# BOARD PAPER

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| **Item Number** | **Item 6 – Paper 3** |
| **Title of Paper** | **Fire Standard sign off** |
| **Decision or Information** | For decision |
| **Date of Meeting** | 16th February 2021 |
| **Presented by** | CPO |
| **Attachments** | Appendix A – Community Risk Management Planning Fire Standard (draft)<br>Appendix B - Consultation report |

## Summary

This paper provides the Board with one Fire Standard for sign off for Quality Assurance:

- Community Risk Management Planning

## Recommendations and decisions required

The Board is asked to:

- Review and confirm that this Fire Standard which is presented alongside the consultation feedback report is suitable to be signed off and proceed to Quality Assurance.

## Background Information

This Fire Standard has been subject to a full and open consultation. The results of the consultation have been analysed and recommended revisions have been made.  The consultation report found in *Appendix A* provide the Board with the rationale for the changes made to the Fire Standard.

If the Board is willing to sign off this standard, it is proposed that Quality Assurance be carried out next month and that a report be prepared and presented to the Board along with the Fire Standard by email for final approval.

Once approved and Quality Assurance given, the Fire Standard will be published on the website.  In expectation of this, a communications plan for their publication is being developed.

# Community Risk Management Planning

The consultation for this Fire Standard took place during November, closing on 7th December 2020.

The NFCC Community Risk Programme led the development of this Fire Standard. The production of guidance to underpin the Fire Standard is in progress, the first of which is due to be released to services by June of 2021 as discussed at the last Board meeting.

*Appendix A* contains the draft Fire Standard being presented for sign-off and *Appendix B* contains a summary of the consultation feedback and conclusions reached.

# APPENDIX A

## Draft Community Risk Management Planning Fire Standard

| | |
|---|---|
| **Title of Standard** | Community Risk Management Planning |
| **Business Area/Capability** | Community Risk Programme |
| **NFCC Sponsor** | NFCC Community Risk Programme |

| | | | |
|---|---|---|---|
| **Date of approval** | [for office use] | **Date of Issue** | [for office use] |
| **Reference Number** | [for office use] | **Review Date** | [for office use] |

### Desired Outcome

A fire and rescue service that assesses foreseeable community related risks and uses this knowledge to decide how those risks will be mitigated. A service carrying out community risk management planning will:

a) Be able to demonstrate how protection, prevention and response activities have and will be used collectively to prevent and/or mitigate fires and other incidents to reduce the impact on its communities (including Business), firefighters and to promote economic wellbeing;

b) Effectively consult and engage (in line with its governance arrangements) with communities, FRS staff and stakeholders at appropriate stages of the community risk management planning process;

c) Use a robust risk analysis process (giving due regard to existing and emerging local, regional and national hazards) to support evidenced, transparent and inclusive decision-making regarding resource deployment;

d) Ensure resource deployment decisions are balanced against an assessment of internal and external resource availability (including collaborative and cross-border working opportunities and via national resilience) and other key organisational influences that inform the overall strategic planning process; and

e) Create, and be able to evidence, its community risk management plan in line with a nationally approved structure which involves the key components detailed within this standard.

### To meet the Fire Standard

A fire and rescue service must:

a) Utilise and share accurate data and business intelligence (from both internal and external sources) to support key activities such as evidenced-based decision making, horizon scanning, cross border risk identification and organisational learning;

b) Ensure transparency in the community risk management planning process through either implementing and/or supporting ongoing engagement and formal consultation processes, ensuring these are accessible and publicly available;

c) Ensure that organisational decisions and the measures implemented support equality, inclusivity, are non-discriminatory and are people impact assessed;

d) Meet its legislative, framework and governance requirements linked to Community Risk Management;

e) Be able to evidence its external and internal operating environment and the strategic objectives the community risk management plan is seeking to achieve;

