did not return to the room until the item had concluded.

Malcolm Townroe, Clerk to the Authority, presented the joint report of the Clerk and Treasurer, informing the Committee of the outcomes of the Principal Officer Pay review which is required to be undertaken biennially.

The report informs the Committee that Chief Fire Officer Pay is set by a benchmarking exercise against other similar Fire and Rescue Authorities. Other Principal Officer Pay is calculated as a percentage of that total.

The report proposes that the current rate of pay is appropriate and so should not be altered.

Members of the Committee agreed with the findings of the report and commented that compared to some other Local Authority pay levels, the rate is appropriate.

It is noted that national pay awards are considered separately from this issue.

RESOLVED to submit a recommendation to the full Fire Authority that the current Principal Officer pay levels are appropriate and should be implemented from 1 January 2018.

13 EMERGENCY SERVICES NETWORK (ESN) UPDATE

Chief Fire Officer John Buckley, presented the report which updates the Committee on the progress of Emergency Services Network (ESN) since the last update in November 2016.

The aim of ESN is that emergency services collaborate to procure a mutually efficient, effective, robust and secure shared communications package with shared procurement, training and operational benefits and savings.

Central Government has now initiated a full national review of the ESN Business Case, including the national transition plan, to ensure that the scheme can be delivered to a realistic time scale and that suppliers are able to provide the technology required. This may result in changes to the document to which NFRS originally committed. This in turn is likely to have timescale and financial implications for the Regional Board and NFRS and results in uncertainty as to the relevance of work already undertaken. To date NFRS has budgeted £200,000 for ESN work and employed 3 full time equivalent staff specifically to work towards achieving the initial one year implementation target. Whilst Central Government has agreed to financially contribute to previous additional work, any further contribution is uncertain and therefore, to retain the specialist staff during the review period and once the revised document is released, the budget will need to be reviewed.

RESOLVED to note the contents of the report and agree to receive further updates as the project develops.

14 TRI-SERVICE CONTROL UPDATE

John Buckley, Chief Fire Officer, presented the report which updates the Committee on the progress in implementing the Tri-Service Control Programme since the last update in April 2017, and sets out how the next phase will be implemented.

Working across three services has, at times, proved a little dis-jointed but the programme is progressing well and the system is stable.

Vulnerabilities have been identified in NFRS systems which are being addressed. Progress across the three services is pleasing and initial concerns regarding some suppliers have been allayed. Additional funding requests are not anticipated.

RESOLVED to note the content of the report and the progress made with the Tri-Service Control Programme.

15 COLLABORATION UPDATE

John Buckley, Chief Fire Officer, presented the report which provides an update on collaboration progress with Nottinghamshire Police and current activity relating to East Midlands Ambulance Service, including suggestions for the potential collaboration around corporate communications, transport, and human resources.

Areas identified for collaboration include:

- Estates;
- Learning and Development;
- Organisational Performance;
- Prevention Activities;
- Emergency Planning and Resilience

Further meetings are to take place to ensure a greater understanding of how each other work, including the existing Police collaboration in some areas between different forces.

It is believed that formal agreements could soon be possible, particularly with regard to estate sharing with EMAS at Hucknall on-call site (which is progressing well), facilities maintenance, and potentially sharing training resources with Derbyshire Fire and Rescue Service at Ripley, although discussions are still at an early stage.

Although there are initial costs involved in working towards collaboration, the longer-term savings will far outstrip the initial costs.

Councillors welcomed the collaborative approach between services and suggested that informal discussions also take place between elected members of the respective areas.

RESOLVED to note the report.

16 EXCLUSION OF THE PUBLIC

RESOLVED to exclude the public from the meeting during consideration of the remaining item in accordance with Section 100A(4) of the Local Government Act 1972 on the basis that, having regard to all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Act.

17 RESILIENCE ARRANGEMENTS UPDATE

John Buckley, Chief Fire Officer, presented the report which informs the Committee on the current resilience arrangements.

RESOLVED to note the report.



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

FIRE AND RESCUE NATIONAL FRAMEWORK FOR ENGLAND CONSULTATION

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

This report provides Members with an overview of the draft Fire and Rescue National Framework for England and seeks approval for the proposed response to consultation on behalf of Nottinghamshire Fire and Rescue Service.

CONTACT OFFICER

Name : Craig Parkin
Assistant Chief Fire Officer

Tel : 0115 967 0880

Email : craig.parkin@notts-fire.gov.uk

Media Enquiries Contact : Therese Easom
(0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 Section 21 of the Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework. The current national framework was published in 2012 setting out Government's expectations and requirements for fire and rescue authorities in England.
- 1.3 In 2016 the Home Office outlined a programme of reform with the fire and rescue sector. The revised National Framework seeks to embed these reforms:
- Transforming local governance of fire and rescue by enabling mayors and police and crime commissioners to take on responsibility for fire and rescue services where a local case is made;
 - Establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for fire and rescue authorities;
 - Developing a comprehensive set of professional standards to drive sector improvement;
 - Supporting Services to transform commercially with more efficient procurement and collaboration;
 - Increasing the transparency of services with the publication of greater performance data and the creation of a new national fire website; and
 - Driving forward an ambitious programme for workforce reform including through enhancing: professionalism; management and leadership; training and development; equality and diversity; improved culture; and options for flexible working.
- 1.4 The Authority will see from the reform programme that many aspects are already in place within the Service, however, the draft framework should be fully considered alongside the future Inspectorate regime, statutory duty for collaboration and range of Service assurance requirements when developing and implementing future plans.

2. REPORT

- 2.1 On 27 December 2017 the Home Office published a revised National Framework for consultation (attached to this report at Appendix A). The feedback is to be provided by way of a questionnaire and the deadline for the response is 14 February 2018.
- 2.2 A proposed response to the questions posed as part of the consultation is outlined at Appendix B to this report. If agreed by Members, these will be emailed to the Home Office for inclusion in their consultation and subsequent formalisation of the National Framework within the deadline set.

2.3 The draft Framework proposes a range of priorities and objectives for fire and rescue authorities as set out below:

- Identify and assess the full range of foreseeable fire and rescue related risks their areas face;
- Make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
- Collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of service provision;
- Be accountable to communities for the service they provide; and
- Develop and maintain a workforce that is resilient, skilled, flexible and diverse.

2.4 Nottinghamshire Fire and Rescue Service (NFRS) is broadly supportive of the new National Framework given the time lapse since publication of the 2012 version however, in areas where it could be expanded NFRS has highlighted and posed questions for clarity within Appendix B attached to this report.

2.5 Subject to the outcome of the public consultation and parliamentary time allowing, the Government intends for the new National Framework to come into effect in April 2018 to coincide with the commencement of fire inspections. The existing Framework – brought into effect in 2012 - remains valid until it is replaced. The outputs from the Grenfell Tower Inquiry and the Independent Review of Building Regulations and Fire Safety will be considered on an ongoing basis and further changes may be made to the Framework as required. Any such changes will be subject to a separate consultation.

2.6 It is the proposed to update Members in a future report when the Framework is agreed and adopted and highlight if and where any amendments have been made as a result of this national consultation process.

3. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report as it only serves to provide Members with a proposed response to consultation.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no human resource or learning and development implications arising from this report as it only serves to provide Members with an overview of the draft framework and proposed response to consultation.

5. EQUALITIES IMPLICATIONS

There are no equalities implications arising from this report as it only serves to provide Members with a proposed response to consultation

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

Nottinghamshire and City of Nottingham Fire Authority will have a duty to have regard to the revised Framework under the Fire and Rescue Services Act 2004.

8. RISK MANAGEMENT IMPLICATIONS

There are no risk management implications arising from this report.

9. COLLABORATION IMPLICATIONS

There are no collaboration implications arising from this report.

10. RECOMMENDATIONS

It is recommended that Members:

- 10.1 Note the content of the report and receive future reports as the revised National Framework is agreed and implemented.
- 10.2 Support the response to consultation made by the Chief Fire Officer on behalf of Nottinghamshire Fire and Rescue Service.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



Home Office

Fire and Rescue National Framework for England

Government consultation

This consultation begins on 27 December 2017

This consultation ends on 14 February 2018

About this consultation

- To:** Fire and rescue authorities and fire and rescue representative bodies
- Duration:** From 27/12/2017 to 14 February 2018
- Enquiries (including requests for the paper in an alternative format) to:** Alan Turnbull
Home Office
6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: 0207 035 3558
Email: FRSComms@homeoffice.gsi.gov.uk
- How to respond:** You can submit your responses to the consultation by using the online form on gov.uk
- or in hard copy, by 14 February 2018 to:
Harinder Sahota
Home Office
6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: 0207 035 3478
Email: FRSComms@homeoffice.gsi.gov.uk
- Response paper:** A response to this consultation exercise is due to be published by spring 2018 on gov.uk.

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Foreword

Fire and rescue services play a crucial role in making our communities safer, whether it be preventing and protecting people from fire and other risks, or responding swiftly and effectively to the incidents and emergencies that occur. Over the past decade we have witnessed a significant decrease in the number of fires which suggests that we are, as a society, becoming safer than ever from the risk and consequences of fire. In part this must be a testament to the successful fire prevention and protection work that fire and rescue services deliver day in, day out, up and down the country.

Nevertheless, the awful tragedy at Grenfell Tower provided a stark and terrible reminder that we can never afford to become complacent. We must continue to work hard to keep people – especially those whose vulnerability to fire is increased by age, infirmity, mental health, domestic violence or any of the other complex issues some of us are living with – as safe from fire and associated risks as possible. In many cases, this means engaging effectively with other agencies to work together to better protect and improve the outcomes for these individuals.

The past decade has also seen fire and rescue services respond to an ever growing number of non-fire incidents. Collaboration should be at the heart of how services operate so that services can work with, or on behalf of, local providers, to deliver a range of public safety activity to protect their local communities where it is in the interests of efficiency and effectiveness for them to do so.

In 2016, the Home Office outlined an ambitious programme of reform which it is delivering with the fire and rescue sector. This revised National Framework seeks to embed these reforms, which include:

- transforming local governance of fire and rescue by enabling mayors and police and crime commissioners to take on responsibility for fire and rescue services where a local case is made;
- establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for fire and rescue authorities;
- developing a comprehensive set of professional standards to drive sector improvement;
- supporting services to transform commercially with more efficient procurement and collaboration;
- increasing the transparency of services with the publication of greater performance data and the creation of a new national fire website; and -
- driving forward an ambitious programme for workforce reform including through enhancing: professionalism; management and leadership; training and

development; equality and diversity; improved culture; and options for flexible working.

As part of this reform programme, the fire landscape is changing with the formation of the National Fire Chiefs Council; an independent inspectorate (HMICFRS); and a professional standards body. The revised framework outlines the roles and responsibilities of these bodies and sets expectations for how services should work with them.

It is against this background that the Government launches this revised National Framework for consultation. The National Framework will continue to provide an overall strategic direction to fire and rescue authorities, but Whitehall will not run fire and fire and rescue services remain free to operate in a way that enables the most efficient and effective delivery of their services, drawing upon their considerable skills and experience to best reduce the risks from fire. Ultimately, it is to local communities, not Government, that fire and rescue authorities are accountable.

Finally, it is vital that we learn the lessons from Grenfell. I very much welcome the publication of Dame Judith Hackitt's interim report setting out a comprehensive analysis of the current system of building regulations and fire safety and recommendations for how it can be improved. It is clear there is a need for reform across the system and that we need a new intelligent system of regulation and enforcement which encourages everyone to do the right thing and which holds those who cut corners to account. The scale of the change that her report calls for cannot be delivered by government alone so we will work closely with Dame Judith and other partners – including the National Fire Chiefs Council and fire and rescue services - during the next phase of the review, identifying the changes that need to be made to the system. We will update the National Framework as required to ensure that the learning and recommendations from this Review, as well as those from the wider Grenfell Tower Inquiry, are captured and reflected.

In the meantime, we acknowledge the vital work that local fire and rescue services, and the NFCC, as a member of the Expert Panel, are doing to ensure that building owners are taking all the necessary steps to ensure those living in high rise buildings are safe and feel safe to remain in their homes.

I look forward to receiving consultation responses on the revised National Framework.



R thon Nick Hurd MP

Minister for Policing and the Fire Service

Executive summary

1. Section 21 of the Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework which sets priorities and objectives for fire and rescue authorities (FRAs) in England in connection with the discharge of their functions. FRAs have a statutory duty to have regard to the Framework. The 2004 Act requires the Secretary of State to keep the Framework under review and revise it if needed with significant revisions subject to statutory consultation with representatives of fire and rescue authorities and their employees.
2. The National Framework was last updated in 2012 and changes are needed which warrant a full revision of it at this time to embed the fire reform programme such as the creation of a new inspectorate for fire and rescue services and the creation of the National Fire Chiefs Council. The Framework also reflects the provisions in the Policing and Crime Act 2017 on emergency services collaboration and changes to fire and rescue governance.
3. We have sought the views of an external working group in drafting this framework including the LGA and their elected members; the National Fire Chiefs Council; and HMICFRS.
4. We propose the priorities and objectives for FRAs as set by the Framework to be:
 - identify and assess the full range of foreseeable fire and rescue related risks their areas face;
 - make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
 - collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of service provision;
 - be accountable to communities for the service they provide; and
 - develop and maintain a workforce that is resilient, skilled, flexible and diverse.
5. Within the Workforce chapter (chapter 6) of the draft National Framework, the section on 're-engagement of senior officers post-retirement' has been the subject of an earlier, separate consultation. The Government's response to that consultation is published separately. The draft National Framework includes the proposed wording following that consultation and no more changes to that section are planned following this consultation process.

6. Annex A of the draft National Framework contains a revised 'Protocol on Central Government Intervention Action for Fire and Rescue Authorities'. Section 23 of the Fire and Rescue Services Act 2004 requires that an intervention protocol be prepared, and for the Secretary of State to have regard to it in the exercise of their power of intervention. Revisions to the protocol are required to be consulted on and so comments are invited on this document.

7. Subject to the outcome of the public consultation and parliamentary time allowing, the Government intends for the new National Framework to come into effect in April 2018 to coincide with the commencement of fire inspection. The existing Framework – brought into effect in 2012 - remains valid until it is replaced. The outputs from the Grenfell Tower Inquiry and the Independent Review of Building Regulations and Fire Safety will be considered on an ongoing basis and further changes may be made to the Framework as required. Any such changes will be subject to a separate consultation.

Introduction

This paper sets out for consultation the revised Fire and Rescue National Framework for England and also for the revised 'Protocol on Central Government Intervention Action for Fire and Rescue Authorities'. The consultation is aimed at fire and rescue authorities in England and their staff, as well as fire and rescue representative bodies.

The proposals are unlikely to lead to additional costs or savings for businesses, charities or the voluntary sector, or on the public sector.

Copies of the consultation paper are being sent to:

Chiefs and Chairs of all Fire and Rescue Authorities in England

Local Government Association

National Fire Chiefs Council

Association of Principal Fire Officers

Fire Brigades Union

Fire Officers' Association

Retained Firefighters' Union

Association of Police and Crime Commissioners

However, this list is not meant to be exhaustive or exclusive and responses are welcomed from anyone with an interest in, or views on, the subject covered by this paper.

Draft Fire and Rescue National Framework for England

1. INTRODUCTION

Powers

1.1 Under section 21 of the Fire and Rescue Services Act 2004 (“the 2004 Act”), the Secretary of State must prepare a Fire and Rescue National Framework.

