

# APPENDIX A – ITEM 3 – DRAFT OPERATIONAL RESPONSE FIRE STANDARDS

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The following pages contain the work to date on drafting Fire Standards for:

- Operational Response including:
  - Operational Preparedness
  - Operational Competence
  - Operational Learning
- Ethics, behaviours, and values

The Board are invited to review the draft Fire Standards and raise any comments or queries at the meeting.

# APPENDIX A – ITEM 3 – DRAFT OPERATIONAL RESPONSE FIRE STANDARDS

<b>Title of Standard</b>	Service delivery - Response		
<b>Business Area/Capability</b>	Operational preparedness		
<b>Sponsoring NFCC Committee</b>	Operations Committee		
<b>Date of approval</b>	[for office use]	<b>Date of Issue</b>	[for office use]
<b>Reference Number</b>	[for office use]	<b>Review Date</b>	[for office use]
<b>Desired Outcome</b>			
<p>A fire and rescue service that is prepared for responding to emergencies, as identified through its risk management planning. Operational preparedness includes having in place:</p> <ul style="list-style-type: none"> <li>• Competent operational and fire control personnel</li> <li>• Appropriate resources, vehicles, equipment and systems</li> <li>• Comprehensive operational policies, procedures and training</li> </ul> <p>Operational preparedness includes being able to safely and effectively respond to emergencies, whether:</p> <ul style="list-style-type: none"> <li>• As a single service</li> <li>• Working with other local or regional fire and rescue services</li> <li>• Working with the National Resilience capabilities</li> <li>• Working in a multi-agency structure</li> </ul>			
<i>What is required to meet the Fire Standard</i>			
<p>In order to prepare for and provide an operational response, fire and rescue services need to have in place these key activities:</p> <ul style="list-style-type: none"> <li>• Legislative responsibilities</li> <li>• Data management</li> <li>• Risk management</li> <li>• Health and safety management</li> <li>• Site-Specific Risk Information</li> <li>• Emergency response plans</li> </ul>			

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- Operational assurance
- Competence and training, including validation and revalidation
- Operational learning
- Participation in legal proceedings

To meet this Fire Standard, a fire and rescue service must have:

- Undertaken all appropriate risk assessments, as required under legislation, to prepare for an operational response
- Reviewed existing cover models, resources, equipment and training against all appropriate risk assessments
- Carried out capabilities-based planning to support emergency preparedness and response from a national to a local level
- Determined their responsibilities for operational response and be fully prepared to deliver them
- A health and safety policy for the operational environment that clearly outlines the responsible parties and their obligations

To meet this Fire Standard, a fire and rescue service should have:

- Undertaken a review of how the organisation is structured and functions, to confirm its ability to support operational preparedness; if there are any gaps identified there should be a clear plan for making appropriate changes
- Developed and embedded operational policies and procedures based on the National Operational Guidance, unless by evidenced exception the guidance is not relevant to the service
- Delivered the strategic actions provided in the suite of National Operational Guidance, unless by evidenced exception a strategic action is not relevant to the service; the strategic gap analysis tool may be used to support this process
- Trained its operational and fire control personnel to use the hazard and control measure approach provided in the National Operational Guidance, applying risk assessment, decision-making and risk management skills
- Aligned relevant policies and procedures in preparation for working with other fire and rescue services or other agencies

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## *Legal Requirements or mandatory duties*

Fire and rescue services are responsible, under legislation and regulations, for developing policies and procedures and to provide information, instruction, training and supervision to their personnel about foreseeable hazards and the control measures used to reduce the risks arising from those hazards.

### [Fire and Rescue Services Act 2004](#)

This act is the principal legislation for the fire and rescue services of England and Wales. It describes the duties and powers placed on the fire and rescue service, in particular:

- To provide an operational response (sections 7, 8 and 9)
- The power to respond to other types of emergency (sections 11 and 12)

### [Civil Contingencies Act 2004](#)

The act relates to planning for emergencies, with responsibilities to:

- Assess the risk of an emergency occurring
- Assess the risk of an emergency making it necessary or expedient for the person or body to perform any of their functions
- Maintain plans for the purpose of ensuring, so far as is reasonably practicable, that if an emergency occurs the person or body is able to continue to perform their functions
- Maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur the person or body is able to perform their functions so far as necessary or desirable for the purpose of:
  - Preventing the emergency
  - Reducing, controlling or mitigating its effects
  - Taking other action in connection with it

### [National Risk Register of Civil Emergencies – 2017 Edition](#)

This captures the range of emergencies that might have a major impact on all, or significant parts of, the UK. It forms the basis for capabilities-based planning to support emergency preparedness and response from a national to a local level, including what responsibilities are placed on emergency responders in order to prepare for them.

