



Local Government Act 1972

A Meeting of the Combined Fire Authority for County Durham and Darlington will be held in the Morton Room - County Durham and Darlington Fire and Rescue Service Headquarters on Tuesday 17 July 2018 at 10.00 am. to consider the following business:-

PART A

1. Declarations of interest, if any
2. Minutes of the meeting held on 11 June 2018 (Pages 3 - 10)
3. Current Correspondence - Report of Chief Fire Officer (Pages 11 - 12)
4. Notes of Policy and Performance Review Committee - Report of Chair (Pages 13 - 14)
5. Member Champions, Member Buddy System and Affiliation with Fire Stations - Report of Assistant Chief Fire Officer Service Delivery (Pages 15 - 22)
6. Performance Report Quarter Four 2017/18 - Report of Area Manager Community Risk Management (Pages 23 - 30)
7. Member attendance at Conference - Report of Chair (Pages 31 - 36)
8. Firefighter Apprenticeship Scheme Update - Report of Head of Workforce Development (Pages 37 - 40)
9. Building a Safer Future' Independent Review of Building Regulations and Fire Safety: Final Report - Dame Judith Hackitt - Report of Area Manager Community Risk Management (Pages 41 - 44)
10. Emergency Medical Response Update - Report of Area Manager Community Risk Management (Pages 45 - 46)
11. The Adrian Thomas Review - Report of Assistant Chief Fire Officer Service Support (Pages 47 - 66)
12. Developing the Fire and Rescue Service Inspections: Learning Report June 2018 - Report of Head of Assets, Assurance & Training (Pages 67 - 94)
13. Government Response: Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities - Report of Chief Fire Officer (Pages 95 - 114)

14. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration
15. Any resolution relating to the exclusion of the public during the discussion of items containing exempt information

Part B

Items during which it is considered the meeting is not likely to be open to the public (consideration of exempt or confidential information).

16. Fire Fatality Presentation
17. Evenwood Fire Update Presentation
18. Estates Update - Report of Head of Corporate Resources (Pages 115 - 116)
19. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

PURSUANT to the provisions of the above named Act, **I HEREBY SUMMON YOU** to attend the said meeting



H LYNCH

Clerk to the Combined Fire Authority
for County Durham and Darlington

County Hall
Durham
DH1 5UL

TO: The Members of the Combined Fire Authority for County Durham and Darlington

Durham County Councillors:

Councillors B Avery, A Batey, D Bell, J Bell, P Brookes, C Carr, A Gardner, D Hicks, P Howell, A Laing, L Marshall, H Nicholson, C Potts, G Richardson, J Robinson, J Shuttleworth, M Simmons, W Stelling, D Stoker, F Tinsley and J Turnbull.

Darlington Borough Councillors:

Councillors B Dixon, C Johnson, B Jones and S Richmond.

At the **Annual General Meeting** of the **Combined Fire Authority for County Durham and Darlington** held at Fire and Rescue Service Headquarters, Belmont Business Park on **Monday 11 June 2018 at 10.00 am.**

Present:

Durham County Councillors:

Councillors B Avery, A Batey, D Bell, P Brookes, C Carr, D Hicks, P Howell, A Laing, L Marshall, H Nicholson, C Potts, G Richardson, J Robinson, J Shuttleworth, M Simmons, W Stelling, F Tinsley, D Stoker and J Turnbull.

Darlington Borough Councillors:

Councillors C Johnson, S Richmond and H Scott (substitute for B Jones).

Independent Standards Members:

Mr J Dykes

Apologies for absence were received from Councillors A Gardner, B Dixon and B Jones.

A1 Chief Fire Officer Commendation

The Chief Fire Officer presented Fire Control Operator, Shane Wright, with a Chief Fire Officer's commendation in recognition of remaining calm and professional while providing reassurance and lifesaving advice through an extremely difficult fire call enabling the occupier to follow instructions which ensured he was able to escape from his property without injury.

The Chief Fire Officer presented Fire Control Operator, Kevin Meek, with a Chief Fire Officer's commendation in recognition of remaining calm and professional while providing reassurance and lifesaving advice enabling the occupiers of a property affected by fire to stay safe until the arrival of the Fire and Rescue crews.

The Chair read a poem written by a firefighter who had been on duty at the Grenfell Tower fire. A minute's silence was then observed to mark the year anniversary of the fire.

A2 Declarations of Interest

Declarations of interest were received from Councillors, S Richmond, C Johnson and S Richmond for item 14 and J Robinson for item 23.

A3 Appointment of Chairs and Committees

The Authority considered a report of the Clerk which proposed the appointments of Chairs and Membership of Committees for 2018/19 (for copy see file of minutes).

Resolved:

- (i) That the appointment of the chairs of the committees as set out in Appendix 1 be approved.
- (ii) That the political membership of the committees as set out in Appendix 2 be approved.
- (iii) That the Clerk to the Authority, in consultation with the Chair and Vice Chair and the appropriate Group Leader, be authorised to make any changes to the Committees that may arise during 2018/19.

A4 Representation on Other Bodies 2018/19

The Authority considered a report of the Clerk which set out the proposed appointment of representatives on other bodies for 2018/19 (for copy see file of minutes).

Resolved:

- (i) That the appointments to the Combined Fire Authority's other bodies as set out in Appendix 1 be approved.
- (ii) That the Clerk to the Authority, in consultation with the Chair and Vice Chair and the appropriate Group Leader, be authorised to make any changes to the appointments on other bodies that may arise during 2018/19.

A5 Appointment of Minority Party Spokesperson

That Councillor J Shuttleworth be appointed as minority party spokesperson for the ensuing year.

A6 Minutes of the meeting held on 21 March 2018

The minutes of the meeting held on 21 March 2018 were confirmed as a correct record and signed by the Chair (for copy see file of minutes).

A7 Notes of the Audit and Risk Committee

The Authority considered a report of the Chair of the Audit and Risk Committee, which provided an update on the discussions at the meeting held on 22 May 2018 (for copy see file of minutes).

The Chair of the Audit and Risk committee asked for the committee's thanks to be passed onto Cllr McGaun for serving on the committee.

A8 Combined Fire Authority Constitution

The Authority considered a report of the Chief Fire Officer, Clerk and Treasurer which provided members with the suggested amendments to the Constitution. The Chief Fire Officer noted one further amendment suggested by the Clerk: "The Authority shall hold an Annual Meeting on a day and at a time to be fixed by the Authority in accordance with paragraph 1 of Schedule 12 to the Local Government Act 1972. The first item of business shall be the appointment of the Chair for the ensuing year (except where a Chair is appointed for a term longer than 1 year)." (for copy see file of minutes).

Members commented on the disposal value of assets. It was confirmed that £10k was the value at disposal of the assets rather than original purchase price.

Resolved:

- (i) That the contents of the report and the Constitution be noted.
- (ii) The amended constitution was approved.

A9 Current Correspondence

The Authority received an update from the Deputy Chief Fire Officer in relation to current correspondence received from government and other bodies relevant to the Authority and the status of each (for copy see file of minutes).

The Chair updated the meeting on a recent conference call that the Chief Fire Officer, Treasurer and himself had undertaken with the Fire Minister in relation to Demand and Risk.

A10 Member Champions

The Authority considered a report of the Assistant Chief Fire Officer – Service Delivery which set out details of two new Member Champion roles and sought nominations for the individual roles for the forthcoming year (for copy see file of minutes).

Resolved:

- (i) That the new Member Champion roles set out in the report be noted.
- (ii) That the expression of interest forms be submitted by 25 June be noted.
- (iii) That the Fire Authority will approve the Member Champions at the meeting on 17 July be noted.

The Chief Fire Officer gave the members an update on information that would be given to them prior to the HMICFRS inspection.

A11 Member's Attendance at Conference

The Authority considered a report of the Chair which provided feedback from the recent Local Government Association (LGA) Fire Conference (for copy see file of minutes).

Resolved:

That the contents of the report be noted.

A12 Combined Fire Authority Strategic Planning Day

The Authority considered a report of the Assistant Chief Fire Officer – Service Support which set out the areas discussed at the CFA strategic planning day on 10 May 2018 (for copy see file of minutes).

The Chair thanked Cllr Lee for his contribution to the Authority and welcomed Cllr Johnson.

Resolved:

That the contents of the report be noted.

A13 Service Leadership Team Structure

The Authority considered a report of the Deputy Chief Fire Officer which outlined the Service Leadership Team (SLT) structure going forward following the retirement of the Deputy Chief Fire Officer (DCFO) and the resignation of the Area Manager – Training, Assets and Assurance.

Two AM vacancies had arisen and in line with the service policy, advertising nationally would take place. As part of the restructure the reporting lines for a number of roles had changed and therefore job titles needed to be reflective of those in other FRSs for equivalent positions (for copy see file of minutes).

Resolved:

- (i) That the amended SLT structure was noted.
- (ii) That the intention to advertise nationally for an Area Managers ADC over the next few months was noted.
- (iii) That the amended job titles were approved.

A14 Contribution to Darlington Partnership

The Authority considered a report of the Assistant Chief Fire Officer – Service Delivery which requested Members to consider the financial contribution to the One Darlington Partnership (for copy see file of minutes).

Resolved:

That the financial contribution to the One Darlington Partnership of £7,500 per annum for 2018/19 was approved.

A15 Membership of the Chief Fire Officers Association

The Authority considered a report of the Chief Fire Officer which informed members of the amended invoicing procedure and seek approval for the continuation of the professional partnership with the Chief Fire Officers Association (CFOA) (for copy see file of minutes).

Resolved:

- (i) That the amended process for invoicing from CFOA be noted.
- (ii) That the single invoice for 2018/19 be approved.
- (iii) That future decisions on membership of CFOA/NFCC be delegated to the CFO in consultation with the Treasurer.

A16 Fire and Rescue National Framework for England

The Authority considered a report of the Assistant Chief Fire Officer – Service Support which informed members of the publication of the Fire and Rescue Framework for England and the associated implications for the CFA (for copy see file of minutes).

Resolved:

- (i) That the report was noted.
- (ii) That the Publication of the Fire and Rescue National Framework for England 2018 document was noted.
- (iii) That the Gap Analysis and Action Plan was noted.
- (iv) That further reports to update progress would be received quarterly.

A17 Emergency Services Mobile Communications Programme Update

The Authority considered a report of the Deputy Chief Fire Officer which informed members with an update to the current position of the Emergency Services Mobile Communications Programme and following the Deputy Chief Fire Officers departure the new governance arrangements (for copy see file of minutes).

Members commented on the contingency plans, timescales and lobbying the treasury.

Resolved:

That the contents of the report be noted.

A18 Donation of Equipment to Operation Florian

The Authority considered a report of the Area Manager Training, Assets and Assurance which set out details of a proposal to make a donation to Operation Florian of decommissioned light portable pumps and positive pressure ventilation fans.

Resolved:

- (i) That the contents of the report be noted.
- (ii) Supporting the charity, Operation Florian was agreed.

A19 AOB

Cllr Marshall thanked fire service personnel for their involvement in Durham Pride.

Cllr Brooks asked for sponsorship for his British Legion cycle event.

The Deputy Chief Fire Officer noted the service bike ride that was taking place on Saturday 16 June in order to raise money for the Firefighters Charity.

The Vice Chair noted that an afternoon tea was taking place at Peterlee Fire Station on Friday 22 July and encouraged all to attend and purchase raffle tickets in order to raise money for the Chemotherapy Ward at Hartlepool Hospital.

The Chair thanked Mr Dykes for his contribution to the Fire Authority on his retirement as an Independent Member for the Authority.

The Chair thanked the Deputy Chief Fire Officer for his contribution to the Fire Authority over the last 9 years and his 30 years' service.

A20 Exclusion of the public

That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 3 and 4 of Part 1 of Schedule 12A to the said Act.

Following exclusion of the public, part B items were discussed.

CLOSE OF MEETING

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Current Correspondence: June 2018 – July 2018

Release date	Subject	Summary	Action		
			CFA Report	CFA Response	Info
19/06/2018	Letter from Shehla Husain	Request to complete monitoring form to assist the Home Office in assessing how value for money is being, and will be, achieved for the ESMCP grant funding paid to date from April 2015 to March 2018.			√
26/06/2018	Letter from HM Inspector Zoe Billingham	Letter providing Fire and Rescue inspection update and thanking Service's for participation and contributions at events held for CFO's, Chairs and Service Liaison Officers on 30 May and 6 June.			√

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COMBINED FIRE AUTHORITY

13 JUNE 2018

NOTES OF THE POLICY AND PERFORMANCE REVIEW COMMITTEE HELD ON 13 JUNE 2018

REPORT OF THE CHAIR OF THE POLICY AND PERFORMANCE REVIEW COMMITTEE

Members Present: Cllr C Carr (Chair)
Cllrs J Bell, D Hicks, H Nicholson and D Stoker

Purpose of the report

1. The purpose of this report is to provide members with an update of the discussions of the Policy and Performance Review Committee held on the 13 June 2018.

Presentation – HMICFRS Developments

2. A presentation on the HMICFRS inspection programme and framework following the finalisation of the grading criteria last week was given by R Turnbull. The following areas were considered and discussed by the Committee:
 - National Update
 - Inspection Methodology
 - Inspection Process
 - Inspection Judgement Criteria
 - CDDFRS Evidence Response
 - Forward Look

The Committee **noted** the presentation.