The Framework:

- a) must set out priorities and objectives for fire and rescue authorities in connection with the discharge of their functions;
- b) may contain guidance to fire and rescue authorities in connection with the discharge of any of their functions; and
- c) may contain any other matter relating to fire and rescue authorities or their functions that the Secretary of State considers appropriate.

1.2 In setting out priorities and objectives for fire and rescue authorities in England, the requirements are best calculated to promote public safety and the economy, efficiency and effectiveness of fire and rescue authorities. The Framework sets out high level expectations; it does not prescribe operational matters which are best determined locally by fire and rescue authorities and their staff.

1.3 In preparing the Framework, the Secretary of State is required to consult fire and rescue authorities or their representatives; persons representing employees of fire and rescue authorities; and any other persons they consider appropriate.

1.4 Every fire and rescue authority must have regard to the Framework in carrying out their functions. Every authority must publish an annual statement of assurance of compliance with the Framework (see Chapter 3).

1.5 Fire and rescue authorities function within a long-established statutory and policy framework. This document does not repeat all the duties placed on them in connection with the discharge of their functions, or more generally as a public service provider and employer.

1.6 The term ‘fire and rescue authority’ in this Framework applies to every fire and rescue authority in England unless otherwise stated.

Priorities

1.7 The priorities in this Framework are for fire and rescue authorities to:

- identify and assess the full range of foreseeable fire and rescue related risks their areas face;
- make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
- collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of service provision;

- be accountable to communities for the service they provide; and
- develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse.

2. DELIVERY OF CORE FUNCTIONS

Identify and assess

- 2.1 Every fire and rescue authority must assess all foreseeable fire and rescue related risks that could affect their communities, whether they are local, cross-border, multi-authority and/or national in nature from fires to terrorist attacks. Regard must be had to Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.
- 2.2 Fire and rescue authorities must put in place arrangements to prevent and mitigate these risks, either through adjusting existing provision, effective collaboration and partnership working, or building new capability. Fire and rescue authorities should work through the Strategic Resilience Board where appropriate when determining what arrangements to put in place.

Prevent and protect

- 2.3 Prevention is always better than cure. Fire and rescue authorities must make provision for promoting fire safety, including fire prevention, and have a locally determined risk-based inspection programme in place for enforcing compliance with the provisions of the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies.
- 2.4 We expect fire and rescue authorities to target their fire safety, prevention and protection resources on: those individuals or households who are at greatest risk from fire in the home; those most likely to engage in arson or deliberate fire setting; and on those non-domestic premises where the life safety risk is the greatest.
- 2.5 To identify those at greatest risk from fire, we expect fire and rescue authorities to work closely with other organisations in the public and voluntary sector, as well as with the police and ambulance services. Wherever appropriate, we expect fire and rescue services to develop partnerships to support risk reduction services to those identified as vulnerable, including from exploitation or abuse, and wherever possible to share intelligence and relevant risk data.
- 2.6 In many cases, fire and rescue prevention and protection staff will be in a position to identify individuals' wider vulnerabilities and exposure to risks beyond fire. By working closely and collaboratively with other public and voluntary sector organisations – both nationally through the National Fire Chiefs Council and through local arrangements - we recognise fire and rescue authorities can make an important contribution to increasing the effectiveness and efficiency of public services and alleviating pressures on local response resources. However, this should not be at the expense of their core fire functions.
- 2.7 Given the wide range of roles that fire and rescue personnel undertake, including with people with complex needs and vulnerabilities, fire and rescue authorities will need to ensure that all their staff in public-facing roles have the necessary skills and training to meet such demands. They also should have appropriate safeguarding arrangements in place to provide the public with the reassurance and confidence that they have every right to expect.

2.8 In all their prevention and protection activities, fire and rescue authorities should robustly evaluate the impact of their activities to ensure that they only pursue those which can be demonstrated to impact effectively and cost-efficiently on risk reduction within their communities. Fire and rescue authorities should share details of their successful interventions (and, importantly, those less successful interventions) to support each other to understand and build on what works best and what is most cost-effective.

Respond

2.9 Fire and rescue authorities must make provision to respond to incidents such as fires, road traffic collisions and other emergencies within their area and in other areas in line with their mutual aid agreements.

2.10 Fire and rescue authorities can enter into reinforcement schemes, or mutual aid agreements, with other fire and rescue authorities for securing mutual assistance, so far as practicable.

2.11 Fire and rescue authorities must have effective business continuity arrangements in place in accordance with their duties under the Civil Contingencies Act 2004. These arrangements must be able to meet the full range of service delivery risks and national resilience duties and commitments that they face. Business continuity plans should not be developed on the basis of armed forces assistance being available.

Integrated Risk Management Plan

2.12 To establish how it aims to deliver its core functions to effectively prevent and mitigate the fire and rescue related risks facing their communities, each fire and rescue authority must produce an integrated risk management plan. Each plan must:

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority;
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a cost effective way;
- evaluation of service delivery outcomes including the allocation of resources, for the mitigation of those risks;
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat;
- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework;
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

3. INSPECTION, ACCOUNTABILITY AND ASSURANCE

Inspection

- 3.1 Independent inspection of fire and rescue authorities in England – and the fire and rescue service they oversee - is delivered by Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). The chief fire and rescue inspector and inspectors of fire and rescue authorities in England have powers of inspection given to them by the Fire and Rescue Services Act 2004, as amended by the Policing and Crime Act 2017.
- 3.2 The inspectorate will provide a crucial assurance function to consider how effective and efficient fire and rescue authorities are, how well they manage their people and whether they are fulfilling their statutory obligations. The inspectorate will also highlight good practice and identify areas where improvement is needed so that remedial or constructive action can be taken.
- 3.3 The Policing and Crime Act 2017 requires the chief fire and rescue inspector for England to publish an inspection programme setting out what inspections of fire and rescue authorities in England they propose to carry out, and an inspection framework setting out the manner in which inspections will be carried out, including the matters that will be inspected. The inspection framework and programme applies to every fire and rescue authority in England. The 2017 Act also requires the chief fire and rescue inspector for England to submit an annual report to the Secretary of State providing an assessment of the efficiency and effectiveness of fire and rescue authorities in England for the period in respect of which the report is prepared.
- 3.4 All fire and rescue authorities must cooperate with the inspectorate and its inspectors to enable them to deliver their statutory function. This includes providing relevant data and information to inform inspections. The Home Office and HMICFRS will work together to align data and information collections where possible to avoid duplication.
- 3.5 Fire and rescue authorities should give due regard to reports and recommendations made by HMICFRS and - if needed - prepare, update and regularly publish an action plan (including any such plans arising from peer reviews and self-assessments) detailing how the recommendations are being actioned. When forming an action plan, the fire and rescue authority could seek advice and support from other organisations, for example, the National Fire Chiefs Council and the Local Government Association.

Intervention

- 3.6 Section 22 of the Fire and Rescue Services Act 2004 gives powers to the Secretary of State to intervene should a fire and rescue authority fail, or is likely to fail, to act in accordance with this Framework. The Secretary of State is required to prepare a protocol about the exercise of these powers and to have regard to it when exercising the section 22 powers. The intervention protocol for these powers is attached at Annex A.
- 3.7 The 2004 Act allows the Secretary of State, by order, to require the fire and rescue authority to do something; to stop doing something; or not to do something in order to ensure the fire and rescue authority acts in accordance with this Framework. An order could be made if the Secretary of State considers it would promote public safety, the

economy, efficiency and effectiveness of the relevant fire and rescue authority. Before any such order is made the Secretary of State must give the authority an opportunity to make representations about the order proposed.

- 3.8 Use of this power is a last resort and intervention would only be considered if there was clear evidence that an authority was failing to act in accordance with the Framework, and that the failure was sufficiently serious as to warrant Government intervention. The expectation is that the fire and rescue authority should put in place processes to overcome any concerns, seeking sector-led support as appropriate.
- 3.9 The Secretary of State also has other powers of intervention (for example, under section 15 of the Local Government Act 1999) but the Protocol on Central Government Intervention Action for Fire and Rescue Authorities at Annex A relates solely to ensuring fire and rescue authorities act in accordance with the National Framework.

Accountability

- 3.10 Fire and rescue authorities are expected to have governance and accountability arrangements in place covering issues such as financial management and transparency, complaints and discipline arrangements, and compliance with the seven principles of public life.¹
- 3.11 Each fire and rescue authority must hold the individual who has responsibility for managing the fire and rescue service – in most cases the Chief Fire Officer - to account for the delivery of the fire and rescue service and the functions of persons under their direction and control. In London, the Mayor of London must hold the London Fire Commissioner, as fire and rescue authority for Greater London, to account for the exercise of the Commissioner's functions.
- 3.12 In demonstrating their accountability to communities for the service they provide, fire and rescue authorities need to:
- be transparent and accountable to their communities for their decisions and actions;
 - provide the opportunity for communities to help to plan their local service through effective consultation and involvement; and
 - have scrutiny arrangements in place that reflect the high standard communities expect for an important public safety service.

Assurance and scrutiny

- 3.13 Fire and rescue authorities must provide assurance to their communities and to government on financial, governance and operational matters and show how they have had due regard to their priorities and expectations set out in their integrated risk management plan and the requirements included in this Framework.

¹ Selflessness; Integrity; Objectivity; Accountability; Openness; Honesty; and Leadership

- 3.14 Fire and rescue authorities must publish an annual statement of assurance, which in the case of PCC fire and rescue authorities (PCC FRA), will be subject to scrutiny by the Police, Fire and Crime Panel (PFCCP). These statements may also be considered by the inspectorate as part of their work.
- 3.15 PFCCPs will perform a scrutiny function, providing both support and challenge to the Police, Fire and Crime Commissioner (PFCC) on the exercise of their functions, acting as a critical friend. The powers, responsibilities and membership requirements of PFCCPs are set out in the Police Reform and Social Responsibility Act 2011.

Transparency

- 3.16 Each fire and rescue authority must comply with their statutory transparency requirements. The nature of the requirements is dependent on the legal basis of the authority; for example, combined fire and rescue authorities would be subject to the Local Authority Transparency Code 2015 while PCC FRAs must comply with requirements under section 11 of the Police Reform and Social Responsibility Act 2011 and the Elected Local Policing Bodies (Specified Information) Order 2011. All fire and rescue authorities should therefore publish certain information, including: senior salaries, register of interests, staffing, income and expenditure, property, rights and liabilities, and decisions of significant public interest. Fire and rescue authorities must make their communities aware of how they can access data and information on their performance.
- 3.17 Furthermore, section 26 of the Fire and Rescue Services Act 2004 states that a fire and rescue authority must:
- a) submit to the Secretary of State any reports and returns that are required; and
 - b) give the Secretary of State any information with respect to its functions that are required.
- 3.18 Specifically, fire and rescue authorities have a responsibility to provide regular data to the Home Office as stipulated by the DCLG Single Data List process. The data supplied are the source for the official and national statistics published by the Home Office and are used for the purposes of policy development across a range of organisations including Government as well as providing a publicly available national overview of activity by fire and rescue services.

4. GOVERNANCE

- 4.1 Fire and rescue authorities operate with a range of different locally determined governance arrangements including an individual – either a police, fire and crime commissioner or a mayor – having sole responsibility for being the fire and rescue authority for an area. Where police and crime commissioners - and mayors - wish to develop a local proposal with options to take on governance responsibility for fire and rescue in their area, fire and rescue authorities must provide the police and crime commissioner with such information that they reasonably require for the purposes of developing a proposal for the Secretary of State to consider.
- 4.2 The Secretary of State can only give effect to such a fire governance proposal where, in her view, it appears to be in the interests of economy, efficiency and effectiveness, or in the interests of public safety. The Secretary of State cannot give effect to a proposal if, in her view, it would have an adverse effect on public safety.
- 4.3 Each fire and rescue authority has a statutory duty to ensure provision of their core functions as required by the Fire and Rescue Services Act 2004 and, for example, take strategic decisions and hold their chief fire officer to account.
- 4.4 The exception is in London, where the Policing and Crime Act 2017 reforms the governance of fire and rescue in London by abolishing the London Fire and Emergency Planning Authority and creating the London Fire Commissioner as a corporation sole being the fire and rescue authority. The Mayor of London has overall responsibility for setting the strategic direction of the fire and rescue authority in London, appointing the London Fire Commissioner (subject to a confirmation hearing), holding the Commissioner to account and setting the budget for the Commissioner.
- 4.5 The London Fire Commissioner is responsible for ensuring fire and rescue services in London are efficient and effective and prepares the integrated risk management plan for approval by the Mayor.

Managing the fire and rescue service/Chief Fire Officer

- 4.6 Each fire and rescue authority will appoint an individual - a Chief Fire Officer - who has responsibility for managing the fire and rescue service. This includes managing the personnel, services and equipment secured by the fire and rescue authority for the purposes of carrying out functions conferred on it by the Fire and Rescue Services Act 2004, Civil Contingencies Act 2004, and other enactments. The Chief Fire Officer must, in exercising their functions, have regard to the fire and rescue authority's integrated risk management plan.
- 4.7 The fire and rescue authority should give due regard to the professional advice of the chief fire officer when making decisions affecting the operation of their fire and rescue service.

Plans to be prepared by PCC fire and rescue authorities

- 4.8 Where a police and crime commissioner takes on the functions and duties of a fire and rescue authority they will be known as the police, fire and crime commissioner (PFCC). The PFCC must prepare and publish the documents set out below:

A fire and rescue plan: the plan should set out the strategic vision, priorities and objectives for the fire and rescue service over the period of the document in connection with the discharge of the fire and rescue authority's functions. The plan is subject to scrutiny by the Police, Fire and Crime Panel (in the same way they scrutinise the PCC's police and crime plan). In developing this plan, the PFCC must make arrangements for obtaining the view of the community, as they currently do in preparing their police and crime plan.

A fire and rescue statement: the statement should outline the way in which the authority has had regard - in the period covered by the document - to this National Framework and to any fire and rescue plan prepared by the authority for that period. This is subject to scrutiny by the Police, Fire and Crime Panel.

- 4.9 The PFCC must have regard to both the fire and rescue plan and the police and crime plan when carrying out their functions. The plans can be combined. Where a joint police and crime and fire and rescue plan is developed, the plan must set out both policing and fire and rescue priorities and objectives. Such plans are subject to scrutiny by the Police, Fire and Crime Panel.
- 4.10 The PCC FRA must, like all other fire and rescue authorities, produce an integrated risk management plan as set out in chapter 2. This 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. The integrated risk management plan will be subject to inspection by HMICFRS.
- 4.11 The function of preparing and issuing the plan may be delegated to the Chief Fire Officer - or Chief Officer where a single employer has been put in place – however, the plan must be approved by the PCC FRA.

National Fire Chiefs Council

- 4.12 The National Fire Chiefs Council brings together the leadership of the UK's fire and rescue services to provide co-ordinated professional, operational and technical leadership of the sector, advising and supporting central and local government, and other stakeholders.
- 4.13 The NFCC fulfils a multifaceted role that is reflected throughout this document and other national frameworks. The NFCC represents the sector in local and national structures, helping to develop national policies and strategies. The NFCC is the first line of operational advice to central and local government during major incidents. This is outlined within the National Coordination and Advisory Framework (NCAF), which fire and rescue services must proactively engage with.
- 4.14 The NFCC has a role to drive continuous improvement and development throughout the sector. Fire and rescue services should consult the NFCC for advice and support when developing improvement plans, particularly in response to inspections.
- 4.15 The expectation is that fire and rescue services in England engage with the NFCC and, in turn, that the Chiefs Council works to support and represent every service.

