

Item Number	Item 4
Title of Paper	Paper 2 - Fire Standards Delivery Plan
Decision or Information	For decision
Date of Meeting	Thursday 2 nd April 2020
Presented by	Joy Flanagan - CPO
Attachments	Appendix A – Activity Framework v1.0 Appendix B – Analysis findings report Appendix C – Delivery plan and timeline

Summary

This paper proposes a delivery plan and timeline for the first phase of Fire Standards for Board approval.

It also contains background information that has led to the development of the delivery plan and timeline in a series of appendices. This information is structured as follows:

- the Activity Framework in appendix A (*what could be done*);
- the current priorities, based on the evidence outlined in appendix B (*what is most important*); and
- the proposed delivery plan, informed by appendices A and B, and aligned to work that is in progress outlined in appendix C (*what is in progress and planned, who will lead the work and when will work be completed*)

Recommendation and Decisions Required

The Board is asked to;

- note the proposed Activity Framework version 1.0 (Appendix A);
- note the NFCC analysis of evidence to determine priorities (Appendix B)
- review the delivery plan, timeline and development process (Appendix C); and
- if content, approve the Activity Framework v1.0 and the proposed delivery plan and timeline for the first phase of Fire Standards.

Background Information

Work has been progressing with regards to clarifying what Fire Standards will be produced and when. This paper sets out the work completed so far and the reasoning for the proposed delivery plan and timeline.

Activity Framework

At the last meeting the CPO presented a framework aimed at capturing all the activities performed by a fire and rescue service. These activities are performed by functions within each service no matter their governance model, budget or location.

While some of these activities (or functions) may be outsourced or undertaken by a host local authority, the aspiration was that the framework would act as a “road map” to help identify where Fire Standards would apply to areas of activity. In essence, the framework would help categorise the development of Fire Standards and the guidance that is likely to underpin them, covering both operational and non-operational areas.

The principles of this approach are founded on the experience gained on the National Operational Guidance Programme (NOGP). The Activity Framework is intended to:

- Provide a complete road map so we can see where the NFCC and FSB are going;
- help us avoid duplication and overlap which may result in conflicting guidance if developed in isolation; and,
- be easy to navigate for all audiences.

At this stage we have some working assumptions that may either evolve or be negated as work progresses. They include:

- there may be the need for different “tiers” or levels of Fire Standard to exist. For example, an overarching Operational Response Fire Standard may then have a tier of related Fire Standards below it. This cannot be confirmed until scoping in this specific activity and development work progresses.
- There may be activity areas where significant guidance already exists which can expedite the development process. In those areas Fire Standards may be progressed more quickly even if they do not appear to carry as much importance in the public consciousness.
- It is anticipated that learning that evolves from the development of Fire Standards may lead to the need to amend the Activity Framework in a controlled way.

It should be noted that the Activity Framework lays out every fire and rescue service activity that *could* have standards and guidance to support them. Clearly, that is a huge amount of work and there will be a need to prioritise the activities where improvement is most important.

A copy of the current Activity Framework is provided in **Appendix A**.

Prioritising Fire Standards

Since the last meeting of the Board, the initial full round of inspections across services in England has been completed by HMICFRS culminating in the publication of the [State of Fire and Rescue](#) report in January 2020.

In addition, the initial findings and recommendations from the first phase of the inquiry into the tragic [Grenfell Tower Incident \(GTI\)](#) were released in December 2019.

The results of the Independent Review of Building Regulations and Fire Safety - [Building a Safer Future](#) by Dame Judith Hackitt (May 2018) also strongly influences the need for standards in the fire and rescue service. Fire Standards will play a key role in developing the competence and professionalism of employees in the wider building safety system, strongly criticised by Dame Hackitt.

These reports contain important learning and reflections about the performance of fire and rescue services and areas of concern. Consequently, the Board made clear that the outcomes of inspections from HMICFRS; findings from the GTI inquiry; the recommendations in the Hackitt report; alongside wider more historical evidence would all influence priorities for the FSB.

The NFCC has done significant work on analysing the findings from these sources of learning. A number of clear improvement themes have emerged from this analysis. These have informed the setting of improvement objectives for all fire and rescue services, as set out in the recently released “Fit for the Future” initiative.

To inform Board discussions and support the proposals being made by the CPO, a summary of the analysis used to create the proposed delivery plan can be found in **Appendix B**.

Fire Standards Development

The purpose of developing outcome-based Fire Standards is to achieve improved consistency across the country and essentially create a national benchmark of “what good looks like” across all areas of fire and rescue service activity. Fire Standards will underpin and drive the changes required to achieve ongoing continuous improvement.

The development process is based on the successful model used to develop National Operational Guidance (NOG) and is designed to engage and involve services at all levels throughout development to ensure that the Fire Standards proposed are appropriate and achievable. This will increase levels of support which will, in turn, result in more successful implementation.

It is proposed that the majority of Fire Standards will be created, alongside supporting guidance, doctrine and tools that will aid their implementation. The content of the Fire Standards will require input from relevant subject matter expertise and the supporting guidance will be developed by them through the NFCC. The NFCC have programmes and projects in place that seek to address many of the areas where improvements are needed across all fire and rescue services.

Therefore, the evidence for the Board to consider (detailed in appendix B) as it decides on the priorities for Fire Standards, is based on the analysis carried out by the NFCC described in the **Prioritising Fire Standards** section above.

In effect, the FSB alongside the employers (Governing bodies) and the NFCC are all working together to prioritise areas for improvement. This in turn will allow the approval of Fire Standards (by the FSB) alongside supporting guidance and tools (approved by the NFCC). In this way there should be a cohesive, strategic and joined up approach to driving improvement in the agreed key areas.

