BOARD PAPER

Item Number	Item 3 – Paper 1
Title of Paper	Phase Two Delivery Plan
Decision or Information	For decision
Date of Meeting	19th April 2021
Presented by	CPO
Attachments	Appendix A – SIM Issues by Theme Appendix B - Phase Two Delivery Plan Rationale Appendix C – Overall delivery plan timeline

Summary

This paper explains the basis for the proposed selection of the Fire Standards to be included as part of the Phase Two delivery plan (*See Appendix A and B*) and the timelines proposed for delivery of the remainder of the Fire Standards included in Phase One and the proposed Phase Two Fire Standards (*Appendix C*).

Recommendations and decisions required

The Board is asked to:

- review and agree the proposals for the Phase Two delivery plan; and
- note the timeline for the delivery of the Fire Standards included in Phase One which are yet to be completed and those included in Phase Two.

Background Information

A proposal for Phase Two of Fire Standards development was presented at the last Board meeting. The Board asked for more explanation as to why those particular Fire Standards were chosen. This paper explains the process the Fire Standards team used to evaluate the subjects proposed be covered in the next phase.

Activity Framework

The Activity Framework was created to assist the Board's approach to developing the Fire Standards. It sets out a "road map" of the areas of activity undertaken by each Fire and Rescue Service and helps to identify where a Fire Standard may be applicable.

It also acts as a categorisation system and allow areas where similar activity takes place to be identified and compared. This helps to avoid duplication in describing expectations or what good looks like in multiple Fire Standards. Thus, where something is usefully described once in a Fire Standard it can then be referenced in other Fire Standards rather than repeated or written differently causing confusion.
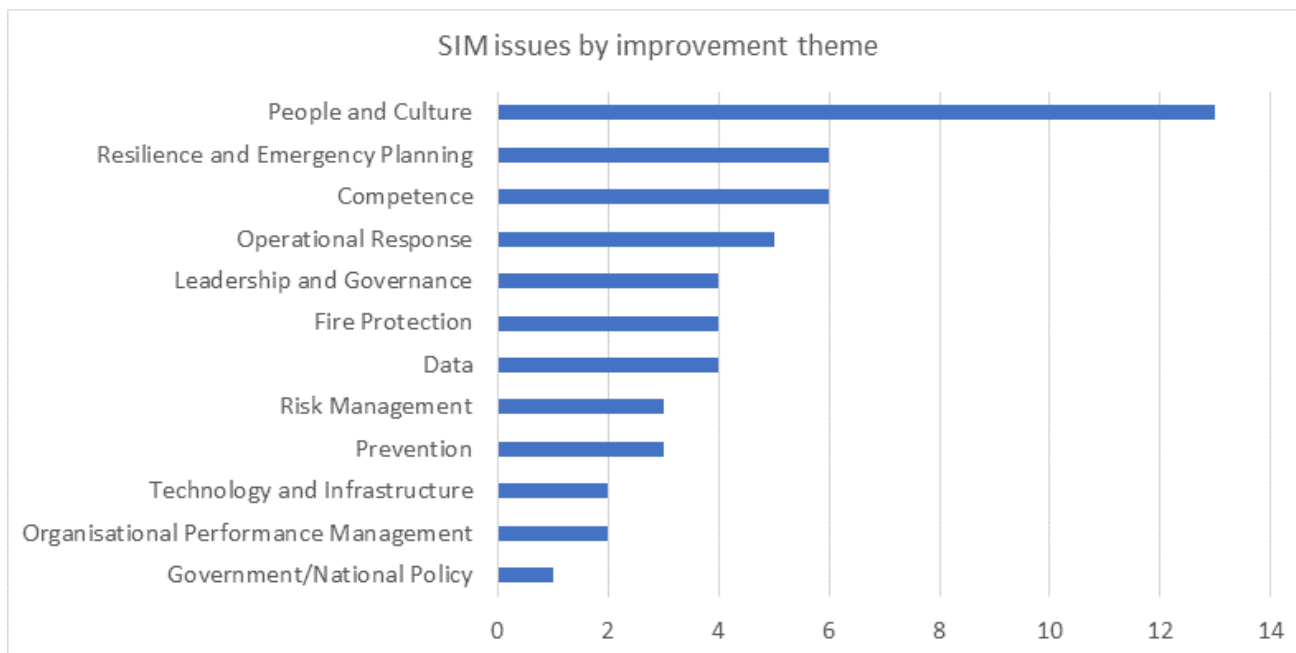
For example, the Code of Ethics Fire Standard sets out behavioural expectations of all those working for, or within, a service. This should make it unnecessary to repeat behaviour expectations or "standards" in other Fire Standards or national guidance as the Code of Ethics can simply be referenced.