5. ACHIEVING VALUE FOR MONEY

- 5.1 Fire and rescue authorities must manage their budgets and spend money properly and appropriately, and ensure the efficient and effective use of their resources, pursuing all feasible opportunities to keep costs down while discharging their core duties effectively. Fire and rescue authorities should regularly review the numbers and deployment of firefighters and other staff to ensure that its fire and rescue service has a workforce that is commensurate with the risks that it faces.
- 5.2 Fire and rescue authorities must ensure that financial decisions are taken with the advice and guidance of the chief finance officer and that decisions are taken with an emphasis on delivering value for money to the public purse. Fire and rescue authorities should ensure that management of their finances is undertaken with regard to published guidance including those set out at Annex B.
- 5.3 Fire and rescue authorities should publish a medium term financial strategy which includes funding and spending plans for revenue and capital. The strategy should take into account multiple years, the inter-dependencies of revenue budgets and capital investments, the role of reserves and the consideration of risks. It should have regard to affordability and also to CIPFA's Prudential Code for Capital Finance in Local Authorities. The strategy should be aligned with the fire and rescue authority's integrated risk management plan and – if appropriate – the Fire and Rescue Plan.
- 5.4 Fire and rescue authorities should publish robust, transparent and locally owned efficiency plans on their websites. Each fire and rescue authority should also publish an annual report on their progress against their efficiency plans.

Reserves

- 5.5 Sections 31A, 32, 42A and 43 of the Local Government Finance Act 1992 require billing and precepting authorities in England and Wales to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement.
- 5.6 Fire and rescue authorities should establish a policy on reserves and provisions in consultation with their chief finance officer. General reserves should be held by the fire and rescue authority and managed to balance funding and spending priorities and to manage risks. This should be established as part of the medium-term financial planning process.
- 5.7 Each fire and rescue authority should publish their reserves strategy on their website, either as part of their medium term financial plan or in a separate reserves strategy document. The reserves strategy should include details of current and future planned reserve levels, setting out a total amount of reserves and the amount of each specific reserve that is held for each year. The reserves strategy should provide information for at least two years ahead.
- 5.8 Sufficient information should be provided to enable understanding of the purpose for which each reserve is held and how holding each reserve supports the fire and rescue authority's medium term financial plan.

5.9 Information should be set out in a way that is clear and understandable for members of the public, and should include:

- how the level of the general reserve has been set;
- justification for holding a general reserve larger than five percent of budget;
- whether the funds in each earmarked reserve are legally or contractually committed, and if so what amount is so committed; and
- a summary of what activities or items will be funded by each earmarked reserve, and how these support the fire and rescue authority's strategy to deliver good quality services to the public.

Commercial transformation

5.10 Each fire and rescue authority must demonstrate that it is achieving value for money for the goods and services it receives. Every fire and rescue authority should look at ways to improve its commercial practices including whether they can aggregate their procurement with other fire and rescue authorities and other local services (e.g. police) to achieve efficiencies.

5.11 Fire and rescue authorities must demonstrate and support commercial transformation programmes where appropriate. Each fire and rescue authority should be able to demonstrate full awareness of the objectives to standardise requirements, aggregate demand and manage suppliers of products and services within their commercial arrangements.

5.12 Fire and rescue authorities must ensure that their commercial activities, be that the placement of new contracts or the use of existing contracts, is in line with their legal obligations, including but not limited to the Public Contracts Regulations, the Public Services (Social Value) Act 2012, the Modern Slavery Act 2015 and transparency commitments.

Collaboration

5.13 The Policing and Crime Act 2017 created a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

5.14 The duty is deliberately broad to allow for local discretion in how it is implemented and recognises that local emergency services are best placed to determine how to collaborate for the benefit of their communities. However, the duty sets a clear expectation that collaboration opportunities should be considered.

5.15 The duty does not preclude wider collaboration with other local partners, such as local authorities and wider health bodies. To reflect their wider role, ambulance trusts are required to consider the impact of the proposed collaboration on their wider non-

emergency functions and the NHS when determining if it would be in the interests of their efficiency or effectiveness.

- 5.16 Fire and rescue authorities should, where appropriate, work alongside all relevant local agencies and multi-agency teams involved in protecting those identified as vulnerable.
- 5.17 Fire and rescue authorities must collaborate with other fire and rescue authorities to deliver intraoperability (between fire and rescue authorities) and interoperability (with other responders such as other emergency services, wider Category 1 and 2 responders and Local Resilience Forums) in line with the Joint Emergency Services Interoperability Principles (JESIP). Fire and rescue authorities must collaborate with the National Resilience Lead Authority to ensure interoperability is maintained for National Resilience assets.
- 5.18 Intraoperability includes, but is not limited to:
- compatible communications systems, control rooms and equipment;
 - common command and compatible control and co-ordination arrangements;
 - effective information, intelligence and data sharing;
 - compatible operational procedures, and guidance with common terminology;
 - compatible training and exercising (both individually and collectively); and
 - cross border working with other English fire and rescue authorities and those in the devolved administrations.
- 5.19 Interoperability includes, but is not limited to:
- compatible communications systems, control rooms and equipment, as appropriate;
 - compatible command, control and co-ordination arrangements;
 - effective inter-agency working and liaison and, where appropriate, information, intelligence and data sharing;
 - shared understanding of respective roles and responsibilities, operational procedures, guidance and terminology;
 - robust multi-agency plans for managing risks identified in the National Risk Assessment and community risk registers;
 - multi-agency training and exercising; and
 - cross border working with other responders in England and the devolved administrations.

Research and development

- 5.20 Fire and rescue authorities should engage with national research and development programmes, including those overseen by the NFCC, unless there is a good reason not to.
- 5.21 Where fire and rescue services embark on research and development outside of any national programme, processes should be put in place to ensure it meets quality standards and, where possible and appropriate, is available to the sector to enable good practice to be shared.

Trading

- 5.22 Fire and rescue authorities have the power to trade and make a profit but they must ensure that their commercial activities are performed in accordance with the requirements of the Local Government Act 2003, the Fire and Rescue Services Act 2004 (as amended by the Localism Act 2011) and the Local Government Order 2009. Fire and rescue authorities must also ensure that such commercial activities are exercised through a company within the meaning of Part 5 of the Local Government and Housing Act 1989.
- 5.23 A trading company is a separate legal entity and elected members and officers should at all times be aware of potential conflicts of interest when carrying out their roles for their authorities, or when acting as directors of trading companies.
- 5.24 Fire and rescue authorities must ensure any actions taken in respect of their trading companies are considered against the requirements of competition law. Any financial assistance - in cash or in kind - given by an authority that establishes or participates in it, should be for a limited period, set against the expectation of later returns, and re-paid by those returns. Any assistance should be provided under a formal agreement with the company and must be entered into for a commercial purpose. Before entering into such an agreement, the authority should satisfy itself that it will achieve its objective, and the company should satisfy itself that it will meet its objective in terms of its business plan. The parties should consider any State Aid implications and obtain their own expert advice where necessary.

6. WORKFORCE

People Strategy

- 6.1 Each fire and rescue authority should have in place a people strategy that has been designed in collaboration with the workforce. This should take into account the principles set out in the NFCC's people strategy and at a minimum cover:
- improving the diversity of the workforce to ensure that it represents the community it serves;
 - equality, cultural values and behaviours;
 - recruitment, retention and progression;
 - flexible working;
 - professionalism, skills and leadership;
 - training opportunities;
 - health, wellbeing and support; and
 - a policy to tackle bullying and harassment.
- 6.2 The Home Office collects and publishes a range of workforce data. This includes workforce diversity, information on new joiners, reasons for leaving and firefighter injuries.

Professional Standards Body²

- 6.3 The sector is currently working in partnership with government to consider options for enhancing professionalism by ensuring the development of a coherent and comprehensive set of professional standards across all areas of fire and rescue services' work, drawing on existing standards where appropriate.
- 6.4 All fire and rescue authorities must implement the standards approved through this work and the inspectorate will have regard to these standards as part of their inspections.

Fitness Principles

- 6.5 Fire and rescue authorities have an important role in helping to ensure their firefighters remain fit and are supported in remaining in employment. Each fire and rescue authority must comply with the fitness principles set out at Annex C.

Re-engagement of senior officers

- 6.6 The re-appointment of principal fire officers to the same or similar posts within the same fire and rescue authority, a short time after they have retired, has caused concern in recent years and increases costs for taxpayers. These individuals very often receive their pension benefits on retirement (such as their tax free lump sum) and then return on favourable terms, including an increase in take-home pay through avoiding paying employee pension contributions.

² Please note that this policy is under development and an announcement is likely to be made before the final Framework is published.

- 6.7 Fire and rescue authorities must not re-appoint principal fire officers³ after retirement to their previous, or a similar, post save for in exceptional circumstances when such a decision is necessary in the interests of public safety. Any such appointment must be transparent, justifiable and time limited.
- 6.8 In the exceptional circumstance that a re-appointment is necessary in the interests of public safety, this decision should be subject to agreement by a public vote of the elected members of the fire and rescue authority, or a publicised decision by the appropriate elected representative of the fire and rescue authority, taking into account the legislative requirements of PCC FRA Chief Fire Officer appointment procedures. The reason why the re-appointment was necessary in the interests of public safety, and alternative approaches were deemed not appropriate, must be published and the principal fire officer's pension must be abated until they cease to be employed by a fire and rescue authority.
- 6.9 To ensure greater fairness and the exchange of talent and ideas, all principal fire officer posts must be open to competition nationally, and fire and rescue authorities must take account of this in their workforce planning.
- 6.10 While the above requirements only extend to principal fire officers, we expect fire and rescue authorities to have regard to this principle when re-appointing at any rank.

³ For the purpose of this Framework, Principal Officers refers to those officers at Brigade or Area Manager level, and above, or those with comparable responsibilities to those roles.

7. NATIONAL RESILIENCE

- 7.1 The Government retains responsibility for the provision of national resilience assets and capabilities managed and delivered through fire and rescue services. This responsibility extends to undertaking the National Risk Assessment which informs the requirements for fire and rescue national resilience capabilities.
- 7.2 In meeting this responsibility, the Government has committed significant financial resource to build national resilience capabilities and to support their ongoing maintenance.
- 7.3 The Government relies on the strategic leadership role of the NFCC to maintain fire and rescue national resilience capabilities in a high state of operational readiness through a comprehensive assurance regime delivered through lead authority arrangements.
- 7.4 Fire and rescue authorities must work with the lead authority to support the national resilience assurance processes in order to ensure capabilities are maintained at a high state of operational readiness. This includes co-operation of fire and rescue authorities, as necessary, on devolved training and, where applicable, on the long term capability management arrangements.
- 7.5 Fire and rescue services, through the NFCC's representation on the Strategic Resilience Board, must also work with Government to identify and address any national resilience capability gaps identified through ongoing analysis of the National Risk Assessment.

Gap analysis

- 7.6 Fire and rescue authorities' risk assessments must include an analysis of any gaps between their existing capability and that needed to ensure national resilience (as defined above).
- 7.7 Fire and rescue authorities are required to assess the risk of emergencies occurring and use this to inform contingency planning. To do this effectively, fire and rescue authorities are expected to assess their existing capability and identify any gaps as part of the integrated risk management planning process. This gap analysis needs to be conducted by fire and rescue authorities individually and collectively to obtain an overall picture of their ability to meet the full range of risks in their areas.
- 7.8 As part of their analysis, fire and rescue authorities must highlight to the Home Office or the Fire and Rescue Strategic Resilience Board, any capability gaps that they believe cannot be met even when taking into account mutual aid arrangements, pooling and reconfiguration of resources and collective action.
- 7.9 The Home Office, in liaison with other government departments and the devolved administrations, will support fire and rescue authorities in considering and defining the gap between existing capability and the capability required to ensure national resilience.

National Coordination and Advisory Framework

- 7.10 The National Coordination and Advisory Framework (NCAF) has been designed to provide robust and flexible response arrangements to major emergencies that can be adapted to the nature, scale and requirements of the incident.
- 7.11 Fire and rescue authorities must proactively engage with, and support, the NCAF arrangements including the NFCC's lead operational role.

Response to Terrorist Attacks or Marauding Terrorist Attacks

- 7.12 Fire and rescue services must be able to respond to the heightened threat of terrorism and be ready to respond to incidents within their areas and across England to keep communities safe. Fire and rescue services should also be interoperable to provide operational support across the UK to terrorist events as required. To enhance resilience to terrorist risks, the Government has committed significant financial resources to develop a Marauding Terrorist Firearms Attack (MTFA) capability, with the support of fire and rescue services. This is aligned to the National Risk Assessment and provides a specialist response across the country.
- 7.13 Government and the NFCC recognise the critical contribution of fire and rescue services when responding to acts of terrorism. This is an agreed function of fire and rescue services as set out in the National Joint Council for Local Authority Fire and Rescue Services Scheme of Conditions of Service (the Grey Book), and is encompassed within the broad descriptions within the existing agreed firefighter role maps: to save and preserve endangered life, and safely resolve operational incidents.
- 7.14 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.
- 7.15 MTFA arrangements shall be further enhanced by putting in place an appropriate multi-agency assurance mechanism that will ensure the capability is effective and delivers it to the agreed standard.

National Resilience Assurance

- 7.16 Fire and rescue authorities must continue to work collectively and with the Fire and Rescue Strategic Resilience Board and the national resilience lead authority to provide assurance to government that:
- existing national resilience capabilities are fit for purpose and robust; and
 - risks are assessed, plans are assessed and any gaps in capability that are needed to ensure national resilience are identified.
- 7.17 Fire and rescue authorities with MTFA teams must work with police forces and ambulance trusts to provide tri-service assurance of this capability.

8. TIMESCALE AND SCOPE

Timescales

8.1 This Framework has an open ended duration. The Secretary of State continues to be responsible for keeping the terms of the Framework under review under section 21(3) of the Fire and Rescue Services Act 2004 and is required under section 25 to prepare a biennial report to Parliament on the extent to which fire and rescue authorities are acting in accordance with the Framework.

Scope

8.2 The Framework covers England only. It does not apply to Northern Ireland, Scotland or Wales where responsibility for fire and rescue is devolved.

Annex A

Protocol on Central Government Intervention Action for Fire and Rescue Authorities

Introduction

1. It is a requirement under section 23 of the Fire and Rescue Services Act 2004 (the 2004 Act) that an intervention protocol be prepared, and for the Secretary of State to have regard to it in the exercise of their power of intervention.
2. The Secretary of State's order-making powers under section 22 of the 2004 Act are to ensure that fire and rescue authorities act in accordance with the Fire and Rescue National Framework for England (the Framework). Intervention is by order, subject to the negative Parliamentary procedure, and can only be made if the Secretary of State considers it would promote public safety; and the economy, efficiency or effectiveness of the relevant fire and rescue authority, or the services it provides.
3. To date there has been no formal intervention in the operations of a fire and rescue authority by the Secretary of State under these powers. Use of this power is seen as a last resort. The expectation is that the political and professional leadership of the fire and rescue authority will put in place processes to ensure that sector-led support is provided to any fire and rescue authority that needs it.
4. This intervention protocol (the protocol) broadly sets out the arrangements between the Secretary of State, the Local Government Association (LGA), Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), the National Fire Chiefs Council (NFCC) and fire and rescue authorities should formal intervention be considered necessary.
5. In this protocol the term 'intervention' is used to refer to action by the Secretary of State in exercise of their powers under section 22 of the 2004 Act. Although the Secretary of State also has other powers of intervention (for example, under section 15 of the Local Government Act 1999) this protocol does not apply to an intervention under those powers.