Performance Report Quarter Four 2017/18

3. The organisational performance indicators for quarter three were presented to the committee. Overall 81% of the strategic PI's maintained or improved on performance compared to the previous year. The key areas of performance where performance was strong or where additional work is required to secure improvement were discussed with the members.

The Committee **noted** the report.

Letters of Appreciation

4. There had been a total of nine letters received. The Committee considered the various letters of appreciation that had been submitted to the Service. The members highlighted that it was good to see that letters received continued to be for personnel and sections from across the Service.

The Committee **noted** the report.

Part B

Following exclusion of the public, part B items were discussed.

Dominic Brown, Assistant Chief Fire Officer 0191 375 5610

**COMBINED FIRE AUTHORITY****17 JULY 2018****MEMBER CHAMPIONS, MEMBER BUDDY SYSTEM AND AFFILIATION WITH FIRE STATIONS**

REPORT OF ASSISTANT CHIEF FIRE OFFICER – SERVICE DELIVERY

Purpose of Report

1. This report sets out details of two new Member Champion roles and confirms the Senior Leadership Team (SLT) contacts for the Member 'Buddy' arrangements and the fire station affiliation list.

Member Champion Roles

2. As part of the approach to developing the Authority's services and engaging with stakeholders, the Authority has sought to 'champion' particular areas of work through a Combined Fire Authority (CFA) Member Champion role.
3. Member Champions provide the Service with an opportunity to work closely with individual Members to help to develop services and to engage with local communities, staff, councillors and other stakeholders through a closely aligned officer and member relationship.
4. Following the introduction of Her Majesty's Inspectorate of Constabulary and Fire and Rescues Services (HMICFRS) and the Dame Judith Hackitt Review on the tragic events that occurred at Grenfell Tower in London, two additional Member Champion roles have been identified as equally significant to the Authority and Service; HMICFRS and Business Fire Safety (BFS).
5. At the CFA meeting on 11 June 2018 expressions of interest were requested for the two new Member Champion roles for the next 12 months. Following the closing date for expressions of interest the following members were chosen by the Chair and Vice Chair of the Authority for each of the new areas and will be the Member Champions for the next 12 months;
 - HMICFRS – Cllr Brian Jones
 - BFS – Cllr Paul Howell

SLT Member 'Buddy' System and Fire Station Affiliations

6. The Authority's vision of Safest People, Safest Places can only be achieved through members, staff and the public working in partnership. Part of the Authority's commitment to partnership working is through the Buddy System where Fire Authority Members are

affiliated with specific SLT members (referred to as 'Officers') and Fire Stations throughout County Durham and Darlington. The benefits of this system are:

- Closer links between members, local stations and staff;
 - Improved communications between members, officers and staff;
 - Improved understanding of roles and responsibilities between members and officers;
 - Improved opportunity for partnership working through member involvement.
7. Station personnel will be made aware of their affiliated member and Members are encouraged to visit their affiliated station (or any fire station within County Durham and Darlington area) but are requested to contact a member of the district management team in the first instance to ensure that crews are planned to be on-station when a visit occurs. This will maximise the effectiveness and benefits of any visit for both staff and members alike.
 8. The member/station affiliation programme provides an opportunity for Fire Authority members to enhance local accountability through maintaining regular contact with an operational fire station and facilitates a fuller understanding of their Emergency Response activity and wider workstreams such as Business Fire Safety and Community Safety.
 9. Member buddies provide an alignment of CFA members to members of the SLT, to provide information and support on a range of Service policy and organisational issues.
 10. Designated SLT Buddies will make themselves available to members for the purpose of developing their overall knowledge of the fire and rescue service. SLT Buddies will look to ensure support is provided in a way that suits the individual Member.

Recommendations

11. CFA Members are requested to:
 - **Agree** the new Member Champion roles for the next 12 months.
 - **Note** the Member Buddy and Station Affiliation list as set out in Appendices A and B.

Dominic Brown, Assistant Chief Fire Officer, Service Delivery, 0191 375 5610

Member Buddies

CFA Member	SLT Member	Contact Details
Brian Avery	John Walkden Area Manager Emergency Response	Office: 0191 375 5564 Mobile: 07795 301914 Email: jwalkden@ddfired.gov.uk
Alison Batey	Katherine Metcalfe Head of Workforce Development	Office: 0191 3755665 Mobile: 07838 233489 Email: kmetcalfe@ddfired.gov.uk
David Bell	Tony Hope Director of Corporate Resources & Treasurer	Office: 0191 3755558 Mobile: 07801 685677 Email: thope@ddfired.gov.uk
Jennifer Bell	Keith Wanley Area Manager Community Risk Management	Office: 0191 3755630 Mobile: 07876 131996 Email: kwanley@ddfired.gov.uk
Peter Brooks	Keith Wanley Area Manager Community Risk Management	Office: 0191 3755630 Mobile: 07876 131996 Email: kwanley@ddfired.gov.uk
Colin Carr	Dominic Brown Assistant Chief Fire Officer Service Delivery	Office: 0191 3755610 Mobile: 07776 226326 Email: dbrown@ddfired.gov.uk
Alan Gardner	Keith Lazzari Head of Corporate Resources	Office: 0191 375 5580 Mobile: 07740 157402 Email: klazzari@ddfired.gov.uk
Bill Dixon	Stuart Errington Chief Fire Officer	Office: 0191 3755553 Mobile: 07770 702686 Email: serrington@ddfired.gov.uk
Derek Hicks	Katherine Metcalfe Head of Workforce Development	Office: 0191 3755665 Mobile: 07838 233489 Email: kmetcalfe@ddfired.gov.uk
Paul Howell	Tony Hope Director of Corporate Resources & Treasurer	Office: 0191 3755558 Mobile: 07801 685677 Email: thope@ddfired.gov.uk
Charles Johnson	Steve Wharton Area Manager Training, Assets & Assurance	Office: 0191 375 5666 Mobile: 07730 456724 Email: swharton@ddfired.gov.uk
Brian Jones	Dominic Brown Assistant Chief Fire Officer Service Delivery	Office: 0191 3755610 Mobile: 07776 226326 Email: dbrown@ddfired.gov.uk
Audrey Laing	Stuart Errington Chief Fire Officer	Office: 0191 3755553 Mobile: 07770 702686 Email: serrington@ddfired.gov.uk
Linda Marshall	Dominic Brown Assistant Chief Fire Officer Service Delivery	Office: 0191 3755610 Mobile: 07776 226326 Email: dbrown@ddfired.gov.uk

Henry Nicholson	Dominic Brown Assistant Chief Fire Officer Service Delivery	Office: 0191 3755610 Mobile: 07776 226326 Email: dbrown@ddfire.gov.uk
Christine Potts	Sarah Nattrass Assistant Chief Fire Officer Service Support	Office: 0191 3755587 Mobile: 07776226761 Email: snattrass@ddfire.gov.uk
George Richardson	John Walkden Area Manager Emergency Response	Office: 0191 375 5564 Mobile: 07795 301914 Email: jwalkden@ddfire.gov.uk
Sue Richmond	Sarah Nattrass Assistant Chief Fire Officer Service Support	Office: 0191 3755587 Mobile: 07776226761 Email: snattrass@ddfire.gov.uk
John Robinson	Stuart Errington Chief Fire Officer	Office: 0191 3755553 Mobile: 07770 702686 Email: serrington@ddfire.gov.uk
John Shuttleworth	Stuart Errington Chief Fire Officer	Office: 0191 3755553 Mobile: 07770 702686 Email: serrington@ddfire.gov.uk
Mamie Simmons	Sarah Nattrass Assistant Chief Fire Officer Service Support	Office: 0191 3755587 Mobile: 07776226761 Email: snattrass@ddfire.gov.uk
Watts Stelling	Keith Wanley Area Manager Community Risk Management	Office: 0191 3755630 Mobile: 07876 131996 Email: kwanley@ddfire.gov.uk
David Stoker	Sarah Nattrass Assistant Chief Fire Officer Service Support	Office: 0191 3755587 Mobile: 07776226761 Email: snattrass@ddfire.gov.uk
Fraser Tinsley	Keith Lazzari Head of Corporate Resources	Office: 0191 375 5580 Mobile: 07740 157402 Email: klazzari@ddfire.gov.uk
John Turnbull	Tony Hope Director of Corporate Resources & Treasurer	Office: 0191 3755558 Mobile: 07801 685677 Email: thope@ddfire.gov.uk
Independent Persons: James Dickinson	Dominic Brown Assistant Chief Fire Officer Service Delivery	Office: 0191 3755610 Mobile: 07776 226326 Email: dbrown@ddfire.gov.uk

MEMBERS AFFILIATION WITH FIRE STATIONS

District	Station Management	Fire Station	Elected Member
Darlington	<p>District Manager Dave Glendenning Darlington Fire Station Tel: 01325 469128 Mobile: 07785 510980 Email: dglendenning@ddfire.gov.uk</p> <p>Assistant District Manager Malcolm Woodward Darlington Fire Station Tel: 01325 469128 Mobile: 07740157407 Email: mwoodward@ddfire.gov.uk</p>	Darlington	<p>Cllr Brian Jones Conservative - Sadberge & Middleton St George Tel: 01325 332820 Email: brian.jones@darlington.gov.uk</p> <p>Cllr Sue Richmond Labour – Brinkburn & Faverdale Tel: 01325 351538 Email: sue.richmond@darlington.gov.uk</p> <p>Cllr Charles Johnson Conservative – Hummersknott Tel: 01325 463712 Email: charles.johnson@darlington.gov.uk</p> <p>Cllr Bill Dixon Labour – Eastbourne Tel: 01325 486588 Email: bill.dixon@darlington.gov.uk</p>
		Newton Aycliffe	<p>Cllr Christine Potts – Sedgefield & Bishop Labour – Chilton Tel: 03000 268 761 Email: Christine.potts@durham.gov.uk</p> <p>Cllr Paul Howell Conservative – Aycliffe North and Middridge Tel: 03000 268 713 Email: paul.howell@durham.gov.uk</p>
		Sedgefield	<p>Cllr John Robinson Labour - Sedgefield Tel: 03000 268764 Email: john.robinson@durham.gov.uk</p> <p>Cllr Peter Brooks Labour – Trimdon and Thornley Tel: 03000 268689 Email: Peter.brooks@durham.gov.uk</p>

District	Station Management	Fire Station	Elected Member
Derwentside	<p>District Manager Chris Williams Consett Fire Station Tel: 01207 502912 Mobile: 07796610219 Email: cwilliams@ddfired.gov.uk</p> <p>Assistant District Manager Mick Clark Consett Fire Station Tel: 01207 502912 Mobile: 07767 311302 Email: mclark@ddfired.gov.uk</p>	Consett	<p>Cllr Derek Hicks Derwentside Independents – Consett South Tel: 03000 268722 Email: derek.hicks@durham.gov.uk</p> <p>Cllr Watts Stelling Derwentside Independents – Leadgate and Mesomsley Tel: 03000 268774 Email: watts.stelling@durham.gov.uk</p>
		High Handenhold	<p>Cllr Colin Carr Labour – Pelton Tel: 03000 268692 Email: colin.carr@durham.gov.uk</p> <p>Cllr Linda Marshall Labour – Chester le St West Central Tel: 03000 268742 Email: linda.marshall@durham.gov.uk</p> <p>Cllr Alison Batey Labour – Pelton Tel: 03000 268678 Email: a.batey@durham.gov.uk</p>
		Stanhope	<p>Cllr John Shuttleworth Independent – Weardale Tel: 03000 268770 Email: jshuttleworth@durham.gov.uk</p>

District	Station Management	Fire Station	Elected Member
Durham	<p>District Manager Paul Cummings Durham Community Fire Station Tel: 0191 3860202 Mobile: 07747456140 Email: pcummings@ddfired.gov.uk</p> <p>Assistant District Manager John Jameson Community Fire Station Tel: 0191 3860202 Mobile: 07730 456721 Email: jjameson@ddfired.gov.uk</p>	Durham	<p>Cllr David Bell Labour - Deerness Tel: 03000 268680 Email: dbell@durham.gov.uk</p> <p>Cllr Mamie Simmons Liberal Democrat – Framwellgate and Newton Hall Tel: 03000 268771 Email: mamie.simmons@durham.gov.uk</p> <p>Cllr David Stoker Liberal Democrat – Durham South Tel: 03000 268825 Email: david.stoker@durham.gov.uk</p> <p>Cllr John Turnbull Labour - Brandon Tel: 03000 268785 Email: john.turnbull@durham.gov.uk</p>
		Crook	<p>Cllr Fraser Tinsley Labour – Willington and Hunwick Tel: 03000 268691 Email: fraser.tinsley@durham.gov.uk</p>
		Spennymoor	<p>Cllr Brian Avery Independent – Ferryhill Tel: 03000 268677 Email: brian.avery@durham.gov.uk</p> <p>Cllr Alan Gardner Spennymoor Independents – Tudhoe Tel: 03000 264340 Email: alan.gardner@durham.gov.uk</p>