Prioritising Fire Standards

The order for development of the Fire Standards included in Phase Two takes into account factors such as changes in legislation, national priorities highlighted through inspection findings or event learning and where national guidance that could underpin a Fire Standard already exists or is in development.

The above have been influenced by the NFCC's Strategic Improvement Model (SIM) which is used to analyse external commentary about the performance of fire and rescue services. This includes the HMICFRS's inspection reports and recommendations, event learning and inquiry recommendations, such as those from Grenfell Tower and other major incidents and emergencies, and more recently the learning from how services responded to the COVID-19 pandemic.

The chart below is taken from the SIM and shows the key areas of improvement based on the analysis of multiple data sources. This analysis indicates those areas with the most issues which points to where the focus should be for driving improvement and standards.

SIM issues by improvement theme

Improvement theme	Count
People and Culture	13
Resilience and Emergency Planning	6
Competence	6
Operational Response	5
Leadership and Governance	4
Fire Protection	4
Data	4
Risk Management	3
Prevention	3
Technology and Infrastructure	2
Organisational Performance Management	2
Government/National Policy	1

The Phase Two delivery plan has been reviewed in light of the Board discussion at the last meeting. Concerns were raised in particular about the rationale for advancing the Communications Fire Standard. The Board was keen generally to understand more about the reasons for selecting the Fire Standards proposed to be included in Phase Two .

Since the last Board meeting the review and learning from how services responded to the COVID-19 pandemic have been analysed through the SIM. In addition, initial scoping work on the Well-Led Organisation Fire Standard and further scoping work with the NFCC Leadership Project on areas relating to Leadership, People and Workforce Management has refined thinking. Conclusions from this activity have led to a modified Phase Two plan being proposed, which is shown in the table below with the key drivers for change indicated.

Fire Standards Phase Two	Legislation	Sector clarification needed (consistency in approach)	SIM Issues
Safeguarding	✓	✓	
Fire Investigation	✓	✓	
Developing Leaders (Leadership)		✓	✓
Emergency Planning / Resilience		✓	✓
Workforce Management		✓	✓

Both the Safeguarding and Fire Investigation Standards are being driven by impending legislation changes which will impact on how services operate in both areas and will require a level of compliance. Clarity on this is being sought with the respective NFCC Lead officers.

In addition, Fire Investigation is a key element of Fire Protection and Prevention work as discovering and understanding the source and reason for any fire is key in the prevention of future fires. It is considered to be an area where a consistent approach across the country will benefit the communities served, both in people's homes and in business premises.

The revised Phase Two plan aims to ensure that the Board continues to address key areas of improvement. The development of the different Fire Standards has been phased in line with the capacity to deliver and at a pace at which the services can implement them.

Appendix A provides the Board with the SIM relating to the topics for the proposed Fire Standards

Appendix B provides a summary of the proposed Fire Standards in Phase Two with the rationale for their respective selection.

Appendix C provides a timeline for completion of the Fire Standards in Phases One and Two.

Appendix A – SIM Issues by Theme

The tables below list issues drawn from the SIM against the topics for the proposed Fire Standards in Phase Two. These issues represent areas where improvement is seen to be needed which could be driven at least in part by a Fire Standard.

Issues are categorised by a Primary Improvement Theme shown in the third column. These improvement themes help link national work and Fire Standards to the areas where issues exist. As issues are considered they may also be linked with other improvement areas where it is believed there may be an impact. The SIM draws on multiple sources of information. The final column shows the number of sources where this issue has been identified, therefore the larger the number the greater need for action.

Below is the list of source data that has been processed using the SIM:

- HMI Tranche Report 1
- HMI Tranche Report 2
- HMI State of Fire 2019
- GTI Report 1
- Thomas Review

- Kerslake Report (MEN Arena)
- Nottingham Trent University Community Risk Programme Research
- NFCC COVID-19 Learning Report
- HMICFRS COVID

Table 1 – Developing Leaders

The issues in this table where identified as ones that may be addressed by improved leadership in services.