Role of partners in supporting fire and rescue authorities at risk

6. HMICFRS will play a leading role in identifying any fire and rescue authority that is failing, or is likely to fail, in providing efficiency, effectiveness and leadership for the public. The NFCC and the LGA, will play an important liaison role in engaging the wider sector in supporting those authorities at risk and work collaboratively with key bodies,⁴ identify at an early stage serious risks to performance or the requirement to act in accordance with the Framework. The NFCC and/or Local Government Association will work with these bodies to prevent the escalation of those risks to avoid any risk to public safety or any negative impact on the reputation of the sector. For a PCC fire and

⁴ This could refer to fire and rescue authorities, the relevant professional leadership including the National Fire Chiefs Council, other sector-owned bodies, inspection bodies and HMICFRS in particular, and/or government departments

rescue authority, the Association of Police and Crime Commissioners (APCC) could also be approached for advice and support.

7. If there are specific concerns in respect of performance, or if there is evidence that indicates a fire and rescue authority is failing or is at risk of failing to act in accordance with the Framework, either through inspection by HMICFRS or through sector-led processes, the NFCC and/or the Local Government Association, and/or the Police, Fire and Crime Panel, and/or the Association of Police and Crime Commissioners will work with the authority to help them address the issues and seek improvement.

Circumstances leading to statutory intervention

8. No intervention would be considered unless there was clear evidence that an authority was failing to act in accordance with the Framework and that the failure was sufficiently serious as to require Government intervention.
9. If, following a sustained and determined attempt to resolve problems through sector-led improvement an issue cannot be resolved, or if a fire and rescue authority is unwilling or unable to engage with sector-led improvement measures, the Secretary of State can, under section 28 of the Fire and Rescue Services Act 2004, commission HMICFRS to lead an investigation. Under this provision, the Secretary of State also has the power to require HMICFRS to undertake any further inspection of fire and rescue authorities in England as required for the purpose of furthering their efficiency and effectiveness. The Secretary of State may also seek advice and information from other persons/bodies (for example, the NFCC) in respect of specific identified issues.
10. The Secretary of State has a range of powers including to request information about a fire and rescue authority's functions⁵ and conferring on a fire and rescue authority functions relating to emergencies⁶. Inspection powers – powers to obtain information and access premises – are also held by HMICFRS' inspectors.⁷

What happens upon statutory intervention?

11. In the event that statutory intervention is considered necessary, the Secretary of State will consult the authority concerned and any other body or authority which is considered necessary, such as HMICFRS, the NFCC and the Local Government Association, before exercising powers of intervention under section 22 of the 2004 Act.
12. The form or extent of any formal intervention will be a matter for determination on a case by case basis, taking into account the views of the fire and rescue authority, HMICFRS, the NFCC, the Local Government Association, and any other consultees, depending on the nature and the severity of the failure under consideration. Following such deliberations, the Secretary of State will agree a course of action, and how the required improvement will be delivered.

⁵ Section 26 of the 2004 Act

⁶ Section 9 of the 2004 Act

⁷ Section 28 of the 2004 Act

Annex B

Published Financial Guidance (see Chapter 5)

- The Accounts and Audit Regulations 2015 issued by the Department for Communities and Local Government which sets the financial reporting framework for local government bodies, including police bodies and Combined Authorities.
- The Code of Practice on Local Authority Accounting issued by CIPFA /LASAAC, which constitutes proper practices for local government bodies, including fire bodies.
- The Public Sector Internal Audit Standards (PSIAS) issued by CIPFA as the relevant internal audit standards setter for local government and the fire and rescue service.
- Local Government Application Note for the United Kingdom Public Sector Internal Audit Standards issued by CIPFA.
- Delivering Good Governance in Local Government issued by CIPFA/SOLACE.
- Statement on the Role of the Chief Finance Officer in Public Service Organisations issued by CIPFA.
- Standing Guide to the Commissioning of Local Authority Work and Services issued by CIPFA.
- Prudential Code for Capital Finance in Local Authorities issued by CIPFA.
- Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes issued by CIPFA.
- Audit Committees: Practical Guidance for Local Authorities and Police issued by CIPFA.
- Position Statement on Audit Committees in Local Authorities and Police, CIPFA, 2013.
- Statutory guidance for local authorities on the framework for flexible use of capital receipts issued by the Department for Communities and Local Government.
- Local Authority Accounting Panel (LAAP) bulletins that provide topical guidance on specific issues and accounting developments.

Annex C

Fitness Principles

Fire and rescue authorities have an important role in helping to ensure their firefighters remain fit and are supported in remaining in employment. Each fire and rescue authority must:

- have a process of fitness assessment and development to ensure that operational personnel are enabled to maintain the standards of personal fitness required in order to perform their role safely;
- ensure that no individual will automatically face dismissal if they fall below the standards required and cannot be deployed operationally;
- ensure that all operational personnel will be provided with support to maintain their levels of fitness for the duration of their career;
- consider where operational personnel have fallen below the fitness standards required whether an individual is able to continue on full operational duties or should be stood down, taking into account the advice provided by the authority's occupational health provider. In making this decision, the safety and well-being of the individual will be the key issue;
- commit to providing a minimum of 6 months of development and support to enable individuals who have fallen below the required fitness standards to regain the necessary levels of fitness;
- refer an individual to occupational health where underlying medical reasons are identified that restrict/prevent someone from achieving the necessary fitness; and ensure that individual receives the necessary support to facilitate a return to operational duties; and
- fully explore opportunities to enable the individual to remain in employment including through reasonable adjustment and redeployment in role where it appears the medical condition does not allow a return to operational duties.

In those circumstances where there are no such opportunities and suitable alternative employment is either unavailable or, where available, is not agreed by the individual, then the fire and rescue authority will commence an assessment for ill-health retirement through the Independent Qualified Medical Practitioner process.

If no underlying medical issues are identified, and following a programme of development and support it becomes apparent that an individual will be unable to regain the necessary levels of fitness, then a fire and rescue authority will fully explore opportunities for reasonable adjustments and/or suitable alternative employment. In those circumstances where there are no opportunities for reasonable adjustments or suitable alternative employment, the fire and rescue authority will in the case of an employee aged at least 55, consider commencement of the authority initiated early retirement process for it to determine whether the individual should be retired with an authority initiated early retirement pension.

Questionnaire

We would welcome comments on the following sections in the draft National Framework, or any general comments.

Delivery of Core Functions

Inspection, Accountability and Assurance

Governance

Achieving Value for Money

Workforce

National Resilience

Intervention Protocol (Annex A)

Other comments

Thank you for participating in this consultation.

About you

Please use this section to tell us about yourself

Full name	
Job title or capacity in which you are responding to this consultation exercise (for example, member of the public)	
Date	
Company name/organisation (if applicable)	
Address	
Postcode	
If you would like us to acknowledge receipt of your response, please tick this box	<input type="checkbox"/> (please tick box)
Address to which the acknowledgement should be sent, if different from above	

If you are a representative of a group, please tell us the name of the group and give a summary of the people or organisations that you represent.

Contact details and how to respond

Please send your response by 14 February 2018 to:

Harinder Sahota

Home Office

6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF

Tel: 0207 035 3478

Email: FRSComms@homeoffice.gsi.gov.uk

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Home Office at the above address.

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available online at [web address]

Alternative format versions of this publication can be requested from [email/telephone number of sponsoring policy division].

Publication of response

A paper summarising the responses to this consultation will be published in [insert publication date, which as far as possible should be within three months of the closing date of the consultation] months' time. The response paper will be available online at [web address]

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In

view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Home Office.

The Home Office will process your personal data in accordance with the DPA and in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

Consultation principles

The principles that government departments and other public bodies should adopt for engaging stakeholders when developing policy and legislation are set out in the consultation principles.

<https://www.gov.uk/government/publications/consultation-principles-guidance>



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PROPOSED RESPONSE TO CONSULTATION

DELIVERY OF CORE FUNCTIONS

- 2.4 This section excludes other categories such as commercial buildings, heritage buildings, and critical national infrastructure.
- 2.11 In relation to business continuity (BC) the reference to all service delivery risks being a 'must' seem somewhat contradictory to the purpose of BC planning. IRMP should address 'all foreseeable' risks during ordinary operating times. It is fully appreciated that government wish to focus upon national resilience in times of 'industrial action'. However, BCPs are for those extraordinary occasions and will focus upon critical activities, for example, operational response as derived from organisational a Business Impact Analysis (BIA). It is understood that confidence may be derived from setting an operational minimum percentage 25%-30%, however loss of personnel may not always be due to industrial action – eg: flu pandemic etc.

In relation to use of 'must' within the document, how are authorities required to interpret this – eg: are they to consider this an absolute duty, therefore regardless of time, effort and cost.

INSPECTION, ACCOUNTABILITY AND ASSURANCE

- 3.14 With the combination of local transparency, Statement of Assurance and forthcoming inspection, we would welcome a future that provides true accountability that seeks to reduce reporting burden or potential duplication across the sector, as it may seem that the sector is adding to an existing framework that in part may miss opportunity, for example the scope of the Inspectorate seems somewhat narrow when compared to the requirements of an IRMP.

ACHIEVING VALUE FOR MONEY

- 5.9 The Authority would welcome greater understanding for its justification in holding a general reserve larger than five percent of budget. CIPFA does not prescribe a minimum level of reserves and state that they should be appropriate for the risks to which it is exposed. This point would be more meaningful if it was the minimum level of reserves appropriate for the risks to which it is exposed as set by Fire Authority rather than 5%. Earmarked reserves are a means of building up funds to meet known or predicted requirements. There are very few that will be legally or contractually committed at a given point in time, so this information will add little value.
- 5.20 R&D coordination is welcomed by the Authority. However, within its IRMP it would wish to have autonomy on how this should apply locally and outside of any national programme, but ensuring that quality that leads to the delivery of public services is a key focus.

WORKFORCE

- 6.3 The Authority welcomes the concept of a 'Professional Standards Body' with a proviso it looks at the FRS as a whole and not purely around the delivery of an operationally centred model but is supportive across all elements. A clearer prediction of timescales for its delivery, relationship to future inspections and financial impact of bridging gaps to future standards would be welcome to steer workforce planning.
- 6.10 Refers to 'rank' when 'role' has been in place since 2004. Therefore, it is requested that attention be paid to this detail, ensuring consistency within sector and develops future culture rather than historical approaches.

NATIONAL RESILIENCE

- 7.12 The final word in the paragraph should read 'country' not 'county'
- 7.14 'Fully available at all times' this will be very hard for a FRS to achieve. The Authority is aware of the need to assure provision of MTFA and will be considering these in a future review of resilience arrangements. To achieve this may also require third parties to deliver this function during periods of industrial action due to the makeup of the workforce. However, the Authority would also welcome meaningful updates from national employer's representative on this specific area.

OTHER COMMENTS

The revised national framework alludes to and recognises FRS contributions to wider issues such as health and social value and national resilience. This contrasts with the scope of the new inspection framework which is narrower in focus and only considers fire related activities.

Some of the wording in the document is broad and how these elements are to be measured are not specified. For example; foreseeable, accountable, flexible and diverse. Therefore, the Authority welcomes future dialogue around these areas given existing arrangements for assurance could lead to duplication.

Annex C Fitness Principles – it is unclear why this specific item has been itemised within the draft NFD rather than seen as integral to the wider provisions of the workforce strategy. Particularly with an ageing workforce, the ability to individually and organisationally remain operationally fit is a clear strategic objective in delivering public services as well as seeking to reduce future burdens upon the sector pension arrangements. Therefore is the focus upon financial implications or operational delivery and will this be an aspect for the Inspectorate.

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NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

FIRE AND RESCUE SERVICES INSPECTION PROGRAMME AND FRAMEWORK CONSULTATION

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

This report updates Members on the draft approach to Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS) inspection framework and consultation process.

CONTACT OFFICER

Name : Craig Parkin
Assistant Chief Fire Officer

Tel : 0115 967 0880

Email : craig.parkin@notts-fire.gov.uk

**Media Enquiries
Contact :** Therese Easom
(0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 The Home Office announced on 19 July 2017 that Her Majesty's Inspectorate of Constabulary (HMIC) would be expanded to take on the role of inspectorate of fire and rescue authorities in England. HMIC has since been renamed Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS).
- 1.2 In December 2017 HMICFRS announced that three fire and rescue services (FRSs) would pilot the inspection framework, these will be Suffolk, Staffordshire and West Yorkshire.
- 1.3 These pilot inspections will then be followed by three tranches of inspection across the whole sector, Nottinghamshire Fire and Rescue Service (NFRS) will be inspected in tranche two which is scheduled between August and December 2018.
- 1.4 The inspections will not include an assessment of corporate governance or the accountability structures provided by the fire and rescue authority. The inspection will focus upon the Service, although it is possible that Members may be involved during the inspection process. Assessments will include graded judgments of performance, designed to enable the public to see how each fire and rescue service's performance changes over time and in relation to the performance of other Services. The categories of graded judgment are:
 - Outstanding;
 - Good;
 - Requires improvement; and
 - Inadequate.

2. REPORT

- 2.1 On 19 December 2017 HMICFRS published a draft inspection framework for consultation (Appendix A). The feedback is to be provided in the form of responses to seven questions posed within the consultation document (Appendix B), with a deadline for response as 19 February 2018 and the questions are highlighted below:
 - What do you think of the proposed approach to FRS inspection that HMICFRS proposes to conduct in 2018/19? How could this be improved?
 - Do you agree that an integrated inspection of fire and rescue services' effectiveness and efficiency, and how they look after their people, is better than separate thematic inspections?
 - Are there any other areas of fire and rescue services' activity that should be included in the integrated inspections?

- Does the draft inspection methodology include the right questions to gather evidence for a rounded assessment of fire and rescue services? How could this be improved?
- How else could HMICFRS adapt the way in which it acquires information to take full account of the circumstances of fire and rescue services and of risks to public safety?
- What, if any, new or emerging problems for fire and rescue services should HMICFRS take into account in its inspections?
- What else should HMICFRS consider doing to make its fire and rescue service assessments as fair as they can be?

2.2 Appendix b outlines a proposed response to the questions posed as part of the consultation. If supported by Members, these will be returned to HMICFRS for inclusion in their consultation and subsequent formalisation of the inspection framework within the deadline set.

2.3 NFRS is broadly supportive of the draft inspection framework, however it has highlighted some areas where it could be expanded and have posed some questions for clarity, for example, given the Authority's responsibilities for delivering the Service and why this has not been a wider focus of the inspection framework and how this supports or indeed duplicates the requirements for assurance across the sector.

2.4 Following adoption of the inspection framework further update reports will be provided to Members to ensure the Authority is fully sighted on potential implications for responding to inspections and subsequent monitoring of actions required.