### [Health and Safety at Work, etc. Act 1974](#)

This act imposes a duty on employers to ensure, so far as is reasonably practicable:

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- The health, safety and welfare at work of all of their employees (section 2)
- The health and safety of others is not affected by the work carried out by their employees (section 3)

The act also means that employees have a duty to take reasonable care for the health and safety of themselves and of other people who may be affected by their acts or omissions at work (section 7).

## [Management of Health and Safety at Work Regulations 1999](#)

Regulation 5 states that every employer has to make and record appropriate arrangements for the effective planning, organisation, control, monitoring and review of preventive and protective measures.

## *Expected benefits of achieving the Fire Standard*

Expected benefits of achieving this Fire Standard include:

- Accurate risk assessments to protect fire and rescue service employees and the community, backed by national expertise
- Simplification of developing policies and procedures, by aligning local hazards and control measures with the [National Operational Guidance](#)
- The ability for those outside the service, including coroners or those responsible for matters such as public inquiries, to recognise that the service has a sound body of intelligence and good practice on which its activities are based
- For inspectorates, including Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services and the Health and Safety Executive, to be able to base their expectations of the operational preparedness of the service on:
  - Adherence to the legislative requirements for operational preparedness
  - How comprehensively the National Operational Guidance has been considered and applied
- Achievement of occupational competence, that is the ability to consistently achieve the stated outcome of workplace performance; competence and training policies should be established for the roles of all employees and, where applicable, they should be based on the National Operational Guidance

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## *Linked qualifications, accreditations or Fire Standards*

### **Fire Standards**

- Operational competence
- Operational learning

## *Guidance and supporting information*

[National Operational Guidance \(NOG\)](#), in particular:

- The section *Corporate guidance for operational activity*, including the corporate actions
- The *strategic actions* for each control measure throughout the suite of guidance
- Supplementary information, in particular where information about resources or equipment are provided

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)

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<b>Title of Standard</b>	Service delivery - Response		
<b>Business Area/Capability</b>	Operational competence		
<b>Sponsoring NFCC Committee</b>	Operations Committee		
<b>Date of approval</b>	[for office use]	<b>Date of Issue</b>	[for office use]
<b>Reference Number</b>	[for office use]	<b>Review Date</b>	[for office use]
<b>Desired Outcome</b>			
<p>A fire and rescue service with competent operational and fire control personnel, who have been trained to use the hazard and control measure approach provided in the National Operational Guidance, applying risk assessment, decision-making and risk management skills.</p> <p>Operational competence provides the structure for a safe and effective response to emergencies, whether:</p> <ul style="list-style-type: none"> <li>• As a single service</li> <li>• Working with other local or regional fire and rescue services</li> <li>• Working with the National Resilience capabilities</li> <li>• Working in a multi-agency structure</li> </ul> <p>The Health and Safety Executive publication, <a href="#">Managing for health and safety</a>, states:</p> <p style="padding-left: 40px;">Competence is the ability to undertake responsibilities and perform activities to a recognised standard on a regular basis. It combines practical and thinking skills, knowledge and experience.</p> <p>The same publication also states:</p> <p style="padding-left: 40px;">The competence of individuals is vital, whether they are employers, managers, supervisors, employees or contractors, especially those with safety-critical roles. It ensures they recognise the risks in their activities and can apply the right measures to control and manage those risks.</p>			

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## *What is required to meet the Fire Standard*

To meet this Fire Standard, a fire and rescue service must:

- Comply with health and safety legislation when delivering an operational response
- Have policies and procedures in place, that provide operational and fire control personnel with current information and instructions about foreseeable hazards and the control measures that can be applied
- Train operational and fire control personnel to a level of competence that enables them to carry out operational activities safely and effectively; this includes the ability to recognise hazards and put effective control measures in place to mitigate those hazards

To meet this Fire Standard, a fire and rescue service should:

- Base their training for operational and fire control personnel on National Operational Guidance; the training specification component may be used to inform their training needs analysis
- Be able to evidence how their policies and procedures are linked to the training of operational and fire control personnel
- Be following operational policies and procedures based on the National Operational Guidance, unless by exception the guidance is not relevant to the service
- Be following the tactical actions provided in the suite of National Operational Guidance, unless by exception a tactical action is not relevant to the service
- Be able to evidence any exceptions to National Operational Guidance, with an appropriate impact assessment

To meet this Fire Standard, a fire and rescue service may:

- Work within regional, national or thematic groups to develop and improve their policies, procedures and training for operational response
- Develop working arrangements with other fire and rescue services, or other agencies, to improve their operational response to multi-agency incidents

To meet this Fire Standard, competent operational and fire control personnel should:

- Be able to evidence the training they have received to maintain their competence
- Be able to demonstrate their ability to safely and effectively apply risk assessment, decision-making and risk management skills



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## *Legal Requirements or mandatory duties*

Fire and rescue services are responsible, under legislation and regulations, for developing policies and procedures and to provide information, instruction, training and supervision to their personnel about foreseeable hazards and the control measures used to reduce the risks arising from those hazards.

### [Fire and Rescue Services Act 2004](#)

This act is the principal legislation for the fire and rescue services of England and Wales. It describes the duties and powers placed on the fire and rescue service, in particular:

- To provide an operational response (sections 7, 8 and 9)
- The power to respond to other types of emergency (sections 11 and 12)

### [Health and Safety at Work, etc. Act 1974](#)

This act imposes a duty on employers to ensure, so far as is reasonably practicable:

- The health, safety and welfare at work of all of their employees (section 2)
- The health and safety of others is not affected by the work carried out by their employees (section 3)

The act also means that employees have a duty to take reasonable care for the health and safety of themselves and of other people who may be affected by their acts or omissions at work (section 7).

### [Management of Health and Safety at Work Regulations 1999](#)

Regulation 3 states that employers have to make a suitable and sufficient assessment of the risks to the health and safety of their employees to which they are exposed whilst they are at work, and the risks to the health and safety of people not in their employment arising from work carried out.

Regulation 4 states that where an employer implements any preventive and protective measures the following principles (in Schedule 1) apply:

- a) Avoiding risks
- b) Evaluating the risks which cannot be avoided
- c) Combating the risks at source
- d) Adapting the work to the individual, especially as regards the design of workplaces, the choice of work equipment and the choice of working and production methods, with a view, in particular, to alleviating monotonous work and work at a predetermined work-rate and to reducing their effect on health

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- e) Adapting to technical progress
- f) Replacing the dangerous by the non-dangerous or the less dangerous
- g) Developing a coherent overall prevention policy which covers technology, organisation of work, working conditions, social relationships and the influence of factors relating to the working environment
- h) Giving collective protective measures priority over individual protective measures
- i) Giving appropriate instructions to employees

Regulation 5 states that every employer has to make and record appropriate arrangements for the effective planning, organisation, control, monitoring and review of preventive and protective measures.

## *Expected benefits of achieving the Fire Standard*

Expected benefits of achieving the Fire Standard include:

- The ability for those outside the service, including coroners or those responsible for matters such as public inquiries, to recognise that the service is delivering a competent operational response
- For inspectorates, including Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services and the Health and Safety Executive, to be able to base their expectations of the operational competence of the service on:
  - Adherence to the legislative requirements for operational response
  - How comprehensively the National Operational Guidance has been considered and applied
- Having competent operational and fire control personnel, who are able to apply risk assessment, decision-making and risk management skills

## *Linked qualifications, accreditations or Fire Standards*

### **Fire Standards**

- Operational preparedness
- Operational learning

## *Guidance and supporting information*

[National Operational Guidance \(NOG\)](#), in particular:

- The *tactical actions* for each control measure throughout the suite of guidance
- Supplementary information, in particular where procedural training is provided