f) Identify and describe the existing and emerging local, regional and national hazards it faces, the hazardous events that could arise and the risk groups (People, Place, Environment and Economy) that could be harmed;

g) Analyse risk, consider its risk appetite, determine the risk levels and prioritise risk accordingly;

h) Make decisions about the deployment of resources based on the prioritised risk levels and planning assumptions involved. This should be carried out with consideration to internal and external resource availability (people, financial and physical) including collaborative, cross-border and national resilience assistance. Consideration should also be given to other strategic influences such as consultation feedback, stakeholder engagement and political objectives;

i) Continually evaluate the effectiveness, efficiency and delivery of the community risk management plan and the organisational impact of risk management decisions;

j) Be able to clearly define who has overall accountability for the community risk management plan and responsibility for the various components contained within it; and

k) Provide training and/or support (where required) to all who are involved in the development, management and implementation of the community risk management plan.

| Expected benefits of achieving the Fire Standard |
| --- |

a) National approach and improved understanding in the development and evidence base of local community risk management planning;

b) Improved standardisation in the use of data and business intelligence within community risk management planning will aid information sharing, evaluation of activities and sharing of good practice;

c) Standardised and nationally approved approach to Community Risk Management planning will help to maximise the efficiency of cross border, collaborative and national working opportunities.

d) Evidenced, inclusive and transparent resource deployment decisions that target FRS resources in an efficient and effective manner to mitigate community, firefighter and economic risk;

e) Through effective consultation and engagement communities, FRS staff and other stakeholders will be able to understand, scrutinise and/or influence risk management objectives and plans; and

f) Community risk management plans that can withstand the requirements of external scrutiny and inspection.

| Legal Requirements or mandatory duties |
|---|

The key legislation, regulation, and duties linked to a Fire and Rescue Service's community risk management planning can include (but is not limited to) the following:

National Risk Register 2020

Fire and Rescue National Framework for England 2018

Data Protection Act 2018

Policing and Crime Act 2017

Chapter 4 - Local Responder Risk Assessment Duty 2012

Localism Act 2011

Equality Act 2010

The Fire and Rescue Services (Emergencies) (England) Order 2007

The Regulatory Reform (Fire Safety) Order 2005

Civil Contingencies Act 2004

Fire and Rescue Services Act 2004

Local Government Act 2000

The Management of Health and Safety at Work Regulations 1999

Human Rights Act 1998

| |
|---|
| [Health and Safety at Work Act 1974](#)<br><br>[National Operational Guidance](#) |

| **Linked qualifications, accreditations or Fire Standards** |
|---|
| Currently there are no specific or linked qualifications and accreditations for this Fire Standard, however future projects are being scoped regarding competencies linked to CRMP processes. |
| **Guidance and supporting information** |
| Detailed guidance will be forthcoming regarding the components listed above and will be hosted on [https://www.ukfrs.com](https://www.ukfrs.com) to support fire and rescue services in the development of their community risk management plans. |

Note: Please contact the Fire Standards team within the NFCC CPO for any queries or support with regards to the use or completion of this template [contact@firestandards.org.uk](mailto:contact@firestandards.org.uk)

## Community Risk Management Planning Feedback Summary

## Purpose

This report contains details from the consultation and subsequent analysis on the **Community Risk Management Planning Fire Standard** which took place during November and December 2020.

The report provides an overview of the process undertaken and amendments that have been made to the Fire Standard based on the consultation feedback. The report has been produced for the Fire Standards Board (Board or FSB) to provide assurance and confidence in the approach taken.

## Drivers for Change

The first inspections completed by HMICFRS during 2018-19 made recommendations about the services approach to risk. Specifically, it recommended that a national approach to identifying and determining risk as part of the IRMP process could greatly benefit the public.

The NFCC's Community Risk Programme (CRP) aims to deliver a set of standardised tools for fire and rescue services (FRS or services) across the UK to help improve the quality of their community risk management planning.