3. FINANCIAL IMPLICATIONS

There are no additional financial implications arising from this report as it only serves to provide Members with a proposed response to consultation and Members will be aware that an earmarked reserve has been identified to support the Service in meeting its future inspection duties.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no human resource and learning and development implications arising from this report as it only serves to provide Members with a proposed response to consultation.

5. EQUALITIES IMPLICATIONS

There are no equalities implications arising from this report as no changes to existing, or introduction of new arrangements of the delivery of services are proposed.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

The Police and Crime Act (2017) Chapter 4 Section 11 outlines that the English inspectors must inspect, and report on the efficiency and effectiveness of, fire and rescue authorities in England.

8. RISK MANAGEMENT IMPLICATIONS

It is important that any inspection programme is fit for purpose, as it likely to drive the activity and behaviour of services, and if expectations are unclear could lead to reputational damage and a loss of public confidence. It is therefore important that the Authority provides a comprehensive response to the consultation.

9. COLLABORATION IMPLICATIONS

There are no collaboration implications arising from this report, however, discussions with Police colleagues continue in relation to their experience of HMIC inspections and how we can learn from that in preparation for future inspections of NFRS.

10. RECOMMENDATIONS

It is recommended that Members:

- 10.1 Note the content of the report and support the response to consultation made by the Chief Fire Officer on behalf of Nottinghamshire and City of Nottingham Fire and Rescue Authority.
- 10.2 Are provided future update reports on the progress being made in readiness for HMICFRS inspections.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



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

For consultation

December 2017

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ISBN: 978-1-78655-600-4

www.justiceinspectrates.gov.uk/hmicfrs

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Foreword

In July 2017, Her Majesty's Inspectorate of Constabulary's (HMIC) remit was extended to include inspections of fire and rescue services in England. It is now called Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

This is the first inspection programme and framework for fire and rescue service inspections. We will assess and report on the efficiency and effectiveness of the 45 fire and rescue services in England. This includes how well fire and rescue services prevent, protect against and respond to fires and other emergencies and how well they look after the people who work for the service. This consultation document seeks responses to seven questions about how the inspection of fire and rescue services should be carried out. We will use the consultation responses to develop a programme and framework, and methodology for our inspections.

We have given prominence to the following principal themes: how effective each fire and rescue service is at preventing and responding to incidents; whether the service provides value for money; whether the service understands where future risks lie; and the ability of the service to train staff, embrace diversity, and develop a positive working culture. As part of our inspection reports, we will provide graded judgments, which will help the public to see how well their fire and rescue service is performing.

The inspection programme will be developed with the fire and rescue service by recruiting experts from the sector to carry out the inspections, and by taking advice from senior service representatives who are members of the external reference group. The inspection programme will be designed to promote improvement in all aspects of the work undertaken by fire and rescue services.

This public consultation will be open from 19 December 2017 to 19 February 2018. I hope that you will offer your considered views, to help us design an inspection programme that leads to continued improvements across fire and rescue services.

(Sgd.) Thomas P Winsor

**Sir Thomas Winsor WS
HM Chief Inspector of Fire & Rescue Services**

Consultation introduction

This document provides details of HMICFRS' proposed fire and rescue services inspection programme for 2018/19, and asks for your views on whether the right areas of fire and rescue services activity are covered. In particular, we are seeking your responses to the following questions:

1. What do you think of the proposed approach to FRS inspection that HMICFRS proposes to conduct in 2018/19? How could this be improved?
2. Do you agree that an integrated inspection of fire and rescue services' effectiveness and efficiency, and how they look after their people, is better than separate thematic inspections?
3. Are there any other areas of fire and rescue services' activity that should be included in the integrated inspections?
4. Does the draft inspection methodology (annex A) include the right questions to gather evidence for a rounded assessment of fire and rescue services? How could this be improved?
5. How else could HMICFRS adapt the way in which it acquires information to take full account of the circumstances of fire and rescue services and of risks to public safety?
6. What, if any, new or emerging problems for fire and rescue services should HMICFRS take into account in its inspections?
7. What else should HMICFRS consider doing to make its fire and rescue service assessments as fair as they can be?

These questions are repeated in the body of this document. At the end of the document there is an explanation of how you can let us have your views.

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) independently assesses and reports on the effectiveness and efficiency of police forces and fire and rescue services – in the public interest.

We ask the questions which we believe the public wishes to have answered, and publish our findings, conclusions and recommendations in an accessible form, using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their police force or fire and rescue service against others, and to determine whether performance has improved or deteriorated over time. Our recommendations are designed to bring about improvements in the service provided to the public.

Introduction

This document provides details of HMICFRS' proposed inspection programme and framework for fire and rescue services for 2018/19.

Types of inspection HMICFRS will conduct in 2018/19

HMICFRS may conduct several different types of inspection each year. To provide context for the proposed fire and rescue services' inspection framework for 2018/19, each type of inspection is summarised here.

Fire and rescue services inspection programme

The fire and rescue services inspection programme enables HMICFRS to draw together evidence from inspections of all 45 fire and rescue services in England. This rounded assessment of all fire and rescue services will cover the effectiveness and efficiency of each service and how it looks after its people. This will include an assessment of:

- the operational service provided to the public (including prevention, protection, resilience, and response);
- the efficiency of the service (how well it provides value for money, allocates resources to match risk, and collaborates with the police and ambulance services); and
- the organisational effectiveness of the service (how well it promotes its values and culture, trains its staff and ensures they have the necessary skills, ensures fairness and diversity for the workforce and develops leadership and service capability).

The resulting assessments will include graded judgments of performance.

HMICFRS' assessments are designed to enable the public to see how each fire and rescue service's performance changes over time and in relation to the performance of other services.

The fire and rescue services inspections will not include an assessment of corporate governance or the accountability structures provided by the fire and rescue authority, police, fire and crime commissioner, locally elected mayors and, in London, the Mayor's Office.

Inspecting governance arrangements

The fire and rescue service inspections will focus on the service provided to the public rather than on the accountability structures that govern fire and rescue services. During inspections, HMICFRS inspectors will meet representatives from fire and rescue authorities, police, fire and crime commissioners, locally elected mayors and, in London, the Mayor's Office.

If during an inspection we identify evidence that the decisions and activities of those within the fire and rescue authority, police, fire and crime commissioner, locally elected mayors and, in London, the Mayor's Office inhibit the efficiency and effectiveness of the chief fire officer, we may carry out a separate corporate governance inspection.

Statutory requirements

This inspection programme and framework requires the approval of the Home Secretary before the inspectors act in accordance with it¹.

The Home Secretary may, at any time, require HMICFRS to carry out an inspection of a fire and rescue authority in England, all fire and rescue authorities in England, or all fire and rescue authorities in England of a particular type².

Such a requirement may limit the inspection to a particular matter³. HMICFRS may also carry out an inspection of a fire and rescue authority in England even though that inspection has not been set out in an inspection programme and has not been required by the Home Secretary⁴. Before doing so, the chief inspector must consult the Home Secretary⁵.

Consultation questions

1. What do you think of the proposed approach to FRS inspection that HMICFRS proposes to conduct in 2018/19? How could this be improved?
2. Do you agree that an integrated inspection of fire and rescue services' effectiveness and efficiency, and how they look after their people, is better than separate thematic inspections?

¹ Section 28A(2), Fire and Rescue Services Act 2004

² Section 28A(3), Fire and Rescue Services Act 2004. Available at: www.legislation.gov.uk/ukpga/2004/21/contents

³ Section 28A(4), Fire and Rescue Services Act 2004

⁴ Section 28A(5), Fire and Rescue Services Act 2004

⁵ Section 28A(6), Fire and Rescue Services Act 2004

An overview of HMICFRS' proposed inspection programme for fire and rescue services 2018/19

Fire and rescue inspection programme

In May 2016, the Home Secretary established a wide-ranging reform programme for the fire and rescue services in England. This included a proposal to establish a rigorous and independent inspection regime for fire and rescue authorities.

In July 2017, the Home Office confirmed that HMIC would take on the role of inspecting fire and rescue services in England, and of assessing and reporting on the effectiveness and efficiency of each service. To reflect these new responsibilities, HMIC's name changed to HMICFRS.

The Policing and Crime Act 2017, which amended the Fire and Rescue Services Act 2004, contains provisions to strengthen existing powers to inspect fire and rescue authorities⁶.

HMICFRS will inspect the fire and rescue services that carry out the principal functions of a fire and rescue authority: fire safety, firefighting, road traffic accidents and other emergencies⁷. We will inspect all 45 fire and rescue services in England, in three sets of 15 services, beginning in summer 2018. We will consult the fire and rescue sector on the criteria for judgment. Each inspection will result in a rounded assessment and graded judgments for each fire and rescue service. We will publish a report of our findings.

The principal questions which the fire and rescue services inspection programme is designed to answer are set out below, along with the corresponding inspection focus. The detailed draft FRS inspection methodology is provided at annex A. We ask for your views on the proposed methodology.

⁶ Section 11, Policing and Crime Act 2017

⁷ Sections 6-9, Fire and Rescue Services Act 2004

Principal question**Inspection focus**

How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?

How well the fire and rescue service understands its current and future risks, works to prevent fires and other risks, protects the public through the regulation of fire safety, responds to fires and other emergencies, and responds to national risks.

How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?

How well the fire and rescue service uses its resources to manage risk, and secures an affordable way of providing its service, now and in the future.

How well does the fire and rescue service look after its people?

How well the fire and rescue service promotes its values and culture, trains its staff and ensures that they have the necessary skills, ensures fairness and diversity for its workforce, and develops leaders.

Our assessment of effectiveness will consider how well the fire and rescue service is performing its principal functions in relation to fire safety, fire-fighting and road traffic collisions. The inspection will give prominence to the principal themes of how effective each service is at preventing, protecting against and responding to incidents; whether the service provides value for money; and whether the service understands its current demands and where future risks lie.

Our assessment of efficiency will consider whether the way in which each fire and rescue service operates represents value for money, and how well it is matching resources to the risks faced by the public.

Our assessment of how each fire and rescue service looks after its people will consider leadership at all levels in the organisation, including training, diversity, values and culture.

This will be the first full assessment of all 45 fire and rescue services for some years. At the end of each set of inspections, HMICFRS intends to publish a report of its assessment of each fire and rescue service inspected in that set, as well as a summary of themes emerging from the inspections. HM Chief Inspector of Fire & Rescue Services for England is required to report each year on the carrying out of inspections, including an assessment of the efficiency and effectiveness of the fire and rescue authorities in England⁸.

⁸ Section 28B, Fire and Rescue Services Act 2004

National thematic inspections

National thematic inspections are in-depth examinations of specific fire and rescue service matters, which will usually be identified through HMICFRS' monitoring processes or as a result of a commission from the Home Secretary. These inspections will identify areas of strong and weak practice in specific fire and rescue services, but will result also in recommendations that are relevant to the fire and rescue service as a whole. The Home Office can commission thematic inspections on individual issues if needed. HMICFRS is not funded to carry out thematic inspections.

Consultation questions

3. Are there any other areas of fire and rescue services' activity that should be included in the integrated inspections?
4. Does the draft inspection methodology (annex A) include the right questions to gather evidence for a rounded assessment of fire and rescue services? How could this be improved?

HMICFRS' inspection framework

Inspection framework for fire and rescue services

We will gather information to inform our assessments using a range of methods that include: analysis of documents and data; reviews of operational incidents; surveys of the public, and of fire and rescue services staff; interviews; focus groups; and observations of fire and rescue practice.

Following the first round of full inspections, HMICFRS intends to move to a risk-based inspection programme, which will be developed and consulted on separately. This allows inspection activity and resources to take account of known risks to public safety and to reflect the assessed performance of each fire and rescue service.

Graded judgments

Fire and rescue services will be assessed and given graded judgments for the three principal questions in the inspection methodology (efficiency, effectiveness and people). We may give a single overall judgment for each service. We will test this during the pilot inspections and make a final decision as to our approach when the pilots have concluded. The categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how efficient and effective fire and rescue services are, and how well they look after their people.

Good is based on policy, practice or performance that meets pre-defined grading criteria that are informed by any relevant national operational guidance or standards.

If the policy, practice or performance exceeds what is expected for good, then consideration will be given to a graded judgment of outstanding.

If there are shortcomings in the policy, practice or performance of the fire and rescue service, then consideration will be given to a graded judgment of requires improvement. If there are serious critical failings of policy, practice or performance of the fire and rescue service, then consideration will be given to a graded judgment of inadequate.

Fire and rescue service authorities' priorities

Fire and rescue authorities must have regard to the Fire and Rescue National Framework for England in carrying out their functions⁹. The Fire and Rescue National Framework for England¹⁰ states that each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community.

HMICFRS inspectors will consider the content of the fire and rescue authority's integrated risk management plan and how this translates into the operational practice of the fire and rescue service. The plan will be used as a source of information about the assessment of risk and vulnerability in respect of each service, the factors which affect considerations of public safety, and how each fire and rescue service will use prevention, protection and response activities to mitigate the risk to communities.

Professional standards body

Part of the Home Office reform programme for fire and rescue services is the formation of a professional standards body. It is currently in development. HMICFRS will take account of all existing and new professional standards for fire and rescue services, including national operational guidance.

Consultation questions

5. How else could HMICFRS adapt the way in which it acquires information to take full account of the circumstances of fire and rescue services and of risks to public safety?
6. What, if any, new or emerging problems for fire and rescue services should HMICFRS take into account in its inspections?
7. What else should HMICFRS consider doing to make its fire and rescue service assessments as fair as they can be?

⁹ Section 21(7), Fire and Rescue Services Act 2004

¹⁰ The Framework is prepared by the Home Secretary. It must set out priorities and objectives for fire and rescue authorities in connection with the discharge of their functions; it may contain guidance to fire and rescue authorities in connection with the discharge of any of their functions; and it may contain any other matter relating to fire and rescue authorities or their functions as the Home Secretary considers appropriate. (Section 21, Fire and Rescue Services Act 2004) Available at: www.gov.uk/government/collections/fire-and-rescue-national-framework-for-england

Methodology, monitoring, assurance and analysis

Advisory and reference groups

This inspection programme is being developed with fire and rescue services. It has been designed to promote improvements across fire and rescue services.

HMICFRS has established a fire and rescue service external reference group. Its members include those who have specific skills and experience in the areas that will be inspected such as representatives from fire and rescue services, the National Fire Chiefs Council, the Home Office, the Local Government Association and police, fire and crime commissioners. We are using their knowledge and advice to establish a sound methodology for inspections.

The HMICFRS Fire Technical Advisory Group considers how to develop appropriate methods of data collection and analysis to support the inspection methodology. The members of the Fire Technical Advisory Group include representatives of the National Fire Chiefs Council co-ordinating committees, the Home Office, representative bodies, fire and rescue services and others. It will also include representatives from the professional standards body, when it has been established.

HMICFRS' monitoring process

HM inspectors of fire and rescue services (HMIs) will regularly monitor all services in order to promote improvements. If an HMI identifies a cause of concern about practice in a particular fire and rescue service, it will be raised with the relevant chief fire officer/chief executive/commissioner and the fire authority/police fire and crime commissioner, so that they can take action.

Follow-up from previous inspections

HMICFRS conducts a number of follow-up activities throughout the year. They range from formal revisits to offering support to services in responding to our findings. Also, we track the progress that services have made against our recommendations.