District	Station Management	Fire Station	Elected Member
Wear/Tees	District Manager Adam Hall Bishop Auckland Community Fire Station Tel: 01388 602643 Mobile: 07786 027239 Email: ahall@ddfired.gov.uk	Bishop Auckland	Cllr Henry Nicholson Labour – Shildon and Dene Valley Tel: 03000 268756 Email: henry.nicholson@durham.gov.uk
	Assistant District Manager Peter Maddison Bishop Auckland Community Fire Station Tel: 01388 602643 Mobile: 07776 472241 Email: pmaddiso@ddfired.gov.uk	Barnard Castle	Cllr George Richardson Conservative – Barnard Castle East Tel: 03000 268763 Email: george.richardson@durham.gov.uk
District	Station Management	Fire Station	Elected Member
Easington	District Manager Phil Innis Peterlee Fire Station Tel: 0191 586 3133 Mobile: 07850 772 439 Email: pinnis@ddfired.gov.uk	Seaham	Cllr Jennifer Bell Labour – Deneside Tel: 03000 268682 Email: jennifer.bell@durham.gov.uk
	Assistant District Manager Michael Pearson Peterlee Fire Station Tel 0191 5863133 Mobile: 07801 685679 Email: mpearson@ddfired.gov.uk	Peterlee	Cllr Audrey Laing (Vice Chair) Labour – Peterlee East Tel: 03000 268825 Email: audrey.laing@durham.gov.uk



COMBINED FIRE AUTHORITY

17 JULY 2018

Performance Report – Quarter Four 2017/18

Report of Area Manager, Community Risk Management

PURPOSE OF REPORT

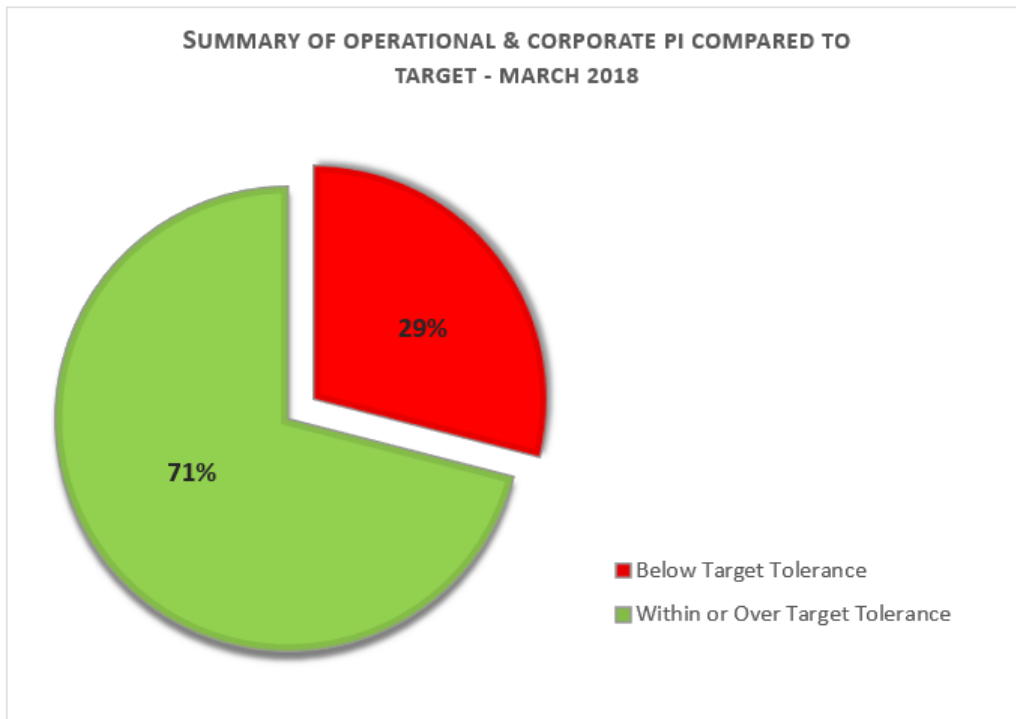
1. This report presents a summary of organisational performance at the end of the fourth quarter of the 2017/18 financial year.

BACKGROUND

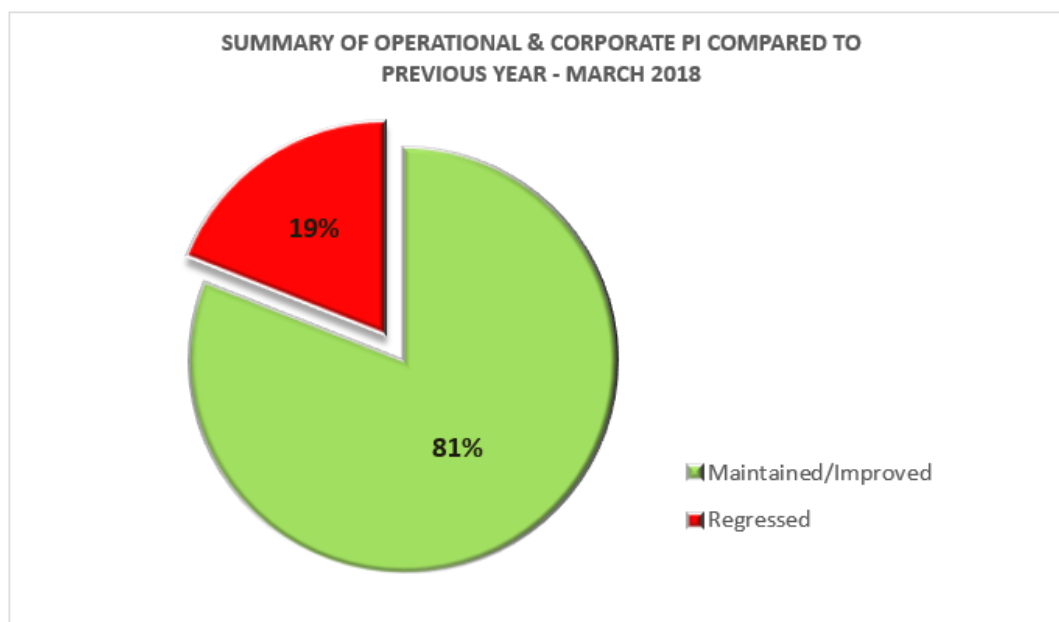
2. Both operational and corporate performance is monitored and managed internally via the monthly Performance & Programme Board (PPB) and Service Leadership Team (SLT) forums. Members of the Combined Fire Authority (CFA) consider performance on a quarterly basis at meetings of the Policy, Performance and Review (PPR) Committee and the full CFA.
3. A comprehensive suite of performance indicators (PIs) are employed to measure both operational and corporate performance. Targets are set on an annual basis against SMART criteria and take account of longer term trends and the potential for spikes in performance.
4. This robust approach to performance management enables action to be taken at an early stage if performance is not meeting expectations and provides assurance that resources are being directed towards the areas of greatest risk.
5. In addition to setting a target level for relevant PIs, the Service also employs a system of tolerance limit triggers that allow under or over performance to be highlighted to the PPB when the PI goes beyond set tolerances, which vary depending on the indicator. Each PI has a total of four tolerance limit triggers; two each for both under and over performance.
6. Performance is presented from two perspectives: by comparison against the annual target levels, and by comparison with performance at the same point last year.

OVERVIEW OF PERFORMANCE ACROSS ALL INDICATOR CATEGORIES

7. The tables overleaf provide an overview of how key performance indicators were performing at the end of quarter four 2017/18, across both operational and corporate areas of the Service.
8. The first pie chart over the page shows that 71% of the strategic PIs met or exceeded their target level.



9. The next chart below shows that 81% of the strategic PIs either maintained or improved when compared to performance last year.



PERFORMANCE REPORTING BY EXCEPTION

10. The following sections of the report present details of specific operational and corporate indicators where performance was notably strong or where additional work is required to secure improvement. An explanatory narrative is provided for each PI group along with information about how performance compares to the annual target and the previous year.

Prevention

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
PI 01 - Deaths Arising from Accidental Fires in Dwellings	Down	0	0	0%	2	100%
PI 02 – Primary Fires	Down	1058	916	-15.5%	973	-8.7%
PI 03 – Number of Accidental Dwelling Fires	Down	240	230	-4.3%	213	-12.7%
PI 04 - Injuries Arising from Accidental Dwelling Fires	Down	20	25	+20%	24	+16.7%
PI 05 - Total Secondary Fires	Down	2645	2225	-18.9%	2151	-23.0%
PI 07 – Number of Safe & Wellbeing Visits	Up	19554	18000	+8.6%	18932	+3.3%
PI 42 - Proportion of Safe & Wellbeing Visits to High Risk People/Properties	Up	82.3%	75%	+7.3%	75.9%	+6.4%

PI01 – There have been no accidental dwelling fire (ADF) fatalities reported this year, this compares to two in the previous year. Safe and wellbeing visits (SWV) were introduced in February 2016 and have provided additional support to vulnerable people with health and wellbeing issues and risks associated with ADF fatalities. Throughout the year operational crews have been targeting their SWV into high risk areas across the service using the ward-based risk tool. Also, during this year, the community safety team working with the information services team have developed a new tool which improves targeting to identify individual vulnerable people to support the ward-based risk tool. This tool will be introduced in 2018/19 and will enable crews to more specifically target community safety work to individuals that are the most vulnerable from fire.

PI03 – The service this year experienced a slightly higher number of ADF's than anticipated with 240 against a target of 230, this was also an increase of 12.7% against the previous year performance. Most of these additional incidents occurred in Peterlee who experienced an increase of 15 ADF's from the previous year. Other stations who experienced more ADF's than the anticipated target were: Consett, Wheatley Hill, Durham, Stanhope, Barnard Castle and Darlington. The main cause of fire is cooking appliances; therefore, crews will continue to focus on kitchen safety during SWVs.

PI04 – Although during 2017/18 the service experienced a 12.7% increase in the number of ADF's, the number of injuries from these reduced by 16.7% to 20 compared to 24 the previous year. The majority of injuries were classed as slight (14) with only 6 injuries being recorded as serious. The gender of victims was evenly split 10/10; however, of the 6 victims suffering serious injuries, 5 of these were male and 1 female. The reduction in injuries is pleasing; however, fire related injuries occurring in the kitchen are still prevalent across the service which aligns with cooking appliances being the main cause of fires in the home, this further strengthens the rationale to focus on kitchen safety during SWVs.

PI07 – The number of SWV's delivered has exceeded the target with 19554 SWV's delivered, 8.6% above target. As detailed above, the service has, following a general 10-year reduction, experienced a higher than anticipated number of ADF's. Many of the stations, including Peterlee, who have experienced an increase in ADF's have attained and or exceeded the number of SWV's. Although the target of 18000 SWVs has been exceeded in two consecutive years, the target has not been increased for 2018/19 to allow crews more time in individual properties where needed, this combined with the new vulnerable people-based targeting tool will ensure our resources are focused on reducing risk in the home.

PI42 - At the end of the year the total number of SWV's delivered to high risk people or places was 82.3% which is an increase of 6.4% from last year, this demonstrates improved targeting of resources into the most vulnerable households.

PI02 – During the 2017/18 period the service attended 1058 primary fires against a target of 916, this is also an increase of 8.7% against the previous year's performance. 52.1% of all primary fires this year were recorded as deliberate. The most prominent type of primary fire was road vehicles - 452 (42.7%), followed by dwellings - 311 (29.4%), these figures include both accidental and deliberate fires. Haswell and Shotton ward continues to have the highest incident rate with 61 primary fires, 82% were deliberate, followed by Wingate with 46 primary fires, 93% were deliberate. The service average for deliberate primary fires is 52.1%. Partnership work has continued throughout the year particularly in the Easington area and it is hoped that the "Enough is Enough" campaign & branding and a dedicated Firestoppers telephone line will be effective in reducing these levels of activity going into 2018/19. The Emergency Response section are reviewing capacity on stations with a view to realigning available capacity to commit more time to the reduction of all fire types, work delivered will be determined by local risk profiles. The service has been instrumental in influencing the development of the Empty Buildings Protocol, developed with a range of partners including Police, DCC, Planning, Housing etc. The protocol gives partners a one stop gateway to report empty properties or unsecure buildings for appropriate action based on a risk matrix.

PI05 – Secondary fires have been another area of concern throughout the year which has resulted in a year-end total of 2645 against a target of 2225, this is also an increase of 23% against the previous year's performance. 85.6% of all secondary fires this year were recorded as deliberate. As previously reported, the higher than anticipated figure was heavily influenced by the number of fires experienced in Q1 with 453 and 403 fires reported in April and May respectively compared to 183 and 221 the previous year. The two most prominent fire types have been loose refuse and scrub land, which by using the fire escalation process via the MAPs, have been the target of partnership work across the service. Various campaigns have been used to address local issues throughout the year, the most notable being the 'Enough is Enough' campaign in Easington district.

Protection

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
PI 10 - Primary Fires in Non-Domestic Premises	Down	71	90	+21.1%	81	+12.3%
PI 14 - False Alarms Caused by Automatic Fire Detection Equipment	Down	750	725	-3.4%	714	-5%
PI 17 – Number of Fire Safety Audits	Up	2135	2124	0.5%	2066	+3.3%

PI10 – There have been 71 primary fires in non-domestic premises this year which is 10 less than the previous year and continues a three-year reduction in this category. There are no premises types with significant numbers of fires to note but areas with higher numbers of fires include general retail and secure establishments. Smaller retail establishments will continue to be a focus of FSVOP audits and the business fire safety team and local district managers work with secure establishments as required to help to mitigate the number of fires reported in these premises notwithstanding the Fire Service have no statutory powers on crown property. As a result of fire safety audits this year there have been four prohibition notices served which have all been linked to sleeping accommodation on or above a workplace without adequate fire protection, detection and separation. The business fire safety team have worked closely with NHS safety officers this year which has helped support and promote fire safety in NHS premises and has resulted in a slight reduction in the number of fires in hospitals and medical care premises.