The programme was established to deliver the NFCC's first strategic commitment:

*'to reduce community risk and vulnerability through a number of programmes that will support fire and rescue services in the improvement of their deployment and service delivery through their risk management plans.'*

The FSB identified that a Fire Standard setting out what a good risk management plan should be prioritised.

The underpinning tools and guidance to support the Fire Standard will be developed by the CRP in conjunction with subject matter experts, representatives from services across the UK and key sector stakeholders. The tools will be appropriate for all services irrespective of their size, governance model or geographical location. The first pieces of guidance that will underpin the Fire Standard are due for release by June of 2021, with further guidance being developed and published throughout the year.

## Development Process

Several key stakeholders were identified to help with the development work of the Fire Standard which started in July 2020. Many of these were involved in the peer review which took place in September 2020.

These stakeholders included:

1. Home Office
2. HMICFRS
3. Fire Services Management Committee
4. Fire Brigades Union
5. Fire Standards Board
6. NFCC Steering Group
7. Institute of Risk Management
8. Fire Service College
9. Institute of Fire Engineers
10. Fire Control National Operational Guidance Team.
11. Nottingham Trent University
12. Ministry of Defence Fire Service
13. CRP Technical Working Group

Refinements were made to the draft Fire Standard following the peer review process, and this draft was shared with the CRP and the FSB before being released for formal consultation in November 2020.

The final draft of the Fire Standard post-consultation is provided with these papers for sign off by the Board.

## Promoting the Consultation

The consultation survey was hosted on the [Fire Standards Board's website](#).

The stakeholders for consultation were identified and they were notified about the consultation through several communication channels:

- FSB Twitter page
- NFCC Twitter page
- Various NFCC Workplace groups
- Via direct email message

The CRP team has a network of single points of contact in all UK FRS. These were all contacted by email to notify them of the consultation and follow up calls were made to prompt response as the closing date approached.

The consultation was also promoted in the CRP's quarterly briefing and the NFCC members' newsletter.

# Response to the Fire Standard Consultation

A total of 58 responses were received, including: 46 FRS and five separate responses submitted by FRS employees. Responding services include:

1. Avon
2. Bedfordshire
3. Buckinghamshire
4. Cambridgeshire
5. Cheshire
6. Cleveland
7. Cornwall
8. Cumbria
9. Derbyshire
10. Devon & Somerset
11. Dorset & Wiltshire
12. Durham
13. East Sussex
14. Essex
15. Gloucestershire
16. Greater Manchester
17. Guernsey (Crown Dependency)
18. Hampshire and Isle of Wight
19. Hereford and Worcestershire
20. Hertfordshire
21. Humberside
22. Kent
23. Lancashire
24. Leicestershire
25. Lincolnshire
26. London Fire Brigade
27. Merseyside
28. Mid and West Wales
29. Norfolk
30. North Yorkshire
31. Northamptonshire
32. Northumberland
33. Northern Ireland
34. Nottinghamshire
35. Oxfordshire
36. Royal Berkshire
37. Scottish Fire and Rescue Service
38. Shropshire
39. South Yorkshire
40. Staffordshire
41. Suffolk
42. Surrey
43. Tyne and Wear
44. Warwickshire
45. West Midlands
46. West Sussex

FRSs that did not respond include those listed below, however it should be noted that the Fire Standards are only applicable to services in England:

- Isles of Man (Crown Dependency)
- Isle of Scilly (Crown Dependency)
- Jersey FRS (Crown Dependency)
- North Wales
- South Wales
- West Yorkshire

Responses were also received from the organisations below:

- The Fire and Rescue Services Association
- Home Office - The Minister of State for Buildings and Communities
- ARUP
- NFCC's Protection, Policy and Reform Unit

# Who responded to the consultation

These results indicate that the consultation reached the right audience.