Consultation questions

1. What do you think of the proposed approach to FRS inspection that HMICFRS proposes to conduct in 2018/19? How could this be improved?
2. Do you agree that an integrated inspection of fire and rescue services' effectiveness and efficiency, and how they look after their people, is better than separate thematic inspections?
3. Are there any other areas of fire and rescue services' activity that should be included in the integrated inspections?
4. Does the draft inspection methodology (annex A) include the right questions to gather evidence for a rounded assessment of fire and rescue services? How could this be improved?
5. How else could HMICFRS adapt the way in which it acquires information to take full account of the circumstances of fire and rescue services and of risks to public safety?
6. What, if any, new or emerging problems for fire and rescue services should HMICFRS take into account in its inspections?
7. What else should HMICFRS consider doing to make its fire and rescue service assessments as fair as they can be?

How to respond to this consultation

Please submit your answers to these questions, together with any other comments, by email to: HMICFRSfireinspectionprogramme@hmic.gsi.gov.uk, no later than 1700 on 19 February 2018.

If you prefer, you can post responses to the Chief Operating Officer, HMICFRS, 6th floor, Globe House, 89 Eccleston Square, London SW1V 1PN.

If you have a complaint or comment about HMICFRS' approach to consultation, you can email this to: HMICFRSfireinspectionprogramme@hmic.gsi.gov.uk

How consultation responses will be reviewed

HM Chief Inspector of Fire & Rescue Services will consider respondents' views and, if he determines it appropriate to do so, change the proposed inspection programme and framework before putting it to the Home Secretary for approval. In accordance with section 28A(2), Fire and Rescue Services Act 2004, HM Chief Inspector of Fire & Rescue Services must obtain the approval of the Secretary of State for an inspection programme or inspection framework before the inspectors act in accordance with it.

The final document, which will be appropriately revised to reflect the results of the consultation, will be made available on HMICFRS' website at: www.justiceinspectorates.gov.uk/hmicfrs/about-us/what-we-do/inspection-programmes/

You should note that HMICFRS may publish consultation responses, or summaries of them, except where they have been provided in confidence. Please indicate in your response if you do not wish it to be published.

Annex A - HMICFRS Fire and rescue service inspection methodology

How effective and efficient are the Fire and Rescue Service (FRS)?		
Core	Diagnostic	Sub-diagnostic
1. How effective is the FRS at keeping people safe and secure from fire and other risks?	1.1 How well does the FRS understand the risk of fire and other emergencies?	1.1.1 How well does the FRS engage with the local community to build up a comprehensive risk profile?
		1.1.2 To what extent does the FRS use information from other sources (e.g. health and social care data, population and demographic data) to build the risk profile?
		1.1.3 How well does the FRS define the level of community risk, including those communities most at risk, hard to reach, hidden (e.g. unscrupulous landlords, overcrowded dwellings) or affecting the most vulnerable people?
		1.1.4 To what extent does the FRS undertake regular liaison with relevant bodies to ensure a common understanding of risk, including fire standards and requirements?
		1.1.5 To what extent are the results of preventative or protective activity used to ensure a common understanding of risk?
		1.1.6 How well does the FRS identify and assess current, emerging or future changes in the risk of fire and other risks?
	1.2 How effective is the FRS at preventing fires and other risks?	1.2.1 To what extent is preventative activity, such as the Home Fire Safety Check programme, focused on those most at risk?
		1.2.2 How well does the FRS raise awareness and campaign to prevent fires and promote community safety?
		1.2.3 What progress has the FRS, with partners, achieved in preventing fires and keeping people safe?
		1.2.4 How well does the FRS work with partner organisations to promote road safety and reduce the numbers killed and seriously injured on the roads?
		1.2.5 How well does the FRS work with partners to tackle fire setting behaviour and support the prosecution of arsonists?
	1.3 How effective is the FRS at protecting the public through the regulation of fire safety?	1.3.1 To what extent is enforcement and inspection based on risk?
		1.3.2 To what extent is a systematic, consistent and robust Fire Safety Audit undertaken by FRS staff?
		1.3.3 How well is information on risk communicated throughout the FRS?
		1.3.4 How well does the FRS take enforcement action against those who fail to comply with fire safety regulations?
1.3.5 How well does the FRS work with other enforcement agencies to share information on risk and take joint enforcement action (e.g. local authority licensing, building control and trading standards officers)?		
1.3.6 To what extent is the FRS working in partnership to reduce the burden of unwanted fire signals?		
1.3.7 To what extent does the FRS engage with local business or large organisations to share information and expectations on compliance with fire safety regulations?		
1.4 How effective is the FRS at responding to fires and other emergencies?	1.4.1 To what extent does the FRS provide a proportionate response to incidents on the basis of risk and vulnerability?	
	1.4.2 How well does the FRS communicate information about risk and vulnerability?	
	1.4.3 How well does the FRS command fire service assets at incidents?	
	1.4.4 How well does the FRS identify vulnerability and safeguard vulnerable people at incidents?	
	1.4.5 How well does the FRS communicate information about incidents to the public?	
	1.4.6 To what extent are consistent, rigorous and open systems in place to evaluate operational performance and make operational improvements?	
	1.4.7 How well does the FRS exchange learning with other FRSs, including learning from national incidents?	
1.5 How effective is the FRS at responding to national risks?	1.5.1 To what extent has the FRS established arrangements to be able to supplement resources in the event of extraordinary need, such as a flood, or a major incident?	
	1.5.2 How well has the FRS established site specific response plans for high risk premises?	
	1.5.3 To what extent has the FRS demonstrated it is interoperable with other FRSs to ensure an effective and efficient cross-border response?	
	1.5.4 To what extent does joint training and joint exercising help the FRS to plan for and test arrangements for dealing with major multi-agency incidents?	
	1.5.5 How well prepared is the FRS to form part of a multi-agency response to a community risk identified by the local resilience forum, including a marauding terrorist attack?	
2. How efficient is the FRS at keeping people safe and secure from fire and other risks?	2.1 How well does the FRS use resources to manage risk?	2.1.1 To what extent do FRS plans address the risks identified in the IRMP (integrated risk management plan)?
		2.1.2 To what extent are the FRS plans built on sound planning assumptions, subject to informed challenge and meet financial requirements?
		2.1.3 How well does the FRS allocate resources to preventative, protective and response activity?
		2.1.4 To what extent has the FRS considered national requirements?
		2.1.5 How well does the FRS ensure that the workforce's time is productive, making use of a flexible workforce and flexible working patterns?
		2.1.6 To what extent is the FRS actively exploring all opportunities for collaboration within and beyond the fire sector?
		2.1.7 How well does the FRS ensure there are mechanisms in place for monitoring, evaluation and review of collaborations (including benefits realisation and outcomes)?
		2.1.8 To what extent are business continuity arrangements in place and how often are these tested?
	2.2 How well is the FRS securing an affordable way of managing the risk of fire and other risks now and in the future?	2.2.1 To what extent does the FRS understand and is taking action to mitigate the main/ significant financial risks?
		2.2.2 To what extent does the FRS have a track record for achieving savings and closing any residual future budget gaps?
		2.2.3 To what extent can the FRS demonstrate sound financial management of principal non-pay costs (inc fleet and equipment) through benchmarking, contract renegotiation, and joint procurement?
		2.2.4 How well do FRS plans make the best use of the opportunities, and respond to the risks, presented by changes in technology?
		2.2.5 To what extent does the FRS estate/fleet strategy, and changes to estate/fleet, support current and future service provision?
		2.2.6 To what extent is the FRS continuing to make savings to invest for future innovation?
3. How well does the FRS look after its people?	3.1 How well does the FRS promote its values and culture?	3.1.1 How well does the FRS understand the wellbeing needs of its workforce?
		3.1.2 How well does the FRS take early action to improve the wellbeing of the workforce?
		3.1.3 How well do leaders demonstrate they model and maintain the values the FRS expects of them?
		3.1.4 To what extent is a culture of promoting health, safety and wellbeing evident at all levels in the FRS?
		3.1.5 To what extent has the FRS established a culture of learning and improvement?
	3.2 How well trained and skilled are FRS staff?	3.2.1 How well does the FRS understand the skills and capabilities of its workforce (including the use of technology)?
3.2.2 How well does the FRS ensure it has the right workforce mix of skills and capabilities?		
3.2.3 To what extent does the FRS have the capacity and capability it needs to both achieve change and operational performance?		
3.3 How well does the FRS ensure fairness and diversity?	3.3.1 How well do leaders seek feedback and challenge from all parts of the workforce?	
	3.3.2 How well does the FRS identify and resolve workforce concerns?	
	3.3.3 How well does the FRS identify and address potential disproportionality in recruitment, retention and progression for fire-fighters and staff with protected characteristics?	
3.4 How does the FRS develop leadership and capability?	3.4.1 How well does the FRS manage and develop the individual performance of its fire-fighters and staff?	
	3.4.2 How fairly does the FRS identify high potential members of the workforce to become senior leaders?	
	3.4.3 How fairly does the FRS select for leadership roles at all levels?	

RESPONSE TO CONSULTATION

1. What do you think of the proposed approach to FRS inspection that HMICFRS proposes to conduct 2018/19? How could this improved?

NFRS is broadly supportive of the proposed approach to FRS inspections however, have some areas where expansion of the remit should be considered.

The remit of the inspection should be expanded to assess the contribution to more wider issues such as public health and social outcomes such as health and wellbeing rather than just fire related responsibilities and activities.

The collaboration remit should be expanded from just police and ambulance (blue light services) to include collaborations with other fire, local authorities and 3rd sector.

The context in which Services operate should be considered when assessing organisational effectiveness. Services are restricted by both the grey book terms and conditions and the strength of the trade unions. That combined with a low turnover staff constrains the impact that the Service can have on efficiency.

The need for inclusion of inspecting governance arrangements is positive and HMICFRS needs to understand that the Combined Fire Authority set policy and are intrinsic to setting priorities for the Service. This is an area that should be reviewed to ensure true synergy in the breadth of assurance arrangements that apply to Services on behalf of the Authority.

2. Do you agree that an integrated inspection of fire and rescue services' effectiveness and efficiency, and how they look after their people, is better than separate thematic inspections?

The proposal to look at the organisation as a whole is a better approach than to approach it as thematic inspections. If the piece meal approach is taken, there is concern that the full picture will not been seen and the local context in which FRS's operate may be misunderstood. This could lead to knee jerking to areas of need that in the full view of the service are not a priority.

3. Are there any other areas of fire and rescue services' activity that should be included in the integrated inspections?

The broader role that FRS's provide their communities is not represented. FRS's have many other statutory functions it has to provide that are non-fire related, for example, Freedom of Information requests, commitment to green technology, reducing carbon emissions and the social return on other activities such as; princes trust, domestic violence interventions, places of sanctuary and safe and well.

4. Does the draft inspection methodology include the right questions to gather evidence for a rounded assessment of fire and rescue services? How could this be improved?

At this development stage, it is difficult to comment. It is difficult to know how HMICFRS are going to measure these questions. How are they going to benchmark against others to determine to a score, particularly in the first round of inspections? Especially to ensure comparability across the country, they are subjective. What does good look like, who is setting the benchmark? Are services going to get the measures in advance, do we all collect it and is it in a comparable format? Common nominators and denominators? Are we comparing like for like and does it go back to our identification of risk and our subsequent prioritisation as a Service?

It is hard to see the relationship between all the products that fire sector are being provided with; National Framework, Statement of Assurance, Peer Challenge and internal and external audits on financial and governance matters. Will an inspection report negate the need for a statement of assurance? Surely the purpose is the same? In terms of value for money assessment, how will this be calculated and applied and how does it link to the annual VFM audit we received from our external auditors? What if they say we provide value for money and the inspectors say we don't? Will HMICFRS use financial/procurement experts to determine VFM aspects when making an objective determination? As the inspection does not seek to assess governance arrangements how will the CFA respond to assessments of value for money?

5. How else could HMICFRS adapt the way in which it acquires information to take full account of the circumstances of fire and rescue services and of risks to public safety?

The professional standards body, is far from being agreed and implemented within the sector. What standards will be used in the interim to form these judgements?

The HMICFRS should extend the partners it liaises with to gather its evidence. It should include such partners as; Health, local authorities and other engaged partners. This will help triangulate the impact of FRS's engagement with the communities beyond fire responsibilities.

6. What, if any, new or emerging problems for fire and rescue services should HMICFRS take into account in its inspections?

There are common problems facing the FRS sector; ageing workforce, society demographics affecting the recruitment and retention of RDS personnel and the willingness of communities in volunteerism and sense of public duty, and the growing social health needs.

7. What else should HMICFRS consider doing to make its fire and rescue service assessments as fair as they can be?

The inspections should be balanced and consider the local context and issues. The inspections should focus on measuring what is important and makes a difference to communities and not just what is available and easy to obtain. It should focus on outcomes and not outputs, it should be judged on the impact it has on the risks identified by individual Services through their IRMP process.

HMICFRS should provide time for FRS's to align data gathering to ensure that judgements are made fairly and that they are comparing like with like. Will Services be compared to similar services in terms of size and risk profiles, like the family group's/core cities? If not, how will objectivity and equity be assured?

General Issues

The framework document interchanges the word assessments and inspections, which is it and be consistent about how it will be referred.

When it moves to a risk based inspection programme, what factors will determine the risk? Will it be risk of failure, inspections scores or risk to our communities?



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

CROATIAN CEREMONY OF THANKS

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

To request that Members consider the attendance of the Chief Fire Officer, Chair of the Fire Authority and the Fleet Maintenance Manager at a ceremony of thanks and plaque unveiling in Ludbreg, Croatia.

CONTACT OFFICER

Name :	John Buckley Chief Fire Officer
Tel :	0115 967 0880
Email :	john.buckley@notts-fire.gov.uk
Media Enquiries Contact :	Therese Easom (0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 For a number of years, the Authority has supported various voluntary operations to give an extended life to fire appliances that are considered to be at the end of their useful life within the UK, and no longer fit for purpose.
- 1.2 Since 2015 the Authority has donated four fire appliances and numerous items of obsolete equipment to Varazdin County in the Republic of Croatia. The vehicles and equipment were successfully transported by volunteers, who also took the opportunity to deliver basic training in the use of the vehicles and equipment.
- 1.3 Following the delivery of the vehicles, a delegation of Croatian fire officers visited Nottinghamshire Fire and Rescue Service (NFRS) headquarters and presented the Service with a painting of a rural setting in Croatia as a gesture of their thanks for the vehicles. Whilst here, they also took the opportunity to explain the very real difference the generosity of the Authority has made to those benefitting communities.
- 1.4 More recently, local fundraising has taken place in Croatia to enable the purchase of two more fire appliances that are being disposed of by the Service, and these are due to be transported by the volunteers in the next few months.

2. REPORT

- 2.1 In December 2017, the Chief Fire Officer received a letter from the Mayor of Ludbreg, inviting the Chair of the Fire Authority, the Chief Fire Officer and Fleet Maintenance Manager to a ceremony of thanks and unveiling of a name plate in Ludbreg Town Square. This is to officially recognise the support given by the Authority, and this report seeks approval for attendance at that ceremony.
- 2.2 The ceremony is scheduled to take place on 4 May 2018 which is internationally recognised as St Florian's Day (patron saint of firefighters). It will also coincide with the delivery of two more end of life fire appliances which will have been purchased from the Authority by monies raised by local fundraising in Varazdin County.
- 2.3 The attendance will require return flights and two-nights accommodation in Ludbreg. All travel arrangements in Croatia will be provided by the local fire service. Indicative costs at the time of writing the report are that return flights will cost approximately £430 per person, and accommodation will cost approximately £180 per person. With additional sundry expenses, it is anticipated that the total cost for the three people to attend will be approximately £2000.
- 2.4 The visit provides an excellent opportunity to develop an existing international relationship with Croatia, and further enhance the reputation of Nottingham and Nottinghamshire.