PI14 – There have been 750 incidents this year which is 25 more than the predicted level and 5% more than the previous year. Approximately one quarter of actuations occurred in schools with a significant number over the summer period when they are closed for the holidays and building maintenance work was scheduled. A meeting has been requested with local authority representatives to devise a revised action plan in partnership with the business fire safety team to address unwanted actuations this summer. Similar work will take place with academy schools as they are not directly linked to the local authority. The next main category is industrial manufacturing which has seen a range of actuations throughout the year due to faulty equipment. Responding to false alarms place demand on the Service and reduce capacity to deliver valuable prevention and protection work, therefore the business fire safety team will continue to provide advice and support to businesses to reduce demand in this area. false alarms which This has proved to be an effective way of helping to reduce unwanted fire signals. An example this year is a school in Lanchester which had 6 reported actuations. On audit by the business fire safety team it was established that water ingress from a leak in the ceiling was the cause. The result was that the local authority prioritised repairs and replaced the damaged detector resulting in no further actuations.

PI17 – There have been 2135 fire safety audits conducted this year which is just over the predicted target level. Both emergency response crews and the business fire safety team have contributed to completing audits on or above target levels. As part of fire safety audits this year there have been four prohibition notices served which have all been linked to sleeping accommodation on or above a workplace without adequate fire protection, detection and separation. Close work has taken place throughout the year with the Care Quality Commission [CQC] in relation to residential care premises. The business fire safety team share information from audits as required in relation to non-conformances and in addition have been able to conduct fire safety audits where the CQC have identified issues. One example of this was a residential care home where the CQC contacted the fire safety team with concerns regarding fire separation and the fire alarm system. An urgent audit took place by the business fire safety team and as a result enforcement action was issued which led to the occupier having to take measures to rectify the shortfall thus complying with legislation and ensuring that the residents of the care home were safer.

Response

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
Total Emergency Calls Received (including EMR)		16761			17167	-2.4%
Total Incidents (excluding EMR)		7273			6518	+11.6%
Total Fires		3781			3188	+18.6%
Total False Alarms		2316			2235	+3.6%
Total Special Services (excluding EMR)		1175			1093	+7.5%
Total Road Traffic Collisions		324			322	+0.6%
Total Emergency Medical Response (EMR)		707			2675	N/A
PI 06 – Number of Response Standards Met	Up	4	6	-33.3%	4	0%
PI 12 – % Retained Availability on Stations	Up	73.4%	90%	-16.6%	77.2%	-3.8%

PI06 – The Service has achieved 4 out the 6 response times in this PI, however this is reflective of the previous year’s performance. This has been influenced by underperformance in the Dwelling Fires Attended in 8 minutes PI and the Non Domestic Property Fires attended in 11 minutes, failing the secondary tolerance and primary tolerance levels respectively. A response time failure report is published every week by the Information Services Team. Each individual response time failure is scrutinised by the district management teams and discussed with the Officer in Charge of the appliance to determine a reason for failure. The service procedure OP/2/34 was reviewed last year and contains specific detail for crews preparing for emergency response including expectations for time taken to dress before turnout prior to booking mobile from the time of call.

PI12 - The annual cumulative average total for retained availability is 73.4% which is slightly lower than the same period last year. Of the 16 On Call appliances only 5 were available on or above the 90% target, 4 were available between 76% to 90% of the time with another 4 returning cumulative availability of between 51% to 75%. 3 On Call appliances were available for between 0 and 50%. Throughout the year the second On Call appliances at Crook, Spennymoor and Barnard Castle were available on average 37.8%. The On Call recruitment continues to be a challenge, however the Human Resources and Communication teams at headquarters are working hard to develop a central attraction and recruitment strategy based around the national model. One of the options from the Emergency Response Review was to staff Spennymoor day crew appliance with On-Call staff. The service is currently running a hybrid option around this which looks to incrementally release posts to be filled by On-Call staff from across the service. One post is currently open to be staffed this way which will help the service understand the impact on the On-Call appliance availability. There are also two mini working groups from the On-Call Liaison group looking at pre-negotiation contract options and policy that will support a part review of On-Call arrangements across the service as a year 2 Emergency Response strategy project.

Workforce

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
PI 40 - All Staff Sickness	Down	7.02	6.0	+17%	NA	NA
PI 69a – Number of Accidents to Personnel	Down	11	16	-31.3%	10	+10%
PI 71 – Number of Vehicle Accidents	Down	30	18	+66.7%	18	+66.7%

PI40 - Building further upon PI 41 and PI 37, overall, sickness across all categories has greatly improved this reporting year with a 11% reduction in shifts lost in comparison with last year. Absence within the RDS category unfortunately has seen a rise in the last reporting quarter with shifts lost being 29% higher than last year. Long term sickness remains high attributing to 84% of all absence within this category. These cases are being managed by the HR team in liaison with managers, due to the nature of these cases a number are likely to continue into the next reporting year. On a positive note short term sickness remains low and 3 out of 13 RDS stations have reported no sickness absence this reporting year and 6 are below target. Whilst slightly above target, in comparison with previous years, this is the lowest end of year figure reported for this indicator in the previous 3 years continuing with the overall downward trend.

PI69a – Over the year the number of accident have been less than the predicted level and are slightly reducing on a downward trend over the last few years. Proactive measures implemented this year to assist in the reduction of personal accidents include station and section themed visits, the sending of a monthly health and safety report directly to all personnel, the issuing of health and safety newsflashes including needle stick injury awareness, the expansion of the IOSH managing safety qualification to include more personnel and specific support to leaders of the YFA schemes throughout the service area. Work has taken place in close partnership with representative bodies to further improve awareness and safety across the organisation.

PI71 – This year, 30 accidents occurred involving CDDFRS vehicles. This is 66.7% higher than the previous year. Of these 7 were attributed to a third party/no driver fault. Of the 23 vehicle accidents that were attributed to CDDFRS personnel, only 5 (22%) occurred whilst the vehicle was being driven under blue light conditions with the majority of others being slow speed manoeuvres. To reduce vehicle accidents, there is a programme of driving assessments for all personnel underway which has recently been extended to include operational staff. All corporate staff throughout the Service have now completed their light vehicle assessments. Other measures included gaining the ISO 39001 standard for fleet and improved reversing guidance to personnel.

Finance & Governance

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
PI 34 - % of Invoices paid within 30 days	Up	99%	95%	+4%	98.8%	+0.2%
<p>Commentary: PI34 - As part of the year end processes, the finance staff had chased as many outstanding invoices as we know exist and have ensured that all items have cleared the Oracle process.</p>						

Assets

Performance Indicator	Objective	Q4 2017/18 Actual	Q4 Target	Actual vs Target	2016/17 Q4 Actual	Actual vs Previous Year
PI 30 - % of Emergency Estates Repairs responded to on time	Up	100%	95%	+5%	97.3%	+2.7%
<p>Commentary: PI30 - There was only one Emergency Estates repair reported in March and it was responded to on time.</p>						

RECOMMENDATIONS

11. CFA members are requested to:
 - a. **Note** the content of the report;
 - b. **Comment** on the reported performance.

Area Manager Keith Wanley, Head of Community Risk Management, 0191 375 5630



COMBINED FIRE AUTHORITY

11 JULY 2018

MEMBER ATTENDANCE AT CONFERENCE

REPORT OF CHAIR

PURPOSE OF REPORT

1. To provide feedback to members on Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Chiefs and Chairs' Conference held on 30 May 2018.

BACKGROUND

2. Members have agreed to feedback a summary of any key issues emerging from conferences, events or seminars they have attended on behalf of the Authority.
3. This conference was the first HMICFRS Chiefs and Chairs' Conference to be held. The purpose of the conference was to share the learning gained by the HMICFRS from the three pilot inspections conducted in Suffolk, Staffordshire and West Yorkshire fire and rescue services and the consultation work they have undertaken with the fire and rescue service sector to develop the inspection approach.
4. At the conference the HMICFRS launched the final inspection methodology and judgment criteria, ahead of the start of the first tranche of inspections in June 2018.
5. The Chair and the Assistant Chief Fire Officer: Service Support attended the conference. A summary of the presentations delivered and the implications for the Authority are set out in Appendix A.

RECOMMENDATION

6. Members are asked to **note** the report.

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MEMBER FEEDBACK FROM CONFERENCE/SEMINAR/FIRE RELATED EVENT

Attendees	Cllr Robinson, ACFO Nattrass
Event	HMICFRS Chief and Chairs Conference: London
Date	30 May 2018
Overview of event	
<p>The purpose of the conference was to share the learning gained by the HMICFRS from the three pilot inspections conducted in Suffolk, Staffordshire and West Yorkshire fire and rescue services and the consultation work they have done with the fire and rescue service sector to develop the inspection approach. The HMICFRS launched the final methodology and judgment criteria, ahead of the start of the first tranche of inspections in June 2018.</p>	
TOPIC	FRS Inspections – Keynote Address
Speaker	Organisation
Sir Thomas Winsor	HM Chief Inspector of Constabulary and Fire & Rescue Services
<p>Sir Thomas Winsor stated the methodology was not a conspiracy, it was now fixed and had been developed with the fire and rescue sector, however it will be kept under review. He explained that the HMICFRS was an inspectorate and not a regulator; their role was to inspect and report. HMICFRS would welcome any feedback regarding process, etc. Sir Thomas Windsor explained that he will produce a state of the service report annually, he does the same for the Police. This report will give an assessment of the efficiency, effectiveness and how well the FRS look after their people as a national picture.</p>	
Implications for Service	
<p>The Service has resources allocated to prepare for the inspection in Spring 2019. The Service has been allocated a Service Liaison Lead (SLL), Matt Reavill, with whom we are working closely to ensure we are fully briefed and best positioned to facilitate our inspection. Although the Service inspection will not take place until Spring 2019, it has already submitted data at the request of the HMICFRS and is conducting a gap analysis to identify strengths and areas of focus on which to concentrate.</p>	
TOPIC	Message from Minister of State for Policing and the Fire Service
Speakers	Organisation
Nick Hurd MP	Minister of State for Policing and the Fire Service
<p>The Minister explained that the new Fire and Rescue National Framework for England would come into force on 1 June 2018. He emphasised that reasoning must be given for non-conformance with the framework. He stated that he wanted FRS to use the HMICFRS to be radical and inventive which is a key part of the fire reform programme. He explained that the Professional Standards Body would complement the work of the HMICFRS.</p>	
Implications for Service	
<p>The Service has conducted a gap analysis of the new framework document and has produced an action plan which was presented to and will be monitored by the Fire</p>	

Authority to ensure our compliance.	
TOPIC	Experiences from the Pilot Inspections
Speakers	Organisation
Becci Bryant Mark Hardingham John Roberts	Chief Fire Officer (CFO), Staffordshire Fire and Rescue Service Chief Fire Officer, Suffolk Fire and Rescue Service Chief Fire Officer, West Yorkshire Fire and Rescue Service
<p>All 3 CFOs provided an insight into their experience of the pilot inspections within their FRS. The CFOs explained that the process had evolved during the 3 pilot inspections. Feedback given to the HMICFRS had been recognised which resulted in the process softening during the 3 pilot inspections.</p> <p>Common reflections from all 3 CFOs were:</p> <ul style="list-style-type: none"> • The HMICFRS needed to gain an understanding of the different governance models in place across the FRS and the need to understand the constitutional differences between the 3 services that were pilots. • The HMICFRS needed to understand the role of an 'on-call firefighters' as they admitted initially they did not fully appreciate the complexities of the duty system. • Ensuring all staff from the CFO down understood the IRMP, its content and what the Service is trying to achieve with it. • Measuring performance – all services have different issues and needs so it must be recognised that in some instances comparisons can't be made. • Consideration must be given to the time and resources required to facilitate the process. • It was important to manage expectations, as the inspection report would not be received until approximately 4 months after the inspection. • Important to develop the relationship with the SLL to ensure they fully understand your Service to assist the HMICFRS team during inspection. • Discussions with partners took place to triangulate evidence and gain an alternative perspective of the FRS. • The HMICFRS were keen to understand if the FRS did something over and above their statutory functions, they were keen to understand the reason why and the outcomes from it. • Staff understanding of the MTFP and Reserves Strategy was questioned and how they link to the strategic plan. • Collaboration was explored and what were the strategic and tactical benefits gained. • The level of engagement with the Rep Bodies was explored with interviews hosted with all those organisations that were formally recognised. • Ensure the Service understands what 'demand' is and the 'risks' within the Service area. • Be honest and sell the positives. 	
Implications for Service	
<p>Extensive preparation work for the HMICFRS is already underway in the Service and the feedback received from the pilot services will assist in this process.</p>	

TOPIC	HMICFRS Learning
Speakers	Organisation
Laura Gibb	HMICFRS Fire and Rescue Services Portfolio Director
<p>HMICFRS were grateful for the feedback received from the pilot inspections with learning identified which has been incorporated into the process which includes:</p> <ul style="list-style-type: none"> • More time would be given to FRS to return requested data to ease pressure on FRS. • The inspection process creates extra work pressures so flexibility within timetable would be added. • Develop an understanding of resourcing models in order to assess efficiency and how the resources are used to manage and reduce risk. • Develop an understanding of the different governance models. • Allocate more time to ensure 'positives' are captured. <p>HMICFRS recognised they had limited experience of inspecting FRS so emphasised the importance of ensuring the SLL fully understood the Service and the context in which it operates.</p> <p>HMICFRS confirmed that all 3 tranches will be inspected using the same criteria and judgements will be given for each of the 3 pillars of inspection, confirmation was given that an overall judgement would not be given.</p> <p>At the end of the inspection week a hot debrief will be conducted with the CFO, a written script or score will not be given as triangulation of evidence needs to be completed, however areas where focus is required could be given.</p> <p>Work to develop a corporate governance inspection is underway by HMICFRS.</p>	
Implications for Service	
<p>Extensive preparation work for the HMICFRS is already underway in the Service and feedback received from the pilot services and the tranche 1 and 2 will assist in this process.</p>	

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COMBINED FIRE AUTHORITYCounty Durham and Darlington
Fire and Rescue Authority**17 JULY 2018****FIREFIGHTER APPRENTICESHIP SCHEME UPDATE**

REPORT OF HEAD OF WORKFORCE DEVELOPMENT

PURPOSE OF THE REPORT

1. To provide members with an update on the Firefighter (FF) Apprenticeship Scheme, the outcomes of the review undertaken and the progress of the current selection process.