**Level of responsibility for ensuring your service aligns to the Fire Standard**
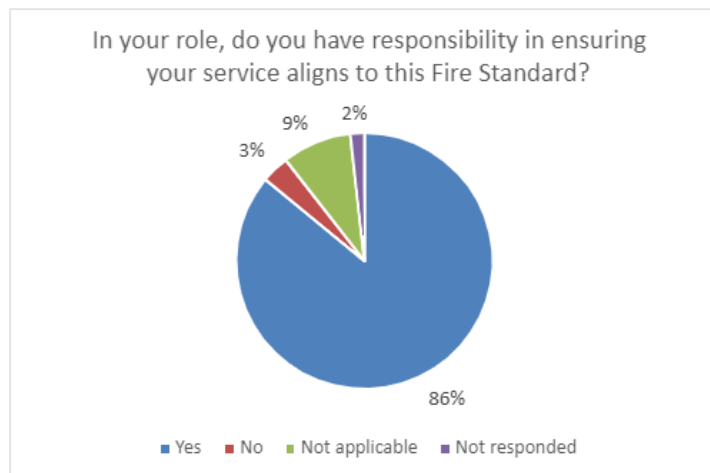


**Type of role in the organisation**
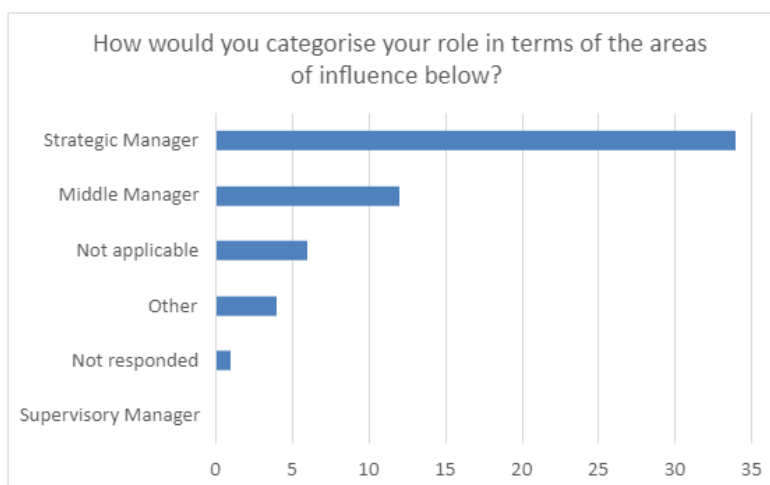


Over 240 comments were analysed, several which contained multiple points and opinions. Each of these have been reviewed and categorised into the following categories:

a. Agreed
b. Partially agreed
c. Noted
d. Declined

The consultation feedback provided covered a range of topics including:

- Risk analysis and decision-making;
- Consultation and engagement;
- Use of data within risk management;
- Importance of ensuring equality and People Impact Assessment;
- Emphasis on evaluation;
- The availability and the need for current guidance;
- Health and Safety requirements;
- Relevant legislation;
- The support available to, and the remit of, FRSs; and
- Training and qualifications.

Amendments suggested by respondents that were **declined** included topics such as:

- Changing terminology which is already consistent with the CRMP Strategic Framework (*See CRMP Strategic Framework  on page 18*) and guidance being produced
- Too much detail requested around certain topics which is not consistent with the high-level information that should be presented in a Fire Standard, much of this will be include in the underpinning guidance
- Requirement for more information regarding Protection and Prevention activities. This will be covered in the relevant standards which will complement the CRMP Fire Standard
- Certain pieces of legislation that, although may influence CRMP activity, are more generic to all overall FRS activity and processes

## Modifications to the Fire Standard

Following analysis of the consultation feedback several amendments were made to the draft Fire Standard. The amendments made are as follows:

### Desired Outcome

1. Signpost that Protection, Prevention and Response should be used collectively to mitigate risk
2. Economic wellbeing added as a key outcome of Protection, Prevention and Response activity
3. Consultation and engagement bullet point refined and FRS staff added
4. Reference that risk analysis should consider existing and emerging hazards at a local, regional, and national level
5. Further emphasis regarding collaboration, cross border and national resilience support
6. Risk analysis and resource deployment decision making bullet point separated to emphasise that the risk analysis process of a CRMP process should not be influenced by any other organisational factors
7. Note that the CRMP process will be a nationally approved structure

## What is Required to Meet the Fire Standard

- Data and Business Intelligence point expanded to signpost that it supports evidence-based decision making, horizon scanning, cross border risk identification and organisational learning
- Wording amended to emphasis an FRS will ensure transparency through formal consultation and engagement processes that are accessible and publicly available
- Equality impact assessment section developed to reflect the need for equality, inclusivity, non-discrimination and people impact assessed organisational decision making
- Point removed that CRMP should cover at least a three-year period and be revised when needed as this is already explicit within the [National Fire Framework](#)
- Risk Groups (People, Place, Environment and Economy) removed from defining external and internal operating environment and added to hazard identification section
- Expanded the deployment of resources decisions point to include both internal and external resource availability considering collaboration, cross border and national resilience opportunities and/or support
- Included that resource deployment decision making needs to consider other strategic influences such as consultation feedback, stakeholder engagement and political objectives
- Monitor and review replaced with evaluate regarding the CRMP and the impact of organisational risk management decisions
- Training and/or support (where required) added to cover all those who develop, manage and implement Community Risk Management Plans

## Expected Benefits of Achieving the Fire Standard

- 'Consistency' removed and replaced with 'National approach and improved understanding' in the development and evidence base of community risk management planning.
- 'Consistency' removed and 'standardisation' added in the use of data and business intelligence to aid information sharing, evaluation of activities and sharing of good practice.
- 'Objective and defensible' decision making replace with 'Evidenced and inclusive'.
- Previous benefits stating improved trust and confidence and improved Health and Safety for communities, FRS staff and stakeholders removed as subjective and not easily measurable.
- Benefit added noting that through consultation and engagement risk management objectives and plans will be understandable, open to scrutiny and can be influenced by communities, FRS staff and other stakeholders.
- Instead to community risk management plans being 'aligned' to external scrutiny and inspection wording changed to 'withstand'.

All suggestions were considered and consolidated into the final benefits section. For a Service achieving the Fire Standard it would mean:

a) National approach and improved understanding in the development and evidence base of local community risk management planning;

b) Improved standardisation in the use of data and business intelligence within community risk management planning will aid information sharing, evaluation of activities and sharing of good practice;

c) Standardised and nationally approved approach to Community Risk Management planning will help to maximise the efficiency of cross border, collaborative and national working opportunities.

d) Evidenced, inclusive and transparent resource deployment decisions that target FRS resources in an efficient and effective manner to mitigate community, firefighter and economic risk;

e) Through effective consultation and engagement communities, FRS staff and other stakeholders will be able to understand, scrutinise and/or influence risk management objectives and plans; and

f) Community risk management plans that can withstand the requirements of external scrutiny and inspection.

# Consultation Questions – Summary of Responses

Responses to questions on the content of the Fire Standard are summarised below.