SIM ID	Issue	Primary Improvement Theme	Total number of sources
SIM-029	There is not an inclusive and positive working culture in fire and rescue services	People and Culture	5
SIM-039	Staff feedback not acknowledged or responded to leading to a culture of mistrust between the workforce and leaders	People and Culture	5
SIM-007	Ineffective leadership behaviour and communication	Leadership and Governance	4
SIM-010	Talent management is not the norm in the fire and rescue services	People and Culture	4
SIM-030	Lack of workforce diversity	People and Culture	4
SIM-011	Not all incident commanders understand what is expected of them to ensure they can assess incident conditions, set a strategy and adapt it if, and when, required	Competence	4
SIM-035	Limited opportunities for services to reform working practices (duty systems) and broaden the role of the firefighter locally because of the current nationally negotiated contractual arrangements underpinned by historic role maps and national occupational standards	Leadership and Governance	3
SIM-050	Missed opportunities to make savings and efficiencies due to services being independently led and not maximising the potential of collaborating on national products	Leadership and Governance	3
SIM-013	Varying approaches to industrial relations leading to inconsistent communication with employee representatives	Leadership and Governance	2

Table 2 – Emergency Planning and Resilience

The issues in this table were identified as ones that may be addressed by improvements in services emergency planning arrangements, the approach to joint working and response to business continuity and resilience.

SIM ID	Issue	Primary Improvement Theme	Total number of sources
SIM-037	Business continuity plans are not in place and potentially not being exercised and tested resulting in testing the services' resilience and ability to adapt to an extended emergency response situation	Resilience and Emergency Planning	6
SIM-021	Variation in services' Pre-Determined Attendances (PDAs), resources mobilised and measurement of response times leading to inconsistency of approach and ability to measure service delivery accurately	Operational Response	5
SIM-041	Concerns about some services not having appropriate capabilities to respond to national risks or cross border incidents	Resilience and Emergency Planning	5
SIM-005	Lack of evaluation of collaborative activities leading to ineffective working	Resilience and Emergency Planning	4
SIM-056	JESIP Joint Doctrine not embedded into policies, procedures, competency and training	Resilience and Emergency Planning	3
SIM-036	Control room staff and flexi duty officers not receiving the same level of risk critical training as station-based staff - over reliance on e-learning	Competence	3
SIM-061	Difficulties in sharing data between fire services and to and from other public sector information providers	Data	3
SIM-049	Data sharing issues between fire control rooms and other responder agency control rooms	Data	3
SIM-027	A lack of emergency planning for a pandemic flu and a lack of testing to prepare the organisation appropriately	Resilience and Emergency Planning	2

Table 3 - Workforce Management

The issues in this table were identified as ones that may be addressed by improvements in how services manage their workforces.

SIM ID	Issue	Primary Improvement Theme	Total number of sources
SIM-029	There is not an inclusive and positive working culture in fire and rescue services	People and Culture	5
SIM-015	Issues with recruitment, retention, and mobilisation of on-call workforce	People and Culture	5
SIM-008	Poor practices relating to recruitment, selection and promotion processes leading to a lack of trust in how the organisation manages its workforce; including overuse of temporary promotion and ineffective succession planning	People and Culture	4
SIM-030	Lack of workforce diversity	People and Culture	4
SIM-009	Staff development and appraisal systems not seen as effective	People and Culture	4
SIM-028	Protection team's competence, retention and availability	Fire Protection	4
SIM-010	Talent management is not the norm in the fire and rescue services	People and Culture	4
SIM-025	Low levels of staff awareness and/or use of staff welfare support services	People and Culture	4
SIM-026	Impact of secondary employment on staff wellbeing and safety	People and Culture	4
SIM-016	Inconsistent approaches to recording staff training, competency and grievance information - evidencing gaining and maintaining competency	People and Culture	3
SIM-017	FRSs not managing grievance appropriately	People and Culture	3
SIM-038	Missed opportunity for organisations to reform working practices, more effectively deploy staff and improve the productivity of operational staff, embracing digital solutions and learning from the new ways of working during the pandemic	Organisational Performance Management	2
SIM-032	Identifying and understanding the changing needs of their diverse workforces, tailoring wellbeing services to provide appropriate support and addressing new risks as they arise	People and Culture	2
SIM-057	Concerns about the negative impact of watch culture when there is limited movement of staff and old attitudes and working practices become entrenched	People and Culture	1

Appendix B - Phase Two Delivery Plan – Rationale for inclusion explained by potential results of introducing the Fire Standard