BACKGROUND

2. In order to effectively utilise the apprenticeship levy and meet government targets, the Service developed a FF apprenticeship scheme with the intention of providing excellent opportunities to young people from our local communities to join the fire and rescue service (FRS) via an alternative recruitment pathway. The scheme would enable people to learn and develop at a slower pace and have meaningful employment opportunities once complete.
3. The scheme was the first of its kind in the country and is now viewed as good practice by other UK FRS. The National Joint Council (NJC) for Local Authority Fire and Rescue Services hosted a hugely successful event in London in 2017 at which the Service was invited to showcase the scheme to other FRS.
4. The apprenticeship programme was recognised by the government at the National Apprenticeship Awards and was also a regional finalist in the newcomer category. The awards recognise excellent businesses that grow their own talent with apprenticeships and apprentices, who have made a significant contribution to their workplaces. The Service is listed in the top 100 apprenticeship employers for 2017 and is the only blue light service to feature on this list.
5. The ten apprentices who commenced their career with the Service in May 2017 have successfully completed the academic and operational requirements of their first year, this was celebrated at the passing out event at the Service Training Centre on Friday 27 April 2018. Poor retention rates can be an issue for apprenticeship schemes therefore to have a 100% retention rate for our scheme is testament to the success of the scheme. The apprentices are now working towards the Business Fire Safety (BFS) Trailblazer apprenticeship standard whilst working with operational crews across the service providing front line services.
6. Due to the success of the programme and our identified workforce planning requirements, a second cohort of apprentices are currently being recruited with a view to start in September 2018.

7. The Workforce Development Team have undertaken a full review of year one of the programme with amendments made to the scheme to ensure we continue to develop the best firefighters for the communities of County Durham and Darlington. The methodology and the changes are outlined below.

METHODOLOGY FOR REVIEW

8. Anecdotal and formal evidence was collated throughout year one from the apprentices, key groups of employees and external providers to capture a broad range of views to enable improvements to be made to the scheme for future cohorts which will add value to both the development of the apprentices and to the Service.

KEY CHANGES TO THE SCHEME

9. Cohort 2 of the FF apprentices will receive a one-week induction to the Service followed by four weeks at the Service Training Centre (STC) where they will start to learn core firefighting skills. This change has been made due to feedback received from both the apprentices and the STC to ensure the values, behaviours and operational discipline required of a professional FF is instilled at the beginning of their career. Once complete, they will attend STC one day per week until they reach the block of eight-week risk critical training at the end of year one. The improved frequency of the operational training will lessen the skills fade that was seen with the current apprentices as they attended the STC fortnightly.
10. To positively impact the number of females passing the role related test phase of the recruitment process and progressing to the interview phase, some changes were made to lessen the strength requirements which could then be developed during year one of the scheme. The STC identified that initially some of the apprentices did not have sufficient strength to lift the 13.5 metre ladder during drills so to ensure this did not hamper the progression of core skill development, for cohort 2, STC will utilise the lighter 10.5 metre while the apprentices enhance their strength. Prior to commencing risk critical training each apprentice must achieve the standard required for strength in normal FF recruitment.
11. Whilst based in Community Safety (CS) and following the receipt of initial training, the apprentices will be assigned a workload to support the Vulnerable Persons Advocates (VPAs) and District Teams, conduct Safe and Wellbeing Visits and assist with ongoing campaigns in the community. This will enable their work and progress to be monitored more closely whilst providing tangible evidence to assess their productivity and competence against the CS Trailblazer Standard in addition to providing extra resource for the CS Team.
12. At the beginning of the scheme, the Health and Fitness Advisor will increase the input on fitness given to cohort 2 whilst they undertake their core firefighting skills. This will include regular group activities in addition to the fitness plan in place for daily personal training sessions aligned to their individual needs. Fitness assessments will be undertaken every 6 to 8 weeks to monitor progress of their cardiovascular fitness and strength.
13. The allocation of a mentor was positively received by the apprentices which will be maintained for cohort 2. The Workforce Development Team is currently progressing the development of a mentor scheme for the Service. In addition, the current apprentices will be allocated one of the cohort 2 apprentices to offer support, advice and guidance where required.

14. Cohort 2 will use the new CS Trailblazer Standard and the BFS Trailblazer Standard providing the apprentices with a clear development pathway as delays in their release initially provided cohort 1 with an element of doubt as to their pathway. The redesigned scheme will facilitate opportunities for the apprentices to gather the required evidence to demonstrate their competence against the standards. Relationships continue to be forged between New College Durham and the Service to ensure the college can fulfil their obligations required by the standards.

CURRENT RECRUITMENT PROCESS UPDATE

15. The recruitment process for the second cohort of apprentices reflects the Service's recruitment process for Wholetime and On Call FF. Applicants undertook a two-stage online assessment which assessed both abilities and behaviours. The role related stage of the process was amended with modifications made to the weight of the ladder lift and the removal of the time limit on the equipment carry assessment.
16. In the final stages of the process, all applicants were asked to complete an i3 personality profile which was used to assist the interview panel to maximise the contribution of the candidate during the interview. The profile will also assist the design of onboarding programmes and ensure training is delivered in the best way for the candidates to reach their full potential.
17. It was identified from the outcome of the first apprenticeship recruitment process that further work with the Service's Young Firefighters (YFA) and Cadets was required to prepare them for applying for the scheme this year. To this end, the Workforce Development Team designed and facilitated employability sessions specifically targeted to the YFA and Cadets who would be eligible to apply for this year's programme. The sessions were well attended with positive feedback received and the impact can be seen in the latest recruitment figures with 14 of the YFA/Cadets applying for the scheme with 4 reaching the interview stage of the process.
18. 509 initial applications were received for the scheme which was an 80% increase in comparison with the first process. The Service also saw success in terms of increased numbers of applications from underrepresented groups and from the YFA/Cadets.
19. 108 candidates progressed to the role related tests with 39 candidates progressing to the final interview and presentation stage which concluded on Thursday 28 June, a breakdown of the specific groups is shown in Table 1 below:

Table 1

Final Interview and Presentation	
Group	Number of Candidates
Male	27
Female	12
BAME	1
On Call	8
YFA/Cadets	4

20. The outcome of the recruitment process following final interview and presentation is shown in Table 2 below. Initial offers have been made to these candidates however pre-employment checks are still to be completed before a contract of employment is given.

Table 2

Recruitment Process Outcome	
Group	Number of Candidates
Male	6
Female	5
BAME	1
On Call	3
YFA/Cadets	2

21. The successful candidates will start their apprenticeship on Monday 10 September 2018.

RECOMMENDATIONS

22. Members are requested to:
- (a) **note** the contents of the report.

Katherine Metcalfe, Head of Workforce Development Tel Ext. 5665

Safest People, Safest Places

County Durham and Darlington
Fire and Rescue Authority



COMBINED FIRE AUTHORITY

17 JULY 2018

'BUILDING A SAFER FUTURE' INDEPENDENT REVIEW OF BUILDING REGULATIONS AND FIRE SAFETY: FINAL REPORT – DAME JUDITH HACKITT

REPORT OF HEAD OF COMMUNITY RISK MANAGEMENT

PURPOSE OF REPORT

1. To provide members with an overview of the final report following the review of building regulations and fire safety (the Hackitt Review) outlining the potential implications for the Service.

BACKGROUND

2. In the early hours of 14 June 2017, a fire spread through Grenfell Tower; seventy-one people died, many homes were destroyed and countless lives affected.
3. Dame Judith Hackitt was asked to conduct an Independent Review of Building Regulations and Fire Safety with a particular focus on their application to high-rise residential buildings (HRRBs) but to also include other complex buildings.
4. The focus of the report is to create a better system for the future which will be easier to work with, deliver better solutions everywhere and rebuild confidence. Dame Judith set out to look at the whole system including the roles and responsibilities of all those who interact with the system during the use of a building.
5. An interim report was published in December 2017 which led to working groups being established to develop innovative solutions, in six key areas, to feed into Dame Judith's final report.
6. The National Fire Chiefs Council (NFCC) requested assistance from fire services to assist in these groups. County Durham and Darlington Fire and Rescue Service (CDDFRS) has supported this request as Station Manager Chris Hockaday is an active participant in the first of these groups - *Design, construction and refurbishment - establishing what industry and regulators need to do to fully embed building safety during the design and construction phase.*
7. Dame Judith published her final report on 17 May 2018.

OVERVIEW OF THE FINAL REPORT

8. The report initially focusses on high rise premises of which CDDFRS have only one - Northgate House in Darlington, which is currently unoccupied. In some cases, the review also suggests applying specific recommendations to all complex buildings.
9. Some of the key recommendations from the report which are relevant to the fire service are summarised below:
 - a. The government should set up a 'Joint Competent Authority' (JCA), this should comprise Local Authority Building Control (LABC), Fire and Rescue Authorities (FRA) and the Health and Safety Executive, working together to maximise the focus on building safety across their entire life cycle.
 - b. The way in which LABCs currently interact with FRAs should be improved. Key fire safety information needs to be shared in a much more effective manner. FRAs should also have the explicit ability to delay JCA clearance at any 'Gateway Point' if the information provided by the duty holder does not enable them to undertake a proper assessment, this will require:
 - i. More rigorous enforcement powers;
 - ii. A new dispute resolution process.
 - c. The introduction of notices which can be served on duty holders by the JCA, these include:
 - i. Improvement/Correction Notices;
 - ii. Prohibition or 'Stop' Notices.
 - d. Failure by relevant duty holders to comply with either type of notice would be a criminal offence.
 - e. The Fire Safety Order is non-prescriptive and already requires the Responsible Person to take fire precautions as may be reasonably required in areas of the building that the Order applies to (common areas but not inside residential dwellings), to ensure the premises are safe.
 - f. The new approach would build on these principles but ensure that the whole building is properly, regularly and proactively considered by the duty holder against the principles of what is reasonably practicable to reduce risk. Compliance will be more effectively driven by establishing a JCA to cover the whole building and undertake regular safety case reviews. This new approach will also remove the uncertainty and overlap of the Housing Act 2004 and the Fire Safety Order in relation to fire safety.
 - g. The JCA should have the power to ensure that the duty holder fully discharges their duties during the occupation and maintenance phase.
 - h. As the regulator for building safety in these buildings, the JCA must also have powers to intervene where there are immediate risks to safety. The regulator must have access to the whole building including dwellings where there is reasonable evidence that building and life safety is at risk.
 - i. For HRRBs, Environmental Health Officers should raise any fire and structural safety concerns to the JCA. For other multi-occupancy residential buildings, local authorities

and FRAs should work more closely to ensure that the fire safety of the whole building is assessed and regulated effectively.

- j. Develop and introduce an enhanced level of competence for fire risk assessors undertaking work on HRRBs. This will require the NFCC to continue with their work to ascertain the competence requirements for Business Safety Regulators with the following proposal:
 - i. The NFCC should seek to ensure that fire and rescue services comply with the Competency Framework for Business Safety Regulators;
 - ii. The Competency Framework for Business Safety Regulators should be developed through a national standard for England that could be adopted throughout the United Kingdom;
 - iii. Fire and rescue services should ensure that they have sufficient capacity through suitably qualified Fire Safety Officers to effectively implement Integrated Risk Management Plans, Risk Based Inspection Programmes and discharge their statutory fire safety duties in relation to:
 - (i) inspection and audit;
 - (ii) statutory consultations;
 - (iii) undertaking enforcement action as appropriate; and
 - (iv) carrying out any additional activities which may be introduced as part of this Independent Review.
 - iv. NFCC should work with a suitable body to ensure fire and rescue services can introduce third party accreditation of the competence of Inspecting Officers with a recognised accreditation or professional body.