**Do you think the Fire Standard is clear and easy to understand?**
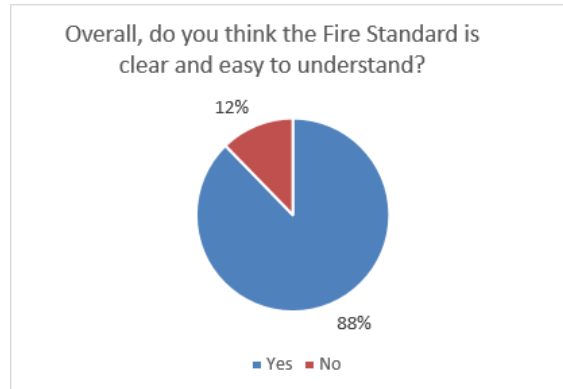


**Do you think there are any omissions or errors in the Desired Outcome?**
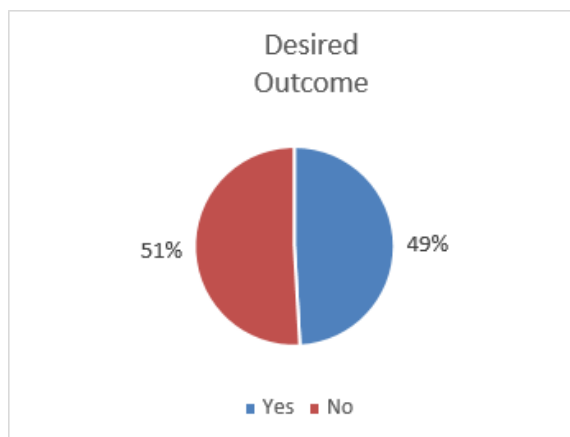


**Do you think there are any omissions or errors in the Expected Benefits of achieving the Fire Standard section?**
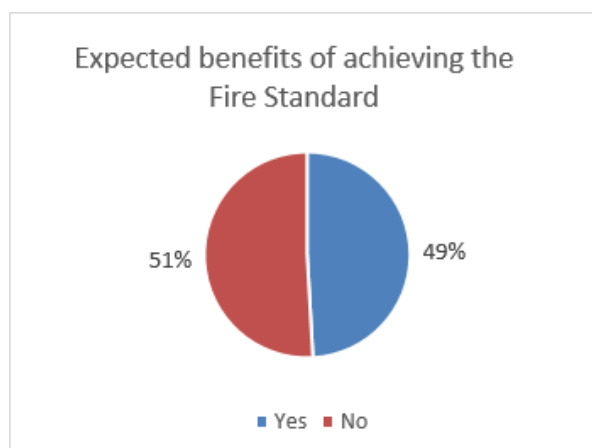
## Impact and Implementation

Reponses to questions on the impact of the implementation of the Fire Standard are summarised below:

**Do you think that the introduction of this Fire Standard will have a positive impact on your service?**
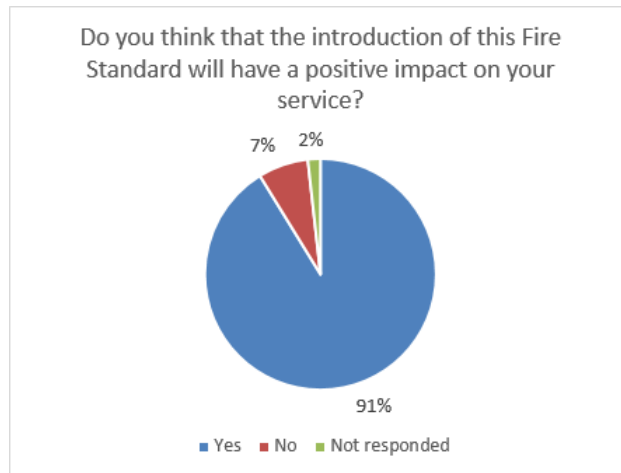


**Do you think that the introduction of this Fire Standard will have a positive impact on communities served by your service?**
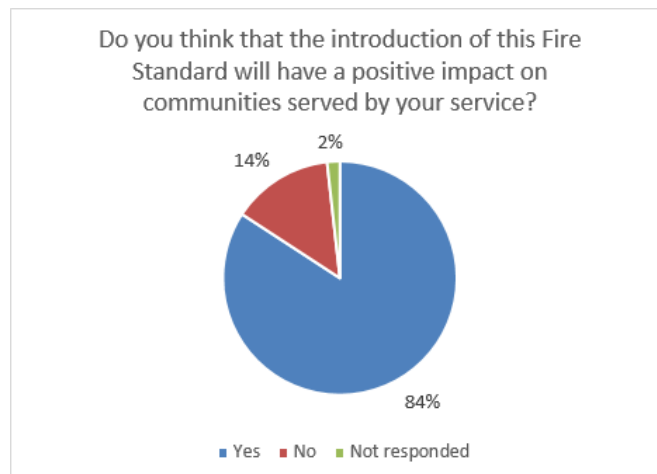
**If the Fire Standard is implemented and embedded do you think it will result in the benefits we have identified?**