Although this work is collaborative and aligned with the work of the NFCC, the FSB plays a vital and independent role in ensuring that Fire Standards;

- reflect the most important issues that the service needs to address;
- have been developed using a high-quality approach;
- have undergone a form of impact assessment to ensure potential impacts on fire and rescue services are known and understood;
- fully take into account the views of those who will use them; and
- have been appropriately assured by a credible external body.

The NFCC will be held to account by the FSB for the delivery of this approach and the Board are there to apply appropriate scrutiny and challenge to ensure its expectations are met.

Learning from the pilot process

The FSB agreed that a pilot would be run that would test the process. This work included:

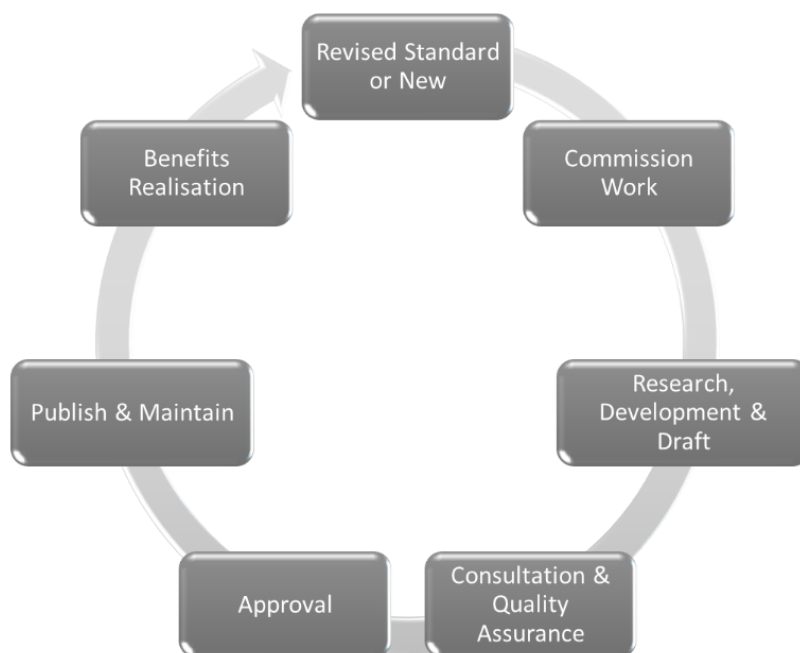
- Emergency Response Driving (ERD)
- National Operational Guidance (NOG)

Progress reports and recommendations relating to these elements of the plan are outlined in Item 5 - paper 3 on this agenda.

If the recommendations of that report are agreed by the Board, ERD will not be progressed further at this stage, but Fire Standards to support NOG will be created and agreed as detailed in the delivery plan and timeline (appendix C).

The pilot process has allowed us to test and refine the detail behind the development process including layers of Governance required. This has helped with planning the timeline for all Fire Standards development and delivery.

The development process is represented as a cycle shown below:



Underpinning each part of the cycle are tasks grouped into stages described below, the roles for Board are shown in ***bold italics***. These stages are shown on the timeline for the phase one delivery plan for each proposed area for Fire Standards.

- **Stage 1 – Scoping and timetable** – This will be the stage at which the reasoning for Fire Standards development will be confirmed in accordance with the overall plan; the delivery mechanism outlined; and the timetable for production agreed. An early outline for the proposed Fire Standard (s) may be available in some cases. The Board will decide whether to proceed with the creation of the Fire Standard(s) – ***commissioning work***.
- **Stage 2 – Post consultation draft** – This will be the stage at which the Fire Standard (s) has been fully developed and consulted upon. It (they) will be in final form, ready to go through the full governance approval process. The Board will consider the outcomes of the consultation and decide whether the standard (s) should go forward for assurance and through the final governance cycle for approval.
- **Stage 3 – Governance, Assurance and Sign Off** – At this stage, the Board will consider the Fire Standard (s) that has been through the Strategic Engagement Forum and NFCC Steering Group. It will be accompanied by an independent assurance report that verifies the quality of the development process along with any learning from its development. The NFCC will have agreed the Fire Standard and will have developed implementation plans. The Board will consider the reports and decide whether to approve the Fire Standard and the implementation plan - ***approval***.

When Fire Standards are approved and published, a periodic review date will be set. On an ongoing basis, the Board will be responsible for ensuring all Fire Standards remain fit for use and current through a review process.

- **Stage 4 – Impact and Evaluation (IE)** – The implementation of Fire Standards will be reviewed by the Board on an ongoing basis. This will include the impact the standard has had; the degree of adoption; and success in delivering the desired outcome and associated benefits. Much of this will be informed by feedback gained through the HMICFRS inspections. The Board will consider this information, identify any learning for other Fire Standards, and if necessary, review and revise Fire Standards already issued – ***publish, maintain and benefits realisation***.

To illustrate this, the two agreed pilot Fire Standards are at different stages. **ERD is at stage 2** and the standards for **NOG are at the earlier stage 1**.

Delivery Plan and Timeline

Appendix C contains the proposed delivery plan along with a timeline based on the stages of Fire Standard development explained above.

It also identifies which programme or project will lead (or has led) their development. The NFCC will coordinate the Fire Standards production work alongside the creation of underpinning guidance and tools.

Finally, the plan shows alignment of the production of Fire Standards to the various improvement strategies including;

- the NFCC strategic commitments; and
- the joint NFCC/ LGA improvement objectives (the *Fit for the Future* improvement objectives).

All of which are informed by the evidence outlining priorities in appendix B.

Future Fire Standards

Further phases of Fire Standards delivery will be developed once work on phase one has commenced and we are able to confirm the direction of travel.

Development of work, amendments or additions to the plan will be updated at each future meeting of the Board.