10. Although at first glance the final report appears to be very comprehensive, there is a view amongst fire safety professionals that it was a little disappointing and could have gone further, such as making recommendations to ban certain combustible building materials and make a strong recommendation for the installation of sprinklers in certain property types.

POTENTIAL IMPACT ON THE SERVICE

11. It should be noted that this report sets out recommendations only to the Government and the wider built environment sector and there have been no changes in legislation, professional standards or duties introduced yet which would impact on the fire and rescue service.
12. There is also other work underway with the Grenfell public inquiry which could have far reaching consequences on the fire and rescue service as well as other organisations and private sector contractors. Early indications show that this enquiry could take 18 months to conclude. It is not known if any changes will occur prior to the enquiry ending.
13. It is anticipated that formal, third party accredited qualifications will be introduced for Business Safety Regulators. The Service's central Business Fire Safety team are all highly qualified and have delivered internal training to our Emergency Response crews. In anticipation of the requirement for formal qualifications, training to a level 4 certificate in fire safety is currently being arranged for Emergency Response staff to ensure we can maintain delivery and performance.
14. There is potential for changes in legislation and an expansion of the duties and responsibilities placed on FRAs, either under or in addition to the Fire Safety Order. The Service will ensure that we maintain a Fire Safety Manager with formal qualifications to advise the Chief Fire Officer and the CFA and capacity to deliver against fire safety duties will be kept under review.

RECOMMENDATIONS

15. Members are requested to:

- a. **note** the contents of the report and agree to receive further updates once additional information is known.

Keith Wanley, Head of Community Risk Management, 0191 3755630

Safest People, Safest Places

County Durham and Darlington
Fire and Rescue Authority



COMBINED FIRE AUTHORITY

17 JULY 2018

EMERGENCY MEDICAL RESPONSE UPDATE

REPORT OF HEAD OF COMMUNITY RISK MANAGEMENT

PURPOSE OF REPORT

1. To provide members with an update on the Service position with emergency medical response (EMR).

BACKGROUND

2. In 2015 the National Joint Council (NJC) for Local Authority Fire and Rescue Services requested Fire and Rescue Services to take part in a trial with Ambulance Services to provide EMR. This trial was linked to negotiations within the NJC on broadening the role of a firefighter and pay negotiations.
3. The Service took part in the trial and EMR commenced at Consett, Seaham and Darlington stations on 11 January 2016, at Stanhope utilising the Community Safety Responders (CSRs) from 7 March 2016 and following an extension of the trial, at Barnard Castle and Middleton-in-Teesdale from 1 December 2016.
4. In October 2016, the Service was successful in securing funding from the Systems Resilience Group (SRG, now known as Local Accident and Emergency Delivery Boards or LADB) to cover the costs of the extension of the trial from July 2016. This funding was fully utilised by August 2017.
5. On 13 September 2017, the Fire Brigades Union (FBU) Executive Council met to discuss the outcomes of their member consultation in relation to a pay offer, following which they rejected the pay offer and issued a circular to their members instructing them to cease the EMR trial from the commencement of day shift work (07:00 hrs) on Monday 18 September 2017.
6. On 14 September, the Employers side confirmed the FBU rejection of the pay offer and the withdrawal of FBU support for the EMR trials, however, they noted that negotiations were to continue.

CURRENT SERVICE POSITION WITH EMR

7. CSRs at Stanhope have continued to deliver EMR, as this is part of their job description. For all other personnel, any continuation of EMR outside of the NJC trial would be subject to Fire Authority approval and agreement with staff to continue on a voluntary basis as this function

does not form part of their role map. The Authority have also been clear that any EMR provision should be subject to securing funding to cover costs so that the provision of EMR does not have a detrimental impact on the Service's budget.

8. Discussion has taken place with station personnel to ascertain their willingness to continue delivery of EMR on a voluntary basis, outside of the NJC trial. Personnel at Barnard Castle, Middleton-in-Teesdale, Stanhope, Sedgefield and Crook have agreed to provide EMR.
9. An additional £129,000 of funding has been secured with the support of the County Durham and Darlington LADB, however, this funding is specific to the Durham Dales, Easington and Sedgefield Clinical Commissioning Group (DDES CCG) area. This area covers all the stations willing to deliver EMR but any expansion into other areas, outside of DDES CCG area, would require alternative funding streams.
10. Talks have taken place with the North East Ambulance Service (NEAS) regarding funding for EMR and an agreement in principle has been reached. A memorandum of understanding (MOU), which sets out the collaborative working agreement between CDDFRS and NEAS, has been written in draft and is under discussion to agree the final detail. The main difference with the new MOU when compared to the NJC trial is the category of calls will only include cardiac arrest and peri arrest, which will significantly reduce call volumes but maintain delivery to the most life-threatening medical cases.
11. Due to the funding provided by the LADB and agreement with NEAS who provided station personnel with refresher training, Barnard Castle and Middleton-in-Teesdale stations recommenced EMR from 09:00hrs on 9 March 2018.
12. Sedgefield and Crook stations had not previously taken part in the NJC trial. These stations are currently undergoing necessary disclosure and barring service (DBS) checks prior to commencing training.

RECOMMENDATIONS

13. Members are requested to:
 - a. **note** the contents of the report.

Keith Wanley, Head of Community Risk Management, 0191 3755630



COMBINED FIRE AUTHORITY

17 JULY 2018

THE ADRIAN THOMAS REVIEW

REPORT OF ASSISTANT CHIEF FIRE OFFICER SERVICE SUPPORT

Purpose of Report

1. The purpose of this report is to provide members with an update on the progress of the action plan which was developed in response to the 'Independent review of conditions of service for fire and rescue staff in England'; The Adrian Thomas Review.

Background

2. As members will be aware from previous updates, Adrian Thomas was commissioned, in October 2014 by the then Fire Minister, Penny Mordaunt MP, to undertake the independent review.
3. Although the report was completed in February 2015 it was not published until 03 November 2016. A copy of the report, the key findings and a letter from the Fire Minister were presented to the Fire Authority at its meeting on 24 November 2016.
4. The report makes a total of 45 recommendations which are directed at: the Local Government Association (LGA); the National Joint Council (NJC); fire and rescue authorities; and government and are divided into 5 main themes:
 - The working environment;
 - Documented conditions of service;
 - Industrial relations;
 - Retained Duty System;
 - Management of fire and rescue services.
5. The Service undertook a gap analysis and developed an action plan divided, into the 5 themes above, to ensure that all the applicable recommendations are fully considered and progress against each is measured. A copy of the action plan is attached as Appendix A. Members were last updated on progress of the action plan at the Fire Authority meeting on 22 November 2017.
6. Of the 45 recommendations, 28 are directed at the LGA; the NJC and government and 17 are to be actioned by fire and rescue authorities. Of these 17 recommendations, 11 have been completed.

Conclusion

7. CDDFRS continues to make progress against the action plan and appears to be in a relatively strong position in relation to the findings from the Adrian Thomas Review. Workforce reform is one of the three key pillars of the Fire Reform Programme and the government is determined to drive change in these areas. Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), which is also a key feature of the Fire Reform Programme, will expect to see significant process made against the recommendations made by Adrian Thomas throughout the inspection regime.

Recommendations

8. The Authority is requested to:
 - (a) **note** the progress made against the action plan;
 - (b) **receive** further future reports and monitor progress against the action plan.

Sarah Natrass, Assistant Chief Fire Officer Service Support, 0191 3755587



County Durham and Darlington **Fire and Rescue Authority**

County Durham and Darlington Fire and Rescue Service
Adrian Thomas Review Gap Analysis and Action Plan



Version	Date	Comment
0.1	4/11/16	Initial Draft prepared from Adrian Thomas Review for discussion with SLT
0.2	06/04/17	Reviewed by SLT
0.3	17/05/17	Reviewed by SLT
0.4	02/11/17	Reviewed by SLT
0.5	29.06.18	Reviewed by SLT

Key	
Green	Compliant
Yellow	Working/making progress towards compliance
Red	Not compliant
Grey	Recommendation for Local Government Association (LGA) , the National Joint Council (NJC) or the Chief Fire Officers Association (CFOA)

The Working Environment				
	Resp	Key	Notes/existing capability	Lead
<p>1. Culture and trust are at the centre of many of the changes required to create a high performing service aligned to the needs of the people it serves. A consistent employee engagement survey should be developed and deployed across the service (allowing inter authority comparisons) and 'hard wired' into management objectives.</p>	<p>FRS NJC</p>		<p>The Service commissioned Dr Les Graham from Durham University Business School to undertake a cultural survey. The results were presented back to the Rep Bodies and SLT initially in January 2017 and subsequently communicated to all staff via the monthly communications brief, info bulletin and workshops. Appropriate interventions are being developed and are integral to the Workforce Development Strategy. The Service launched its second cultural survey in April 2018 to measure any change in culture, the results will be received in late July 18.</p>	<p>Head of Workforce Development</p>
<p>2. Early engagement with employee representatives at the earliest opportunity should be a feature of all change programmes.</p>	<p>FRS</p>		<p>The Service has strong industrial relations with all the recognised representative bodies and early engagement is a key part of the way the organisation develops strategies, policies and procedures. There are formal meetings between management and the representative bodies monthly, informal meetings between the FBU Secretary and the CFO monthly and ad-hoc meetings between the DCFO and the FBU as and when required.</p> <p>The elected members have good relationships with the representative bodies and this also forms part of the informal engagement process.</p> <p>Prior to policy/procedure review/introduction all rep bodies are consulted as part of the process.</p>	<p>ACFO Service Delivery / ACFO Service Support</p>

			Representative bodies are engaged at all levels in the organisation as a permanent member of many of the Service meetings or groups, for example, health and safety, corporate wellbeing, RDS liaison, equality and diversity.	
3. Fire and rescue services should deploy training in effective change management, leadership and employee engagement in addition to Industrial Relations.	FRS		A significant amount of the areas highlighted are included in the various staff development programmes already in place. The Service has conducted a significant review of our aims and objectives, values and behaviours, once finalised training will be required for all staff. This training will include refreshed change management, leadership and industrial relations input but linked closely to our refreshed values and behaviours in addition to the areas identified by the results of the cultural survey. A leadership development programme has been developed and delivered which incorporates the above requirements.	Head of Workforce Development
4. Increased importance should be placed by fire and rescue services on employee communication - appropriate management training and processes (direct to employee) should be implemented.	FRS		Over the last twelve months a significant amount of work has been undertaken to improve internal communication in the Service. These improvements include: station and section visits by SLT, job shadowing, the introduction of monthly comms forums and improvements to the weekly information bulletin. Whilst marked as compliant communications will be continually reviewed to ensure that improvements are made where necessary. There is evidence in the positive feedback from staff during the 2016 managers' seminars and follow up visits to stations during 2017 that this communication and engagement with employees has been effective.	Communications and Governance Manager

<p>5. Fire and rescue services should instigate audits of the flow of management information reaching the workforce with the aim of improving the flow of information to the frontline firefighter.</p>	<p>FRS</p>		<p>The flow of information has been audited informally as part of the station visit programme. The new electronic newsletter will enable the flow of information to be audited more formally.</p> <p>The new Comms & Governance Manager has been commissioned to undertake an audit of the effectiveness of the various mechanisms used to communicate internally both vertically and horizontally and, where appropriate, to identify quantifiable measures to monitor their effectiveness.</p>	<p>Communications and Governance Manager</p>
<p>6. Management performance objectives should be hard wired to the results of an annual employee engagement and communication survey.</p>	<p>FRS</p>		<p>The outcomes from station visits have been built in to management performance objectives. This will be further strengthened when the results of the Cultural Survey are published and appropriate interventions developed. OD interventions continue to be developed and are aligned to the results of the cultural survey and feedback/ideas received from staff. Consideration is given to the cultural survey in the outcomes of everything we do.</p>	<p>Head of Workforce Development</p>
<p>7. Unconscious bias training should be rolled out across the fire and rescue service.</p>	<p>FRS</p>		<p>This has been delivered as part of the Workforce Development Strategy in 2017/18.</p> <p>SLT members received this training in October 2017. The plan for the wider workforce is currently being developed.</p>	<p>Head of Workforce Development</p>

<p>8. The leadership of the Fire and Rescue Service (represented by the Local Government Association and Chief Fire Officers Association) and the employee representatives together with special interest groups representing woman and black and minority ethnic firefighters should publish a memorandum of understanding as to how people will be treated.</p>	<p>LGA NFCC</p>		<p>The NJC have established the Inclusive Fire Service Working Group which includes representatives from the national employers, rep bodies, and CFOA.</p> <p>Internally we have a productive ED&I Steering Group. Our Service values have been reviewed and presented to the CFA and a communication plan is being developed for the organisation.</p>	
<p>9. Research should be directed at how the cadet scheme could be utilised to widen the diversity of the service and how the interest in supporting the fire service can be maintained when the cadets leave the scheme (impacting both equality and potentially the retained duty system).</p>	<p>NFCC FRS</p>		<p>The Service have already encouraged YFA/cadets to take up employment with the Service through the Apprenticeship Scheme; RDS and wholetime recruitment.</p> <p>The expansion of the YFA/Cadet model in the 2016/17 IRMP formed part of a wider recruitment strategy.</p> <p>One RDS firefighter who was previously a member of the YFA was successful in gaining a place on our apprenticeship programme.</p> <p>An objective in the WFD strategy is to create clear links to career paths within the Service across all areas and assist with providing employability skills to those in the YFA and cadet schemes.</p> <p>Employability skills were delivered to those in the relevant age group in preparation for the next apprenticeship recruitment. Positive impacts of this can be seen in the process with 4 reaching the final stage.</p>	<p>Head of Workforce Development</p>
<p>10. Each fire and rescue service should maintain an active register of firefighters with</p>			<p>Secondary employment is covered in A/D 2/39 Secondary Employment Policy. Disciplinary</p>	<p>Head of Workforce</p>

second jobs. A refusal or failure to declare a second job should be treated as a serious disciplinary matter.			action has been taken against employees who fail to declare secondary employment.	Development
11. Implement a single technological/equipment evaluation facility.	NFCC		CFOA are working towards establishing a R&D Hub. The Hub will be owned by the UK FRS and all intellectual property generated will be held by CFOA on behalf of the UK FRS. CDDFRS have committed to support the R&D Hub.	