**If the Fire Standard is implemented and embedded do you think it will result in the benefits we have identified?**

7%    2%

91%

■ Yes   ■ No   ■ Not responded
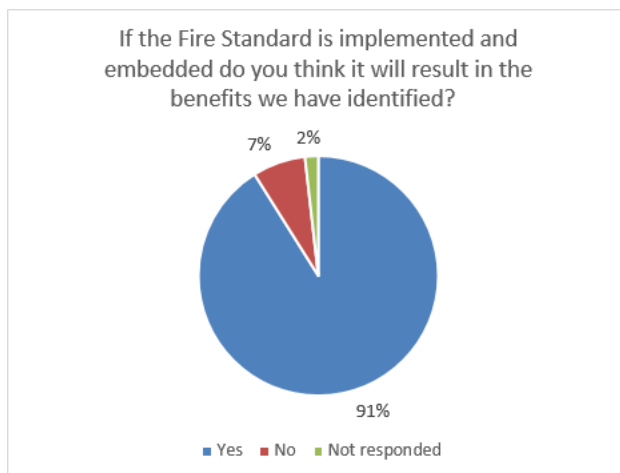
**What are the potential barriers that may prevent your organisation from achieving the Fire Standard? (tick as many as applicable)**

Based on the above timescales, what are the potential barriers that may prevent your organisation from achieving the Fire Standard?

| Barrier | Value |
|---|---|
| Other | 24 |
| Information Technology limitations | 22 |
| Lack of sufficient resources to implement the Fire Standard | 22 |
| Existing procedural documentation | 13 |
| Lack of skill competence/skills/abilities | 9 |
| Lack of internal stakeholder support for implementation... | 6 |
| Lack of collaborative working | 4 |
| Lack of strategic drive, influence and support | 3 |

The following themes were raised in response to the 'other' perceived barriers identified by respondents:

- Expectations of applying the Fire Standards by devolved governments
- External influences such as pandemic and government /policy
- Access to data and data sharing agreements with partners organisations
- Delivery of the tools and guidance being produced by the CRP to achieve the Fire Standard
- Where FRS's are in their current planning cycle
- Assurances for greater flexibility on local funding and proportionate grant funding, linked to risk, must be made available – so services aren't adversely affected financially due to implementing the tools produced by the CRP
- Understanding how to consult the public on these changes as they will be made gradually as and when guidance and tools are released by the CRP

- Resources/capacity linked to how the guidance to achieve the standard will be released and what it will expect FRS's to do

Nine FRS felt they lack the competence/skills/abilities to achieve the Fire Standard. However, the release of guidance may change this perception.