3. FINANCIAL IMPLICATIONS

If approved, £2000 will be included in the 2018/19 budget for conference attendance and travel expenses in place for Members and Officers.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no specific human resources or learning and development implications arising from this report.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken as this report does not seek to change policy or service provision.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

There are no legal implications arising from this report.

8. RISK MANAGEMENT IMPLICATIONS

There are no risk management implications arising from this report.

9. COLLABORATION IMPLICATIONS

There are no collaboration implications arising from this report.

10. RECOMMENDATIONS

That Members approve the attendance of the Chair, Chief Fire Officer and Fleet Maintenance Manager at the ceremony in Croatia as detailed in the report.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

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Policy and Strategy Committee

EMERGENCY SERVICES NETWORK (ESN) UPDATE

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

To provide an update on the progress of the Emergency Services Network (ESN) programme by Nottinghamshire Fire and Rescue Service.

CONTACT OFFICER

Name : Craig Parkin
Assistant Chief Fire Officer

Tel : (0115) 967 0880

Email : craig.parkin@notts-fire.gov.uk

**Media Enquiries
Contact :** Therese Easom
(0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 The Emergency Services Mobile Communications Programme (ESMCP) is intended to provide the next generation communication system for the three emergency services and other public safety users as the contract for Airwave expires by 2020. This system will be called the Emergency Services Network (ESN) and provides integrated critical voice and broadband data services for the emergency services.
- 1.2 The programme has three key objectives it aims to achieve:
 - Better – integrated service, functionality and coverage;
 - Smarter – more flexible and pay only for what is used;
 - Cheaper – address budget pressures and leverage market forces.
- 1.3 The Fire Authority previously received (March 2016) a financial information and sign off pack which provided information about participation in the ESMCP and that the lead government department was committed to provide all reasonable transition funding, this agreement was signed and returned to Department of Communities and Local Government prior to the 25 March 2016 deadline, committing the Fire Authority to ESMCP.
- 1.4 An update report was initially presented to the November 2016 Policy and Strategy committee meeting and highlighted that further reports would be provided at subsequent meetings to ensure that the Fire Authority is fully briefed on the ESN work as a critical national project.
- 1.5 East Midlands Fire Services have an established regional programme board with representatives from all Services and Nottinghamshire Fire and Rescue Service's Assistant Chief Fire Officer (ACFO) as the lead officer on behalf of East Midlands FRS. An Area Manager is seconded from Lincolnshire as the Regional Fire Programme Manager (RPM), with a major day-to-day role on behalf of the East Midlands and works closely with the ACFO.
- 1.6 The Area Manager Corporate leads on behalf of Nottinghamshire Fire and Rescue Service (NFRS) project structure, co-ordinating key roles across the organisation and works closely with East Midlands colleagues to seek opportunities for mutual support to deliver the ESN.
- 1.7 The ACFO attends regular Fire Customer Group (FCG) meetings; this forum is the sounding board for the fire sector strategic leads to feed into the national programme team within the Home Office. The ACFO has recently taken chair of the Regional Programme Manager Forum (RPMF), which brings together all national fire programme managers with meetings currently being hosted in Nottinghamshire.

- 1.8 Alongside the ESN work, NFRS has already commenced work as part of the previous Authority agreed ICT strategy to demonstrate compliance with the Public Services Network (PSN) as this will better prepare the Service to deliver ESN and a team have been recruited to discharge the highlighted actions for PSN compliance.
- 1.9 PSN compliance will ensure that the Service has a robust ICT infrastructure, with greater levels of security; this will require additions to policies and procedures, but more crucially, a change to working practices for all members of staff to maintain compliance. This will also provide confidence in NFRS as a trusted partner, as it seeks to look for future collaborative opportunities.

2. REPORT

- 2.1 An Information Technology Health Check (ITHC) was originally completed by an external supplier on the Tri-Service Control partner networks; this formed the basis for the remediation work each Service needed to complete prior to connecting to the ESN and the Service continues work through outstanding actions to support transition. Due to delays, additional ITHCs will be required, funding for these are likely to be funded by NFRS.
- 2.2 Monthly reporting for NFRS is now in place back to the central programme team and this itemises progress the organisation is making to deliver ESN locally and offers a good benchmark for NFRS to ensure they remain on track for transition. This process has also been used to register the areas still awaiting guidance from the national programme team to enable work to be completed locally, uncertainty over the re-plan continues to frustrate progress in some respects, however, focus will remain upon the command and control areas.
- 2.3 The Home Office has confirmed that the ESN code of connection would be applied and this would seek to be at a level that the current Airwave system applies. The central programme team requested formal sign off from the Service to this code of connection, however, as per numerous previous reports, the detail of the code of connection is still not available in detail for officers to consider and NFRS's Senior Information Risk Owner (SIRO) remains unable to recommend sign off to the Chief Fire Officer. It was anticipated that newly recruited information security specialists within the central team would be able to offer advice in this respect, they have since left the ESN programme.
- 2.4 Regardless of this position, NFRS continues to address this area with its PSN work stream. This approach is still considered appropriate to address risk and ensure the organisation has a standard to work towards and is not seen as a reason to delay transition given the expected and significant national delay.

- 2.5 Any consequences for not meeting timescales are unclear for local Services, but these potentially have major financial implications nationally for the Home Office programme and could mean these are shared with ESN partners throughout the life of the contract. The revised business case and transition re-plan when realised will be key to the Authority being better placed to consider implications.
- 2.6 It has been reiterated by the central programme team, including the November 2017 Public Accounts Committee, that Services are not expected to transition from the current Airwave system to ESN unless they have the confidence and assurance that the ESN will provide the necessary resilience for emergency services to communicate effectively and secure the safety of its staff. Home Office continue to re-affirm this stance and as such does not increase risk to the Authority on this specific point.
- 2.7 Clear collaboration opportunities exist in the delivery of ESN across the East Midlands, including procurement, coverage assurance, device management, training and equipment installation. This is a key expectation of the government programme team to ensure that commercial benefits are delivered both nationally and locally.
- 2.8 As fire lead for the East Midlands, the ACFO has regular meetings with the East Midlands Police lead and they are currently considering recommendations for collaboration prior to a future report being presented to Authority.
- 2.9 The central programme team have recently consulted upon 'incremental approach' to transition and the regional manager is working with their peers to better understand potential consequences. This may see proposed changes to order of transition for emergency services and the East Midlands is scheduled to be the second region under the current national plan. Officers will also monitor this closely as this could create additional or increase current risks for the Authority, the additional factor of re-plan could also see this amended.
- 2.10 On behalf of East Midlands FRSs, the ACFO has asked that confirmation be given that any outcome of the business case review be shared with Fire Authorities as a matter of urgency. The business case forms the basis under which the Authority signed up to the principle of transition to ESN in March 2016.
- 2.11 Increased anxiety in relation to future funding is now being shared with the central programme team from across the emergency services nationally and the impact this has upon each user organisation in its ability to plan longer term. Decisions over extending employment contracts are one example that UOs are now discussing due to uncertainty around timescales.
- 2.12 During November, the Public Accounts Committee once again sat to focus upon the ESN programme, assurances were provided at that committee that no emergency service will be required to transition before ESN is proven, therefore not placing communities and employees at risk.

- 2.13 A new area for Members to consider on the basis of the significant delays will be any requirement to replace communications equipment before the delivery of ESN and the impact this may have upon the Authority's financial planning. This aspect was specifically mentioned in the Public Accounts Committee, in that, these are considered a matter for UOs standard delivery of services, however, uncertainty from ESN clearly has a direct impact upon the governance of the Service, for example, should it make longer-term procurement decisions that later require additional funding due to ESN delays.

3. FINANCIAL IMPLICATIONS

- 3.1 An earmarked reserve of £200k was originally established for the supporting work required to prepare for PSN compliance, significant spend against it has been used in conjunction with government transition funding to address remediation plans. This has focused upon assuring the infrastructure of NFRS is ESN ready, increased timescales will clearly protract the financial implications for the Authority.
- 3.2 The ESN programme has always set a clear expectation that government will only fund the like for like replacement of the current Airwave infrastructure – eg: radios – although Services are able to fund any additional elements of functionality themselves. At present only one handheld device has satisfied the national procurement process, therefore reducing choice for User Organisations (UOs), it remains unclear on the options for vehicle mounted solutions.
- 3.3 The Authority will continue to receive transition funding from government for preparation and implementation. However, the 2017/18 payment was only received at the end of November 2017 following ministerial sign off. This aspect is of concern as the Authority works towards reducing budgets and continues to place a degree of uncertainty for the Authority to best manage resources.
- 3.4 Members should continue to take note of the query for the central programme to confirm what is meant by 'time-based' vs. 'activity' based funding and where any new burdens, for example, ESN service management, transfers from a nationally funded model to locally funded model, officers are working to gain clarity on this matter.
- 3.5 As previously reported, the programme of work has increased demands upon the Service, these will only be partially funded from government and this continues to be closely monitored, particularly as the programme timeline extends and is highly likely to be extended further following the national re-plan exercise. This theme of technological demand continues to increase pressure on the service and will form part of a future reports to the Finance and Resources committee.

- 3.6 On behalf of the East Midlands FRS, the ACFO has been asked to initiate a full review of the regional programme structures and approach, to ensure they are fit for purpose to assure transition to the ESN and provide value for money. This work is expected to follow behind the national fire gateway review being led by the NFCC central team, progress will be reported to members on its completion in early 2018.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

- 4.1 The ESN programme has requirements for staff training and these will be addressed as part of the implementation phase across the East Midlands and offers potential opportunities for wider collaboration, this area formed part of the March workshop and the outcomes have now been collated and being discussed with police and ambulance services to consider.
- 4.2 ESN continues to place increasing demands upon most support departments, this has resulted in many fixed term arrangements being put in place, specifically across the Procurement, Corporate and ICT functions. These have all been delivered within the Service's existing policy framework, but it is anticipated that capacity will need to increase further in the build up to transition to ESN and members will need to consider longer term implications as further delays are anticipated.
- 4.3 Consideration of the longer-term implications of both PSN and ESN are already beginning to highlight additional skill requirements, for example, information security, which is currently being delivered with a fixed term appointment and was further included in the ICT update report to the Finance and Resources committee 19 January 2018.
- 4.4 An East Midlands lead for training has now been identified from Leicestershire Fire and Rescue Service, who will be liaising with NFRS in the coming months to ensure a consistent approach is taken and the learning and development team will need to consider ESN support as part of its business plan and delivery of the proposed national training strategy for ESN.
- 4.5 Continued delays to transition timelines have increasing potential to impact upon the retention of employees and in some organisations, has seen a delay in appointment to posts that will support transition to ESN. This is under review in NFRS and is dependent upon future funding decisions that the Authority may need to consider, balanced against the need to deliver ESN.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken as this report does not amend existing policy or service provision.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

There are no legal implications arising from this report.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 The ESN programme presents an escalating high-risk potential for the Authority solely dependent on external factors beyond its day-to-day control, the main issue being slippage at a national level following announcement that a re-plan is underway, anecdotally this may result in at least a 2-year delay.
- 8.2 Tri-Service Control implementation issues have a direct implication for NFRS and its Tri-Service partners to be able to connect to ESN, this will continue to place a protracted demand upon the organisation, with a separate report to the Finance and Resources committee 19 January 2018 also highlighted the risk from ESN and likely resource requirements to better manage this specific risk.
- 8.3 The Service is engaged with ESN regionally and has previously reviewed the East Midlands ESN risk register, it is further included within the Corporate Risk Register, which has been reviewed and informed Service department leads to ensure risks are communicated and work is planned to manage and or mitigate risk. Within the East Midlands a programme review exercise is being initiated to consider the structure in place and whether this is fit for purpose and offers value for money. The review of risk is a continuous exercise and used to inform Members in reports.
- 8.4 Regular project meetings are led by the Area Manager Corporate and these monitor changes in any areas of risk and update both the Service project and inform the regional lead to monitor progress made by Nottinghamshire. A previous report already highlighted a new item of potential risk as 'Incremental transition' and officers have again sought clarity on what implications this may have.
- 8.5 Members should be aware that the ESN places a demand upon the organisation and 'Programme Governance' is a key risk highlighted within the latest update to the Corporate Risk Register and officers are obliged to monitor the capacity of the Service to ensure they deliver upon its commitments. As the project delays continue and financial pressures impact upon the Service this risk will require close scrutiny.
- 8.6 With the now significant delay in transition timelines and funding, it is recommended that the risk of ESN to NFRS is at an increased level and the

ACFO will look to ensure that this is reflected in the Services governance arrangements. The CFO will also receive information directly through the NFCC and these will inform the Services position in future.

9. COLLABORATION IMPLICATIONS

- 9.1 A second collaboration workshop sponsored by the East Midlands Police and Fire strategic leads is scheduled for February 2018, building upon the 2017 workshop. Five areas have been developed over the last year, including: training, procurement, devices, installation and coverage assurance, business cases are progressing in all areas.
- 9.2 Following discussions with the East Midlands strategic police lead, agreement has been reached to introduce a joint strategic board and terms of reference are currently being finalised. NFRS are fully engaged in the regional approach and lead on the coverage assurance themed area of work.
- 9.3 Future collaboration between Fire and Police will prove complex, not least given this spans 10 separate organisations, however, Members will be aware of the statutory duty to collaborate following introduction of the Policing and Crime Act 2017. This collaboration will not hold any one of the organisations to mandatory inclusion and any future commitments will be reported to Members for consideration and decisions as appropriate.

10. RECOMMENDATIONS

That Members note the contents of this report and agree to receive further updates as the project develops.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER



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Fire and Rescue Authority
Policy and Strategy Committee

TRI-SERVICE CONTROL UPDATE

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

To appraise Members of the progress with the Tri-Service Control programme.

CONTACT OFFICER

Name : John Buckley
Chief Fire Officer

Tel : 0115 967 0880

Email : john.buckley@notts-fire.gov.uk

Media Enquiries Contact : Therese Easom
0115 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 At the Fire Authority meeting on 14 December 2012, Members considered a report from the Chief Fire Officer confirming that the collaborative partnership bid from Nottinghamshire, Derbyshire and Leicestershire Fire and Rescue Authorities had secured £5.4 million grant from Government to progress the procurement of a replacement command and control system.
- 1.2 This successful bid led to the creation of the Tri-Service Control Project and subsequent tender for a supplier to replace the three legacy systems within the tri-service area. A further £247k was committed from each authority to bring the total project value to £6.1 million.
- 1.3 A report was presented to the Policy and Strategy Committee on 28th April 2017 providing an update on progress with the implementation of the new system and this report continues that information stream and considers progress and the next phase of the project.