ID	Name of Fire Standard	Activity Framework Category	Potential results or impact of Fire Standard (rationale)
2.1	Safeguarding	Cultural - Ethics, equality, diversity & inclusion	• Appropriately trained staff able to identify, support and deliver services to those who are vulnerable within its community
2.2	Fire Investigation – Protection	Service Delivery – Protection	• Establishing a more consistent approach to fire investigation including ensuring the specialist fire investigation capacity provided by some FRS to police services meets legislative and professional standards for forensic investigation. • Improving fire protection competence and capacity in FRS. • Key aspect of learning from incidents (causes of fire).
2.3	Leadership – Developing Leaders	Strategic and Leadership	• To encapsulate what is required to develop and promote good leadership at all levels within the fire and rescue service and to highlight the core responsibilities and required behaviours of leaders.
2.4	Emergency Planning and Resilience	Service Delivery – Resilience	• Improvement in business continuity and emergency planning with testing to improve resilience and maintain preparation for good levels of response. • Improved collaboration with partners and other FRS. • Consistent training, policies and procedures applied nationally to support cross-border collaboration.
2.5	Workforce Management	Enabling - People	• Establish consistent approach to managing and recording the competency, training, and performance of the workforce • Fair and consistent approach to recruitment and promotion including succession planning. • Identifying and understanding the changing needs of diverse workforces, tailoring wellbeing services to provide appropriate support and maintaining flexibility to adapt to new risks as they arise • Improved working practises allowing services to make better decisions about deployment of staff and improve productivity.

Appendix C – Overall delivery plan timeline

Fire Standards Delivery Timeline

As discussed at the last Board meeting, much has been learnt from the first full year of Fire Standards development. There is understanding that it is important to ensure enough time is allowed for early engagement with stakeholders, peer review and full consultation.

What is evident from the first full year of Fire Standards development is that timelines are difficult to predict precisely until scoping work, early engagement with services and stakeholders and sometimes peer review are substantially underway or completed. Access to lead officers, subject matter experts and practitioners who contribute in addition to their normal roles are fundamental to the development process. This factor also places limitations on the pace at which progress can be made.

Therefore, the Board is asked to understand that there needs to be a level of flexibility with respect to the timings proposed. Also, the Board should note that there may also be a need to consider any emerging priorities from the continued analysis of learning undertaken by the NFCC.

The proposed timeline shown below takes the above into account and acknowledges that there is a need to phase start dates to balance development activity and reduce the impact on services of concurrently publishing multiple Fire Standards.

ID	Fire Standards	2021												2022								
Phase 1		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
1.1	Emergency Response Driving		Published																			
1.2	Operational Response - Preparedness		Published																			
1.3	Operational Response - Competence		Published																			
1.4	Operational Response - Learning		Published																			
1.5	Code of Ethics		4	5	6	**7&8**	9	9	9	9												
1.6	Community Risk Management Planning	3	4	5	6	**7&8**	9	9	9	9												
1.7	Prevention	2	2	3	3	4&5	**6,7&8**	9	9	9	9											
1.8	Fire Protection	2	2	3	3	4	5,6&7	**8**	9	9	9	9										
1.9	Data Requirements & Management								1	2	2	2	3	3	3	4&5	6&7	**8**	9	9	9	
1.10	Well-Led Organisation (Leadership)	1	1	2	2	2	3	3	3	4&5	6&7	**8**	9	9	9	9						
Phase 2 (To be confirmed)																						
2.1	Safeguarding				1	2	2	3	3	3	4&5	6&7	**8**	9	9	9	9					
2.2	Fire Investigation					1	1	2	2	2	3	3	3	4&5	6&7	**8**	9	9	9	9		
2.3	Developing Leaders (Leadership)					1	1	2	2	2	2	3	3	3	4&5	6&7	**8**	9	9	9	9	
2.4	Emergency Planning & Resilience						1	1	2	2	2	3	3	3	3	4&5	6&7	**8**	9	9	9	
2.5	Workforce Management										1	1	2	2	2	3	3	3	4&5	6&7	**8**	9

Key

Stage	Activity and outputs
1	Scoping, planning and initial research, meetings with SME's
2	Development work including peer review and production and then sign-off pre-consultation draft
3	Consultation period, consultation analysis and report produced, production of post-consultation draft
4	Fire Standards Board Sign off for QA
5	Quality Assurance
6	Fire Standards Board Final approval
7	Publish (includes preparation of web content, uploading and making live)
8	Launch (Includes planning, publication and related communications work to promote Fire Standard)
9	Implementation support, gathering feedback on impact and benefits realisation