Documented conditions of service				
	Resp	Key	Notes/existing capability	Lead
12. The fire and rescue services in conjunction with the Government should create a national communication programme highlighting the range of activities and skills beyond fighting fires currently undertaken by firefighters. The aim of this would be to raise public awareness that creating a flexible fire and rescue service aligned to prevention is key to increasing safety in the local community.	NFCC Home Office		CDDFRS welcome this recommendation and encourage the Home Office to work with the service to implement it.	
13. Slim down and modernise the Grey Book, removing duty systems and reference to role maps and national occupational standards and replace with contracts of employment.	NJC		CDDFRS have not experienced significant issues with the content of the Grey Book and do not view it as a barrier to change as we have already implemented a range of duty systems and changed the operational shift system to create extra capacity.	
14. Minimum night time shift hours should be removed from the Grey Book.	NJC		CDDFRS have not experienced significant issues with the content of the Grey Book and do not view it as a barrier to change.	

<p>15. Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should be resolved locally without resort to the national advisory panels.</p>	<p>NJC</p>		<p>CDDFRS have not experienced significant issues with the content of the Grey Book and do not view it as a barrier to change.</p>	
<p>16. The national employers, government and employee representatives should, in support of establishing a changed culture (as detailed earlier), meet and agree a re-defined national joint protocol on industrial relations.</p>	<p>NJC Home Office Rep Bodies</p>		<p>CDDFRS have an agreed industrial relations protocol in place which worked well during the recent national industrial dispute.</p>	
<p>17. The ability to compulsorily move an individual from the flexible duty system should be introduced.</p>	<p>NJC</p>		<p>CDDFRS believe the current arrangements are suitable. The impact of removing a person from the flexible duty system on the member of staff's pension needs to be carefully considered and subject to a level of protection.</p>	

<p>Industrial Relations</p>				
	<p>Resp</p>	<p>Key</p>	<p>Notes/existing capability</p>	<p>Lead</p>
<p>18. The National Joint Council should be retained for the purposes of national pay bargaining for basic pay whilst reforming itself to represent employers and employees on a more local basis for all other conditions of service including incremental pay for acquiring competences beyond 'safe to ride'.</p>	<p>NJC</p>		<p>Careful consideration needs to be given to the additional burden that would be placed on each fire and rescue service should the role of the NJC be dramatically reduced.</p> <p>Increased local negotiation on contentious issues such as pay or leave could be detrimental to local industrial relations which are currently very good in CDDFRS.</p>	
<p>19. The National Joint Council should consider operating regionally to reflect the requirements</p>	<p>NJC</p>		<p>Careful consideration needs to be given to the additional burden that would be placed on each</p>	

of the different fire authorities whilst retaining a national umbrella with respect to basic pay.			fire and rescue service should the role of the NJC be dramatically reduced.	
<p>20. Remove Technical Advisory Panels and Resolution Advisory Panel and replace with a direct to ACAS approach. Fire and Rescue Authorities are undertaking a significant amount of local negotiation as they agree positions out with the Grey Book locally and this will not significantly increase workload or cost – in fact the Knight review suggested that local negotiations save money.</p>	NJC		Although there may be scope to improve the TAP and RAP processes it is difficult to see how replacing them with the ACAS process will significantly reduce bureaucracy or improve flexibility.	
<p>21. The Government should recognise the increasing view that the current right to withdraw labour (take strike action) is incompatible with the expectations that the public has of an emergency service. As such Government should bring forward appropriate legislation to remove the protection afforded under the Act to unions when their collective strike action, or action short of strike, impedes the fire and rescue service from making an emergency response. The right to strike being retained for non-emergency activities.</p>	Home Office		<p>The Government have already stated they have no intention of removing the right to strike at this time.</p> <p>The Trade Union Act 2017 came into force on 1 March 2017 and made amendments to the rules applicable to strike action.</p>	
<p>22. If the Government determines not to bring forward legislation to restrict the right to strike then Government should instigate consultation with a view to agreeing with employees impacted a no strike agreement in emergency situations. The right to strike being retained for non-emergency activities.</p>	Home Office		<p>Since 2008 all Fire Authorities have had a duty under the National Framework to plan for business continuity arrangements. The Framework document states:</p> <p>“Fire and rescue authorities must have effective business continuity arrangements in place to meet the full range of service delivery risks. Business continuity plans should not be developed on the basis of Armed Forces</p>	

			<p>assistance being available.</p> <p>CDDFRS believe that this duty negates the need for a change in legislation relating to industrial action.</p> <p>CDDFRS have also demonstrated robust, effective resilience arrangements during recent periods of industrial action.</p> <p>A debrief of the resilience plan was undertaken in 2016 with revisions made to the plan to ensure it remains effective.</p>	
<p>23. The chair of the National Joint Council should instigate an independent review of the structure and representative make-up of the National Joint Council to enable it to perform effectively at both a local and national level – noting that a number of contributors, from both the employers and the representatives, felt that they were excluded from the council.</p>	NJC		<p>This is an issue for the NJC. CDDFRS support a review of the membership in principle.</p>	

Retained Duty Systems				
	Resp	Key	Notes/existing capability	Lead
<p>24. Fire and Rescue Authorities should adopt duty systems and staffing which align fire fighter availability to the planned work load (e.g. community safety) whilst providing response cover appropriate to the Integrated Risk Management plan should be encouraged.</p>	FRS		<p>The Authority has implemented a range of duty systems and flexible and efficient working practices to deliver the requirements of the IRMP. The increase in delivery of HFSC/SWV and fire safety audits aligned with the reduction in accidental dwelling fires and fires in non-domestic properties, measured through our suite of performance indicators, demonstrates the increased capacity created through operational</p>	AM: Emergency Response

			shift changes and effectiveness of delivery. A review of emergency response has been carried out in 2017. This was presented to the Fire Authority in October and is being discussed with staff on station/section visits and at the Managers Seminar throughout November and December.	
25. Fire and rescue authorities should be required to provide an annual statement on the use of retained firefighters. Any decision not to use or to cease to use retained firefighters should be communicated in this statement and underpinned with operational evidence provided by the fire and rescue service.	FRS		An annual statement is being produced as part of the revised Response Strategy.	AM: Emergency Response
26. As part of the annual statement fire and rescue services should be required to provide an annual commentary on the number and use of retained firefighters and in particular to report on the level of mixed crewing or co-working with wholetime personnel.	FRS		An annual statement is being produced as part of the revised Response Strategy.	AM: Emergency Response
27. Legislation should be brought forward to provide employment protection to fire fighters employed on the Retained Duty System. This legislation is already in place for other groups (military reservists, magistrates and so on).	Home Office		CDDFRS welcome this recommendation and encourage the Home Office to work with the service to implement it.	
28. A national awareness programme for retained duty system personnel should be produced.	Home Office		CDDFRS welcome this recommendation and encourage the Home Office to work with the service to implement it.	
29. Trial and evaluate, in a limited number of fire and rescue services, the use of an annual bounty payment for employers of retained	Home Office		CDDFRS welcome this recommendation and encourage the Home Office to work with the	

firefighters.

service to implement it.

Management of the Fire and Rescue Service				
	Resp	Key	Notes/existing capability	Lead
30. Fire authorities should keep the number and level of commitment of fire authority elected members under review. The right number may differ by authority but should be large enough to allow scrutiny without becoming burdensome on operational delivery.	Authority		<p>The Authority approved a formal review of the governance arrangements at the September 2016 Meeting. The review began in November 2016 and the outcome will be reported to the February 2017 meeting.</p> <p>The outcome was presented and discussed at the March 2017 Authority Meeting. The Home Office are due to consult on a legislative change to the process for amending Combination Orders for Fire Authorities. The implications and opportunities for CDDFRA will be discussed further once this consultation is received.</p>	CFO
31. Recruitment and selection academic standards should be immediately raised.	NJC		<p>CDDFRS do not have a problem recruiting high quality staff under the current arrangements and believe recruitment decisions should be made locally not nationally.</p> <p>There is concern that strict, high academic standards introduced in the recruitment and selection criteria may have a detrimental impact on the recruitment of RDS staff from a limited catchment area.</p> <p>Over the next 12 months CDDFRS will utilise the assessments used for the recent wholetime recruitment campaign and assess any detrimental impacts on our ability to recruit RDS Firefighters.</p>	
32. Fire and rescue services should create critical mass by collaborating in recruitment including lateral recruitment into 'fast track'	NFCC		CDDFRS support this recommendation in principle although a great deal more work would	

management programmes.			be required to fully understand its implications.	
33. Fire and rescue services should explore a collaborative approach to the creation of succession plans and senior leader programmes with more cross authority developmental moves	NFCC		CDDFRS support this recommendation in principle although a great deal more work would be required to fully understand its implications.	
34. Where collaboration could lead to more formal mergers, Government should find transformational funding to support the creation of larger fire and rescue services that offer critical mass in areas of technology introduction, recruitment, succession and development.	Home Office		CDDFRS welcome this recommendation and encourage the Home Office to work with the service to explore it in more detail. The removal of any fire specific transformational funding has the potential to stifle innovation and hinder collaboration. The Home Office appear too focussed on Fire-Police collaboration which may not always generate the greatest efficiency savings. The removal of capital grants from the service further exasperates this position.	
35. Fire and rescue services should maintain an up-to-date strategic workforce plan.	FRS		A Workforce Development Strategy has been approved at SLT which now replaces the Organisational Development Strategy following the service restructure, an objective of the strategy is to develop a strategic workforce plan.	Head of Workforce Development
36. Fire and rescue services that cannot offer promotional opportunities away from the original place of work/watch then preparatory management training should be available as part of a strategic workforce development plan.	FRS		The policies and procedures relating to promotion are being reviewed as part of the Workforce Development Strategy and have been set as objectives for 2018/19.	Head of Workforce Development
37. The expectation that all fire fighters attain the same, maximum, level of competency should be removed. The wide and increasing range of roles and activities undertaken by fire fighters calls for a more sophisticated	NJC		CDDFRS believe this recommendation should be considered once the NJC Trials conclude in February 2017.	

alignment of capability with the activity required in support of the local Integrated Risk Management Plan than can be provided by the view that 'a fire fighter is a fire fighter'.				
38. Training and pay should reflect a 'safe to ride' measure – basic core skills and core pay followed by competency based increments as required (which in the event of losing that competency means that the fire fighter retains their job albeit without that competency).	NJC		The role of firefighters is very different across different fire and rescue services and therefore any changes to national terms and conditions need to be considered carefully.	
39. To create and maintain (in the face of decreasing numbers) a cadre of managers capable of becoming future fire and rescue service leaders, a standardised industry wide approach to leadership development should be adopted.	NFCC		CDDFRS support a more standardised approach to leadership development based on nationally agreed competencies and professional standards.	
40. Fire and rescue services not using the Executive Leadership Programme should reconsider doing so.	FRS		The Service is currently exploring the ELP as a tool for developing strategic leaders. Keith Lazzari has completed the ELP and will carry out a full evaluation of the programme on completion.	CFO
41. A lateral, industry wide, recruitment scheme should be created. This will fast track managers through the experiential requirements and into senior roles.	NFCC		CDDFRS support a more standardised approach to leadership development based on nationally agreed competencies and professional standards, however, we would want to see more detail about any national proposals to fast track staff into senior positions. Previous schemes in the Police have not always been viewed as successful.	
42. The Gold Book (conditions of service for principal officers) should be removed along with that for Brigade Managers. With pay and	NJC		CDDFRS have an agreed procedure for setting and reviewing Brigade Manager pay which	

conditions of service agreed locally subject to the introduction of a more sophisticated job evaluation programme that better reflects job size, role complexity and other duties in a way which allows inter authority comparison.			includes an external job evaluation exercise.	
43. All fire and rescue services and fire authorities should review the accessibility of their pay policy statements.	FRS		The accessibility of the pay policy has been reviewed and is available at: https://www.ddfire.gov.uk/pay-policy-statement	Treasurer
44. The Chief Fire Officers Association should consider increasing the term of office for the role of president from 1 year to 2 or 3 years – to provide increased stability of leadership.	NFCC		The CFOA membership have approved this change as part of the CFOA reform programme.	
45. Finally all participants in the fire industry should adopt the principal of: “Where change is common sense it should become common practice ”	FRS NFCC NJC		This is more of a statement than a recommendation.	