**In what timescale do you think your service will achieve this Fire Standard?**
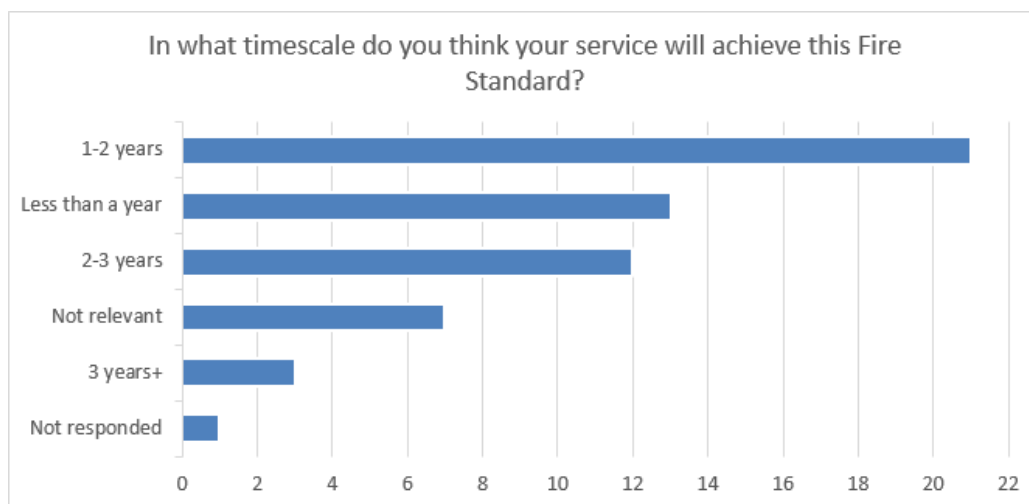


Three respondents believed it would take three or more years to achieve the Fire Standard due to the time taken to learn new skills, apply the guidance and conduct public consultation. This was also linked to the time taken for the NFCC to deliver all the require guidance and tools needed to achieve the Fire Standard.

## CRMP Strategic Framework

The framework shown on the following page is provided by the CRP as information for the Board to help explain the structure of the guidance and tools the programme will be producing to support services in developing consistent Community Risk Management Plans.

# Components of an 'Community Risk Management Plan'

**NFCC** Fire Central Programme Office

## Data and Business Intelligence
A key factor which supports the CRMP is ensuring that appropriate data and business intelligence (from both internal and external sources) is utilised to ensure decision making throughout the whole process is evidenced based and intelligence driven.

### Defining Scope
Understanding and explaining what the CRMP process is seeking to achieve.

### Hazard Identification
This is the process of recognising and describing hazards the CRMP process needs to mitigate.

### Risk Analysis
This element involves the process within the CRMP where the risk level of an identified hazard is determined.

### Decision-Making
Key CRMP based decisions are required to ensure appropriate control measures are implemented to mitigate the risks identified.

### Evaluation
Provides assurance that the CRMP is achieving the desired outcome.

**Operating Context**
What governs and drives the need and content of an FRS CRMP

**Risk Objectives**
What are the risk objectives the FRS is seeking to achieve through its CRMP

**Hazard**
What are the potential sources of harm that could impact a risk group/s.

**Hazardous Events**
What are the potential events that could lead to a hazard causing harm to a risk group.

**Risk Groups**
Who or what within the community is at risk.

**Likelihood**
Calculating the probability and/or frequency of a hazardous event occurring, this includes determining the influence causal factors and existing organisational control measures will have on the overall likelihood.

**Consequence**
Assessing the severity and extent of the harm caused by a hazardous event, this includes determining the influence impact factors and existing organisational control measures will have on the overall consequence.

**Risk Metrics**
The process of measuring the level of risk to assist with prioritisation and weighting.

**Risk Evaluation / Decision Criteria**
Benchmarks that define the significance of the risk analysis process, determined by the risk levels involved and overall organisational risk appetite.

**Decide and Plan Deployment of Further Controls**
These are measures that maintain or modify a risk, including preventative, mitigating and management controls.
Where additional controls are required an assessment should be made to identify if any further hazards have been created that need to be mitigated.

**Evaluation process**
Key to this stage is not only evaluating the effectiveness and efficiency of the risk management plan but also evaluating the organisational impact of risk management decisions.

## Equality Impact Assessment
Throughout the CRMP process equality impact assessments should be considered and applied to ensure that strategies and controls are fair, support equality and are non-discriminatory.

## Stakeholder and Public Engagement
A key requirement is ensuring transparency within the CRMP process, therefore stakeholder and public engagement is essential to seek feedback and raise awareness.