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<b>Title of Standard</b>	Service delivery - Response		
<b>Business Area/Capability</b>	Operational learning		
<b>Sponsoring NFCC Committee</b>	Operations Committee		
<b>Date of approval</b>	[for office use]	<b>Date of Issue</b>	[for office use]
<b>Reference Number</b>	[for office use]	<b>Review Date</b>	[for office use]
<b>Desired Outcome</b>			
<p>A fire and rescue service that has:</p> <ul style="list-style-type: none"> <li>Developed a culture where lessons are learned from operational activity and shared with others to help shape normal practice across the fire and rescue service, or the wider sector if appropriate</li> <li>Fully embedded learning into its management structures and processes</li> </ul> <p>Appointed a single point of contact for operational learning, who:</p> <ul style="list-style-type: none"> <li>Is of appropriate seniority and influence, with responsibility for ensuring that actions to support learning are implemented</li> <li>Manages information received from the wider sector and determines what further action should be taken</li> <li>Determines what information their service shares with the fire and rescue service, or the wider sector if appropriate</li> </ul>			
<b>What is required to meet the Fire Standard</b>			
<p>To meet this Fire Standard, a fire and rescue service must:</p> <ul style="list-style-type: none"> <li>Comply with legislative duties to monitor, maintain and improve the health and safety of its employees</li> </ul> <p>To meet this Fire Standard, a fire and rescue service should:</p> <ul style="list-style-type: none"> <li>Follow the NFCC National Operational Learning: Good practice guide for fire and rescue services</li> <li>Have processes in place for: <ul style="list-style-type: none"> <li>Capturing learning at incidents</li> <li>Post-incident learning</li> </ul> </li> <li>Evaluate learning, considering the size and scope of the issues reported, and the potential harm to personnel, the public or the service</li> <li>Appropriately share learning, either: <ul style="list-style-type: none"> <li>Internally</li> </ul> </li> </ul>			

# APPENDIX A – ITEM 3 – DRAFT OPERATIONAL RESPONSE FIRE STANDARDS

Using the National Operational Learning system

Using the JESIP Joint Organisational Learning system

- Apply three fundamental approaches:

Use a common framework to identify the areas of operational activity where change may be required; it is recommended that National Operational Guidance is used

Use consistent analysis to objectively compare what has happened against established good practices; the control measures contained in National Operational Guidance provide the good practice, and should be used to mitigate hazards that arise from operational response

Maintain an open reporting culture, even when details of learning are sensitive; in recognition of this, National Operational Learning does not focus on the 'who', but concentrates on the 'how' and 'why' of the learning

## Legal Requirements or mandatory duties

Fire and rescue services are responsible, under legislation and regulations, for developing policies and procedures and to provide information, instruction, training and supervision to their personnel about foreseeable hazards and the control measures used to reduce the risks arising from those hazards.

### [Health and Safety at Work, etc. Act 1974](#)

This act imposes a duty on employers to ensure, so far as is reasonably practicable:

- The health, safety and welfare at work of all of their employees (section 2)
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The act also means that employees have a duty to take reasonable care for the health and safety of themselves and of other people who may be affected by their acts or omissions at work (section 7).

### [Management of Health and Safety at Work Regulations 1999](#)

Regulation 5 states that every employer has to make and record appropriate arrangements for the effective planning, organisation, control, monitoring and review of preventive and protective measures.

### [Reporting of Injuries, Diseases and Dangerous Occurrences Regulations \(RIDDOR\) 2013](#)

Under RIDDOR, all employers must report any work-related deaths, and certain work-related injuries, cases of disease, and near misses involving their employees wherever they are working.

## Expected benefits of achieving the Fire Standard

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National Operational Learning is an integral part of National Operational Guidance; in combination they facilitate continuous improvement in the sector.

The National Operational Learning system provides a vehicle to identify new or emerging risks, monitor trends within the sector, recommends remedial actions, promotes best practice and shares learning across all UK fire and rescue services.

Expected benefits of achieving the Fire Standard include:

- A reduction in the need to report injuries, diseases and dangerous occurrences
- Internal improvements in services to their policies, procedures and training
- Sharing of operational learning for the greater good of the fire and rescue service
- Sharing of operational learning for the greater good of associated agencies

## Linked qualifications, accreditations or Fire Standards

### Fire Standards

- Operational preparedness
- Operational competence

## Guidance and supporting information

[National Operational Learning: \*Good practice guide for fire and rescue services\*](#)

[National Operational Guidance \(NOG\)](#), in particular:

- The section *Corporate guidance for operational activity*, including the corporate actions