2. REPORT

- 2.1 The overarching concept of the Tri-Service Control programme is that a single common mobilising system would be used in all three control facilities and interlinked by means of a network. The philosophy of this being that any of the control rooms can take calls and mobilise appliances and resources for each other, providing significant resilience and negating the need to operate secondary or fall-back control facilities, thereby generating an immediate efficiency.
- 2.2 As previously reported the project has faced slippage, however the main mobilising system has been in operation across the three Services since September 2015. Since going live there have been a number of issues with the system where it has failed to operate as required. As with any new and complex system, these types of events were anticipated, and planned contingency measures were put in place.
- 2.3 In order to achieve this, several key objectives have been agreed by the Strategic Board before further enhancements would be permitted to take place. These are:
 - All changes to the system are to be scrutinised to ensure that they have been tested, within the limits of the current test capability, and assessed for their risk to the FRS and system;
 - A period of sustained good service must be demonstrated;
 - The existing training systems will be reconfigured and enhanced to create a testing area where any new, fixed or enhanced functionality can be examined in detail for their impact, before moving them to the 'Live' service;

- An end to end view of the operational service will be documented as the basis for further developments, to be prioritised based on benefits to the Tri-Service.
- 2.4 The introduction of a new project management methodology in January 2017 has supported the programme in generating momentum in supporting the Strategic Board's objectives (highlighted above). The introduction of a new governance structure has been completed and the addition of a Change Advisory Board (CAB) has successfully overseen the implementation of over 90 changes to the project and system over the last six months. The internal project structure for Nottinghamshire Fire and Rescue Service (NFRS) will remain the same with a lead officer responsible for the Tri-Service project on behalf of NFRS.
 - 2.5 Since the previous update, the stabilisation and performance issues has again been an issue, as the system has been adversely affected by Tri-Service networking issues. This has presented itself as multiple interrupting events rather than single significant periods of system loss. Recent network failures are still under investigation but sit outside of the control or remit of Systel and the local Support Services. Work has been undertaken to assess these and improvement proposals are being examined.
 - 2.6 Engagement with Systel has continued to be positive since the last report, and a concerted effort to review the fault logs / requests, has reduced the number of outstanding reports. However, due to Systel UK taking a more proactive approach to issues, an increase in fault reports over the coming months is expected, due mainly to positive action in resolving legacy problems with the system.
 - 2.7 The core mobilising system remains stable, with performance improving with the addition of a new server in September 2017 to perform address searches. However, work is on-going in updating the Gazetteer and mapping systems in an effort to bring the data up to date. This remedial work will form a primary action for development sprint 1.
 - 2.8 The Service continues to work with Systel to fix the most serious remaining issues with the system including standby functionality, improved primary alerting methods, and emerging issues with the Polux search engine.
 - 2.9 Staff frustrations continue over the impacts of the network disruptions but these are now directed towards the network provider and not Systel. However, the continuing success of the Control Involvement Group (CIG) continues to show positive engagement from Control Staff with a desire to have a direct impact on the workings of Tri-Service Control. A number of suggestions have already been provided to the Control Management Team to review. These suggestions have begun to be implemented and have improved working arrangements, efficiency and effectiveness across the Tri-Service Control. The group are currently working on aligning radio procedures across the Tri-Service to improve ways of working with Response crews.

- 2.10 A business continuity (BCM) exercise conducted in early December has identified some gaps in our resilience. A BCM plan has been developed to address these issues and is currently being tested to ensure any omissions in the resilience arrangements have been addressed. Completion of these tests will confirm the ability to implement the BCM arrangements as developed by the Control Management Team.
- 2.11 Discussions have taken place regarding the remaining improvements and developments to be rescheduled once the full operational design has been created. This means that the project will continue into the 2018/19 financial year, and that the programme is currently not able to be formally closed. Members of the project team are travelling to France to meet with Systel to discuss how the project continues to move forward and agree the next steps. Possible areas for future development include:
- Dynamic cover tool;
 - Development of test system;
 - Service Level Agreements (SLA) with Systel including development work payment schedules;
 - Progress network resilience provision with Virgin Media
 - Ability to make adjustments to individual operator positions for equality reasons.
- 2.12 As mentioned in the previous report, following the changes implemented by Tri-Service for responding to P3 incidents, a Pre-Determined Attendance (PDA) review has commenced and should be completed by April 2018. The review team have identified initial proposals for standardisation and the AFA policies have been subjected to a similar review identifying a suggested way forward, to be reviewed by Tri-Service Response Board.
- 2.13 To facilitate the joint practices, common ways of working, configuration and training that are required to make a solution such as this function efficiently, the jointly funded central Tri-Services Control team continues to make good progress.
- 2.14 Within the overriding principles of the Tri-Service Control Programmes that the solution should be more cost effective than the aggregate of the previous provisions for all three Services. This has been achieved and an estimated long term annual saving of £1.1 million has been reported to Central Government.
- 2.15 To provide surety a Tri-Service agreement was signed by the three Chief Fire Officers in January 2013 that detailed roles, responsibilities and commitments of each Service to the project. This also detailed a governance and Officer meeting structure during both implementation and steady states. Throughout the programme a Strategic Board consisting of Principal Officers from all the three participating Services has met monthly to provide scrutiny and oversight and will continue to operate during the remainder of the contract.
- 2.16 The previous Programme Board has now been formally closed and replaced by a Response Board consisting of an Area Manager from each Service plus the Head of Tri-Service Control. This will oversee much of the more

regularised in-life management of the programme, with internal project structures continuing until completion.

- 2.17 A joint meeting is held bi-weekly with Head of Control, ICT Project Manager, Heads of ICT and Systel to review progress and approve any proposed major changes to the system (CAB).
- 2.18 Throughout the programme, the Service has benefitted from support and guidance from control and mobilising specialists seconded to the Chief Fire Officers Association National Resilience and funded by the Department for Communities and Local Government, whose advice has proved highly useful. This has now ceased and monitoring of progress is now undertaken by the Home Office with support from the Chief Fire and Rescue Advisers Unit.
- 2.19 Across the three Services, concern from staff remains high, and in recognition of the sensitivities, briefings and discussions with staff and managers continue to take place along with regular dialogue with representative bodies.
- 2.20 As part of the future development of the system, Systel France have started to demonstrate what the next version of the system software and MDT hardware could look like. Interesting changes include a web based user interface rather than the traditional PC and an Android based MDT.

3. FINANCIAL IMPLICATIONS

- 3.1 The main financial implications are identified within the body of the report, however between the three participating Services it is estimated that annual savings of £1.1 million will be generated once steady state has truly been achieved.
- 3.2 A £220k earmarked reserve is in place to sustain resources to fully deliver and implement the remaining improvements and developments to the system.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT

There are likely to be some new developments that requiring training before they can be implemented. Those for Control will be met largely in-house, but any for operational staff will require training input which is catered for within the earmarked reserve

5. EQUALITIES IMPLICATIONS

There are no equalities implications arising from this report as it is only intended to provide an update to Members on the progress of a project.

6. CRIME AND DISORDER IMPLICATIONS

Section 17 of the Crime and Disorder Act 1998 states that “it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area”. This report does not contain any implications which would affect that duty.

7. LEGAL IMPLICATIONS

- 7.1 The Nottinghamshire and City of Nottingham Fire and Rescue Authority has a statutory duty to receive calls for assistance and mobilise a Fire Service. These duties are contained in Section 2 of the Fire and Rescue Services Act 2004.
- 7.2 Part 3, Section 21, of the same Act requires the Secretary of State to publish a Framework and it is this Framework that places a duty on Fire and Rescue Authorities Fire to collaborate with other Fire and Rescue Authorities, other emergency services, wider Category 1 and 2 responders and Local Resilience Forums to ensure interoperability. In this context it includes, but is not limited to, compatible communications systems, control rooms and equipment.
- 7.3 The concept and implementation of Tri-Service Control is conducive with those legal duties and does not place the Authority at any risk of breaking them.

8. RISK MANAGEMENT IMPLICATIONS

With the improvements to the new mobilising system, improved stability and delivery of further developments, the high levels of corporate risk associated with mobilising should diminish into the future.

9. COLLABORATION IMPLICATIONS

The three organisations are working together well, and notwithstanding that there are issues with the system, significant savings and improved operational resilience have already been realised.

10. RECOMMENDATIONS

That Members note the contents of the report and the progress made with the Tri-Service Control Programme.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

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NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

COLLABORATION UPDATE

Report of the Chief Fire Officer

Date: 02 February 2018

Purpose of Report:

To update Members on the progress of collaboration activities.

CONTACT OFFICER

Name : Craig Parkin
Assistant Chief Fire Officer

Tel : 0115 967 0880

Email : craig.parkin@notts-fire.gov.uk

Media Enquiries Contact : Therese Easom
(0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

- 1.1 At the Policy and Strategy Committee in November 2017 the Assistant Chief Fire Officer presented an update on the Service`s collaboration activities. This report outlined the initial areas of discussion which had taken place with other Emergency Services.
- 1.2 The Policing and Crime Act 2017 places a statutory duty on Police, Fire and Ambulance Services to consider collaboration to deliver efficiency, effectiveness and/or better outcomes for communities.
- 1.3 The new draft National Framework Document (NFD) also refers to the statutory duty placed on Fire and Rescue Authorities under the Policing and Crime Act 2017 but expands the expectation to collaborate with other fire and rescue authorities to deliver intraoperability.
- 1.4 Her Majesty`s Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS) have indicated in their draft framework for 2018/19 that they will include an assessment of collaboration activities as part of their inspection regime. HMICFRS are due to inspect the Service in late 2018.

2. REPORT

- 2.1 As endorsed by the Authority in September 2017, the Service established a formal governance structure in conjunction with Nottinghamshire Police to provide an oversight on collaboration activities. The Delivery Board and Strategic Board have now met twice to assess and review progress with the five agreed workstreams. The current workstreams with Nottinghamshire Police are:
 - Shared estates;
 - Learning and development;
 - Organisational performance;
 - Prevention;
 - Emergency planning and resilience.
- 2.2 **Shared Estates** – the Service, in conjunction with Nottinghamshire Police and East Midlands Ambulance Service (EMAS), commissioned a review of their estates within the county. A key finding of the review has indicated that none of the current Service`s headquarters sites are suitable for co-location in their current format. Discussions have highlighted that joint management of estates has significant potential and a key task to explore options for the co-location of Fire and Police.
- 2.3 **Learning and Development** – initial progress has centred around the sharing of electronic education packages and prevention training around vulnerability be jointly delivered to both services. During 2018, the Police have a high volume of new student Police Officers joining the Service, therefore it is proposed that some of the new training cohorts be delivered

from Highfields fire station to create capacity within the Police training system.

- 2.4 **Organisational Performance** – Service leads have identified initial areas of information governance, consultation, mapping, business planning, risk management and performance to explore. The working group have highlighted overlap and similarities in the way that both services deliver the same function, particularly regarding the data that is required by HMICFRS. This work stream is currently awaiting Nottinghamshire Police's completion of its internal review of functions in this area, once complete this work will continue.
- 2.5 **Prevention** – the working group has developed an initial scoping document which identifies five areas of collaboration which can be delivered between both Services. These are information sharing, rural safety, road safety, direct youth engagement and school's engagement. It is anticipated that these five areas of collaboration can be implemented over the coming months, as well as explore wider ambition across this area.
- 2.6 **Emergency Planning and Resilience** – discussions have identified the possibility of sharing the Service's Welfare Unit to provide welfare support to Nottinghamshire Police at major incidents. In addition, the Police are keen to utilise NFRS's Fire Investigation Unit as a mobile briefing unit. Both vehicles would be jointly branded to reflect the dual Police and Fire and Rescue Service role.
- 2.7 In addition to the existing five workstreams discussions have identified a collaboration opportunity with Corporate Communication Teams. This has significant benefits when dealing with operational incidents, but would also allow each organisation to maintain their own bespoke internal communication messages.
- 2.8 Collaboration discussions also continue with Derbyshire Fire & Rescue Service (DFRS), early indications highlight an appetite around the delivery of operational training. It is envisaged that further proposals will be discussed over coming months with a view to bringing proposals to the Authority in the Summer.
- 2.9 Since the adoption of the Collaboration strategy, significant resource has been committed to collaboration activities, developing partner relationships, establishing governance and administrative processes and considering the future requirements within Service business plans.
- 2.10 A collaboration register is now being maintained by the Service as a single point of reference which has proved useful in identifying the activity the organisation is engaged in.
- 2.11 The Head of Communications is proactively engaged with and supporting the national Emergency Services Collaboration Working Group (ESCWG) and has recently provided the current collaboration activities for national

publication. The Service is ensuring that the communication and publicity of collaboration is given greater priority and enhances the organisation's profile.

3. FINANCIAL IMPLICATIONS

- 3.1 Members will be aware that in February 2016 the Authority approved the Sustainability Strategy 2020. This identified that collaboration would be one element contributing to the financial savings required by the Authority, not achieving savings from collaboration clearly places pressure on other areas of the Service in future.
- 3.2 Collaboration with key partner organisations has the potential to produce financial savings for the Authority, forming part of future business cases presented to the Authority for consideration. However, collaborative savings are often delivered more in the medium to long-term and should be factored into future financial planning.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

- 4.1 Collaboration within the Service is being co-ordinated by the Shaping Our Future Programme Team under the direction of the Area Manager, Strategic Support. The Team is currently being assisted by a Police Sergeant who is seconded from Nottinghamshire Police.
- 4.2 To ensure staff are well prepared for collaborative projects, additional training is being accessed with an external provider 'Shared Service Architects'. This will initially focus on the co-ordinating team and those employees highlighted to engage in the themed working groups, but is fully expected to expand.
- 4.3 Collaboration is proving to be a demand across the organisation and will require consideration when business planning, assuring the Services ability to progress business cases and commit resources.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken as no changes to the delivery of services have been highlighted in this report, these be included in any future business cases proposed.

6. CRIME AND DISORDER IMPLICATIONS

Collaboration has the potential to expand NFRS's ability to discharge its function under the Crime and Disorder Act, by exploring opportunities to share information, deliver community services and improve outcomes.

7. LEGAL IMPLICATIONS

- 7.1 NFRS has a statutory duty under the Policing and Crime Act 2017 to consider collaboration with other emergency services to improve efficiency and effectiveness, the Authority's strategy assists in discharging its statutory duties.
- 7.2 The Local Government Act 1999 places a statutory duty on NFRS to 'secure continuous improvement in the way in which its functions are exercised'. Collaboration has the potential to enable NFRS to secure improvements in the way that functions are delivered to communities and deliver positive outcomes.

8. RISK MANAGEMENT IMPLICATIONS

- 8.1 The Policing and Crime Act 2017 places a statutory duty to collaborate on the Authority. The collaboration strategy allows the Authority to demonstrate its commitment to consider collaboration with other emergency services therefore mitigating risk in this respect.
- 8.2 HMICFRS have indicated in their draft framework that they intend to review collaboration activities as part of the inspection process. The collaboration strategy allows the Authority to demonstrate its strategic intent to collaborate in the interests of efficiency, effectiveness and improving community outcomes.
- 8.3 The new draft National Framework document has indicated an expectation on the Service to be able to demonstrate that we have effective arrangements in place to consider collaborative opportunities with other emergency services.
- 8.4 The next Integrated Risk Management Plan (IRMP) due for 2019 is fully expected that collaboration will form part of that plan. Each area of the plan will be assessed for collaborative opportunities with our partner agencies.

9. COLLABORATION IMPLICATIONS

This report provides Members with an update on collaboration work streams

10. RECOMMENDATIONS

That Members note the contents of this report and receive further update reports.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

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