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<b>Title of Standard</b>	Ethical Conduct, Value, and Behaviour		
<b>Business Area/Capability</b>	Leadership		
<b>NFCC Sponsor</b>	NFCC People Programme		
<b>Date of approval</b>	[for office use]	<b>Date of Issue</b>	[for office use]
<b>Reference Number</b>	[for office use]	<b>Review Date</b>	[for office use]
<b>Desired Outcome</b>			
<p>All fire and rescue services to have a Code of Ethical Conduct and be able to demonstrate how this is embedded in their Service.</p> <p>Each fire and rescue service should demonstrate:</p> <ul style="list-style-type: none"> <li>a) A clearly articulated vision and direction for the fire and rescue service and the ethics and values against which it operates</li> <li>b) A clear statement of the attitudes and behaviours it expects of its employees, consistent with ethical and behavioural codes across the public sector</li> <li>c) That leaders and employees are both aware of and understand the Service vision and how their roles link to it; and demonstrate ethical standards, values, and behaviours in all that they do.</li> </ul> <p>Agreed Definition:</p> <p><b>A Code of Ethical Conduct</b> is a set of principles established by the organisation that set out its expectations regarding the core values and behaviours that are adopted by everyone who works in fire and rescue services.</p>			
<b>What is required to meet the Fire Standard</b>			
<p><i>Each fire and rescue service should:</i></p> <ul style="list-style-type: none"> <li>a) Have an aligned Code of Ethical Conduct that has been consulted upon with their employees and are reviewed periodically</li> <li>b) Designate an appropriate senior leader who is responsible for implementation, oversight, and review of the Code of Ethical Conduct within the Service</li> <li>c) Ensure all employees conduct themselves in line with the Code of Ethical Conduct and promote its adoption through the Service</li> <li>d) Ensure the Code of Ethical Conduct is reflected in the policies and procedures for, and application of core activities including, recruitment and selection processes, employee performance appraisals, and equality, diversity &amp; inclusion</li> <li>e) Establish a monitoring programme that will assure its governing body that the Service is living up to its values and behaviours to include regular reporting on key indicators and the identification of trends</li> <li>f) Use their Code of Ethical Conduct to specify the expectations for volunteers and those working on their behalf (e.g. third-party providers, consultants and those associated with the Service).</li> </ul> <p>A fire and rescue service may adopt partly, or in full, the model Code of Ethical Conduct created by the NFCC and LGA (under development).</p>			
<b>Legal Requirements or mandatory duties</b>			

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- 1) Fire and rescue services are subject to the Public Sector Equality Duty (Equality Act) below. This piece of work should positively impact on FRSs' ability to meet the following legislative duty:
  - eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Ac
  - advance equality of opportunity between people who share a protected characteristic and people who do not share it
  - foster good relations between people who share a protected characteristic and people who do not share it.
- 2) Fire & Rescue Authorities should adopt a Code of Corporate Governance based upon the CIPFA (Chartered Institute of Public Finance and Accountancy) /SOLACE (Society of Local Authority Chiefs) document: '*Delivering Good Governance in Local Government Framework 2016*'.

### Expected benefits of achieving the Fire Standard

- a) Raising ethical standards across all fire and rescue services and a consistent approach and expectation of how ethics are embedded
- b) Ability to see a clear and consistent understanding of what 'good' organisational performance looks like and create a benchmark for HMICFRS Inspections
- c) Improved culture and behaviours leading to improved trust and reputation
- d) Reduction in grievances, less bullying/harassment cases, complaints, and increased brand reputation
- e) A positive impact on attraction, recruitment, and retention
- f) FRSs can set out their ethical commitments to their stakeholders, ensure they work with partners who behave in a similar way and procure from ethical providers.

### Linked qualifications, accreditations, or Fire Standards

Currently there are no specific qualifications and accreditations linked to the standard. However, a Code of Ethical Conduct should underpin all that we do.

### Guidance and supporting information

Annual Governance Statement & Local Code of Corporate Governance  
 Members Code of Conduct  
 Employees Code of Conduct  
 Performance appraisals  
 Financial Regulations  
 Anti-fraud and corruption policy  
 Declarations of interests  
 Register of interests (members and employees) & Register of gifts and hospitality  
 Bullying and harassment strategy  
 Procurement Guidance  
 CIPD Ethics at work guide  
 Ethical standards for providers of public services guidance (Committee on Standards in Public Life 2015)  
 Promoting ethical conduct in public life (Committee on Standards in Public Life 2014)  
 Local Government ethical Standards (Committee on Standards in Public Life 2019).



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