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COMBINED FIRE AUTHORITY

17 JULY 2018

DEVELOPING THE FIRE AND RESCUE SERVICE INSPECTIONS: LEARNING REPORT (JUNE 2018)

REPORT OF AREA MANAGER ASSETS, ASSURANCE AND TRAINING

Purpose of the report

1. To brief Members on the report published by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) entitled 'Developing the fire and rescue service inspections: Learning report', published in June 2018.

Background

2. On 7 December 2017, Her Majesty's Inspector (HMI) Zoe Billingham contacted all fire and rescue services (FRS) requesting volunteers to participate in a pilot inspection. Three services were chosen to enable HMICFRS to understand different governance arrangements (county council, metropolitan and combined fire authority).
3. Pilot inspections were completed in Suffolk FRS (March 2018), Staffordshire FRS (April 2018) and West Yorkshire FRS (May 2018) to test the inspection methodology on services of different sizes, complexities and workforce mixes.
4. In June 2018, HMICFRS published their report to present their findings of the inspections, entitled 'Developing the fire and rescue service inspections: Learning report'.
5. The unabridged version of the report is attached as Appendix A.

Findings

6. In March 2018, three inspection data workshops were held to enable the understanding of the data collection process. Based on the feedback from FRS, the approach was developed to gather data that was not already available from other sources and key changes were made to the data collection process, including:
 - Removing some of the types of data requested in the collection;
 - Providing more detail on what specific data was to be collected;

- Allowing for the delay between the end of the financial year and when certain data becomes available (e.g. human resource and finance data);
- Providing extra time for the first data return to allow for the time needed to gather the data.

7. Key learning from the pilot inspections also included:

- Recognising the value of service liaison leads making early contact with each service to understand their operating context;
- Testing different ways of involving retained duty system staff to reflect the important part they play in most FRS;
- Including visits to prevention and protection teams during the inspection week, in addition to those already planned for in the discovery phase. This followed feedback from pilot services who suggested the HMICFRS should spend more time on these areas;
- Adapting the police inspection technique of reviewing case files and evolving it into process reviews. This enabled the HMICFRS to understand how FRS conduct prevention and protection activity;
- Increasing the number of partner telephone interviews conducted in the week prior to the inspection. The interviews gave a valuable understanding of collaborative working arrangements and partnerships;
- Introducing an interview with the chief fire officer (CFO) towards the end of the inspection. This is an opportunity for the inspectors to liaise with the CFO after conducting most of the inspection and discuss what has already emerged;
- Providing greater clarity on how to involve authority members, if necessary, on the inspection process;
- Evolving how to test operational effectiveness to ensure a broad range of duty systems and station locations across each service are visited;
- Evolving the reality testing of incident command to ensure that it is not simply a test of operational competence, but covers all levels of command; and
- Understanding the importance of listening to representative bodies as part of the inspection process.

8. Following the pilot inspections, extensive consultation was undertaken to confirm the inspection approach. This included the following groups:

- An external reference group comprised of representatives from the National Fire Chiefs Council (NFCC), CFO, fire authorities, police and crime commissioners, the Local Government Association (LGA) and the Home Office;

- A technical advisory group to provide advice on the inspection methodology, data collection and analysis;
 - Subject matter expert networks for each of the three inspection pillars;
 - Public and fire and rescue sector.
9. Based on the learning from the pilot inspections and consultation, HMICFRS also refined their approach to the delivery of each inspection. The development of the methodology question set confirmed that HMICFRS will focus their inspections on the service provided to the public by the FRS, and will not inspect the governance arrangements provided by the fire and rescue authorities.
10. As a result of the learning from the pilot inspections, HMICFRS reflected that services are funded according to the level of risk and not the demand for services. Consequently, additional sub diagnostics were added to the relevant core question to focus on risk and reflect the operational relevance.
11. HMICFRS also adapted their inspection approach to accommodate the range of fire and rescue governance models.
12. All evidence gathering techniques, including the document reviews, self assessments, strategic briefing and the discovery process were all found to be effective and provided the inspection teams with the correct level of detail and understanding. Each of these phases of the inspection will continue to be delivered in the same format for all subsequent inspections.

Next steps

13. Following the pilot inspections the first tranche of inspections will begin in July 2018. HMICFRS are currently confirming the logistics of all related visits and meetings. On conclusion of each inspection, HMICFRS will conduct a rigorous moderation process and then publish all final outcome reports for tranche one during Autumn 2018.
14. Tranche two inspections will commence in Autumn 2018 with tranche three inspections, including County Durham and Darlington Fire and Rescue Service, in Spring 2019.

Recommendations

15. Members are asked to:
- (a) **note** the report.

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Developing the fire and rescue service inspections

Learning report

June 2018

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Foreword from Her Majesty's Inspector Zoë Billingham

We recognise the difficult and dangerous work firefighters and their colleagues do to protect the public. We also recognise the wider role services play in communities. It is important to us, as an inspectorate, that we understand all elements of the fire and rescue service (FRS), and reflect this in our inspection approach.

After it was announced that we would take on the work of inspecting fire and rescue services, we made a promise to the sector:

The inspection will be developed with the fire and rescue service. It will be designed to promote improvement and to identify all aspects of the excellent work undertaken by fire and rescue services. We will approach the inspection on a no-surprises basis and experts from across the service will be fundamental to the delivery of our inspections.

As we look ahead to the start of the first round of inspections, I hope the sector feels we have developed our inspection approach with it. The response we have had so far suggests people are broadly supportive of the inspections, and are keen to see the findings for all services.

This report sets out how we tested our inspection. I hope the sector finds this useful in understanding how we developed our approach. I am very thankful for the time and welcome our three pilot services gave, and for the continued advice of all our interested parties. We will continue to work with experts across the field as we move through the inspections.

Introduction

The Home Secretary announced HMICFRS as the inspectorate for England's fire and rescue services in July 2017. We have been working with fire and rescue services, fire authorities and other interested parties to develop the inspection methodology and approach.

This report sets out what we have learned from the three pilot inspections carried out between March and May 2018. It also includes our learning from the public and sector consultations we ran on the inspection programme and framework, methodology and judgment criteria respectively. The report explains how we have adapted our approach to take account of our learning, and feedback from services.

We are very grateful to the chief fire officers, chairs of fire authorities and colleagues of Suffolk, Staffordshire and West Yorkshire fire and rescue services. Their help, support and participation has helped us improve the inspection approach and the experience of all those involved.

Pilot inspections

HMI Zoë Billingham wrote to all fire and rescue services seeking volunteers to participate in the pilot inspections on 7 December 2017. We explained that any service that participated in the pilot inspections would not be inspected until tranche three (spring 2019).

We are very grateful to all those services who volunteered. We chose the pilot areas to allow us to understand three of the governance arrangements for fire and rescue services (county council, combined fire authority and metropolitan¹). The selection also allowed us to test our methodology on services of different sizes, complexities and workforce mixes, and from different areas of the country.

We consulted the external reference group (ERG) on the selection criteria for the pilot inspections. We then worked with the three services as part of the planning stage. Our objectives were to test the methodology and judgment criteria, and train our new staff.

The pilot inspections broadly followed the same timing and sequence as the planned inspections. We deployed slightly larger teams for the pilot inspections. This allowed us to train our new inspection staff with experienced inspectors supporting their development, as well as test the methodology. The inspection teams will normally have ten people. The pilot inspections had at least 14 people on each team.

During the pilot inspections, we spoke to over ten percent of the frontline workforce of each service. This was in addition to the managers and leaders we spoke to.

The pilot inspections took place on the following dates:

¹ Metropolitan fire services are single purpose bodies covering multiple metropolitan district councils.

	Data collection	Document request and self-assessment	Strategic briefing	Discovery	Fieldwork
Suffolk	13 December–15 January	5–26 February	12 March	13–14 March	19–23 March
Staffordshire			9 April	26–27 March	16–20 April
West Yorkshire			8 May	23–25 April	14–18 May

The experience for pilot services

All the pilot services were very generous with their time and resources. They created an environment in which we could test out our ideas and learn.

The chief fire officers from Suffolk, Staffordshire and West Yorkshire have given us their insights into the process.

Mark Hardingham, Suffolk Fire and Rescue Service Chief Fire Officer

“Being a pilot service gave us a great insight into the new inspection regime. It presented an opportunity to help HMICFRS learn about fire and rescue services and to mould and shape their approach to achieve the best outcomes...both of which it was evident they were keen to do. As a county council based service, the pilot was helpful to explore the opportunities and challenges this presents. The impact of these on a countrywide inspection programme is such that our pilot led to a meeting between the county council chief fire officers and HMICFRS to explore the complexities further.

"We have many post-pilot reflections, not least; the challenges of benchmarking services that have been encouraged to develop local solutions and measures for many years; the extent and breadth of the inspections, coupled with services not having been inspected for nearly a decade means that preparation and resources is key, not just in terms of data, documents, evidence and organisation, but the 'inspection mindset' of staff and partners; and finally, as the first pilot, the relationship with our service liaison lead hadn't even started to be built, and it was clear that this relationship, and their knowledge of the service and those in it, will be critical to the inspection."

Becci Bryant, Staffordshire Fire and Rescue Service Chief Fire Officer

"As a pilot service, we had the fantastic opportunity to gain a great deal of insight into the new inspection methodology and approach adopted by the team of inspectors. The pilot also crucially gave us the ability to assist HMICFRS with their learning and ensure the new methodology was fit for purpose for all services that will be inspected over the coming months. It was clear from the outset of the engagement we have had with HMICFRS that they were extremely committed to ensuring this learning and improving took place.

"As a service under a combined fire and rescue authority and soon to be under a PCC FRA, this gave HMICFRS the chance to view different governance arrangements to those they saw in Suffolk. A meeting has now been scheduled between the chief fire officers of those services who are moving towards a PCC FRA in order to explore the differences further with HMICFRS.

"We have had many reflections on the inspection process which include; the IRMP differences between FRSs and how this will have an impact on any benchmarking that will take place, how differing governance models will affect the way services are delivered, the differing and complex needs of all our communities and how that has led to bespoke local solutions and how this creates a challenge to HMICFRS when inspecting different services. Ultimately, we felt that whilst we had the opportunity to help shape the future approach, we took a great deal of learning for ourselves as a service by being involved."

John Roberts, West Yorkshire Fire and Rescue Service Chief Fire Officer

"Having previously been on the receiving and assessor side of the Operational Assurance Peer Review Challenge, the HMICFRS inspection process felt very similar. The main challenge was the volume of work before the inspection with regards to data submissions, document requests, self-assessment, and preparing for the discovery week, the field work week and the strategic briefing.

"The approach that WYFRS took for self-assessment, based on the 11 diagnostics and over 60 sub-diagnostics, was to push out the diagnostics and sub-diagnostics to the teams and departments that are specialist and in the best position to answer the diagnostic questions. We asked our departments to: identify future plans, what areas of good practice do we have, and what areas do we have for improvement. We took this approach to engage and inform our teams in what HMICFRS may be using to measure our performance, and gather data for self-assurance purposes.

"As a result of using this methodology, we generated a huge response, and over 20,000 words of quality information from throughout the service. The challenge we had was to whittle down this information to 3,330 words (300-word submission for each of the 11 diagnostics). We found the 300-word submission process to be very restrictive, as we had all of this quality information. We used all of the information harvested to form our strategic briefing and give ourselves an opportunity to cover the areas we needed to evidence in a relatively short space of time. We also used the strategic presentation as a platform to establish what makes WYFRS different and unique from other FRSs, whilst incorporating the six Key Lines of Enquiry we were given at quite short notice following the discovery week.

"I believe internal communications with your staff and engagement with local stakeholders is key to the success of the inspection process. We used numerous tools for this process including: face-to-face meetings, internal social media (Yammer), internal magazine and intranet. We also did internal pieces to camera, Q&A sessions and provided reports and briefings for FRA members. The one thing I heard my service liaison officer repeatedly say to staff and stakeholders who engaged with inspection teams was: Be professional, Be honest, but most importantly, Be yourself. This appeared to work effectively and put people at ease.

"The nice thing before, during and after the inspection process was that actually we are a very self-aware service and there were not too many surprises. The areas that were highlighted by the inspection team were already being worked on to improve service performance."

What we changed as a result of each pilot inspection

We asked each of the pilot services for feedback. This was to understand their perspective on the inspection, and review our approach where appropriate. In Staffordshire, we asked questions of FRS staff straight after interviews and reality testing, to gain their immediate thoughts. We were keen to gather feedback on our methodology and approach, as well as the logistical challenges inspections can bring.

We incorporated all the feedback we received into our learning from the inspections themselves and refined our approach as a result. The changes we made after each inspection are set out below. We got better at applying the methodology through each pilot inspection; this is reflected in the volume of learning we extracted as they went on.

Pilot one – Suffolk Fire and Rescue Service

The pilot inspection in Suffolk was our first opportunity to test the methodology we had developed. It was also the first FRS inspection any of us had ever done.

Feedback from colleagues in Suffolk helped us to identify the need to introduce checkpoints – in our interviews and debriefing session – that looked for positive evidence and examples of good ways of working. As our purpose is to promote improvements, it was important to us to do this and include regular opportunities to do so.

We learned about the different roles, ranks and responsibilities. From this we revised our plans about who to speak to on inspection and increased the involvement of staff at all levels of the organisation. We also identified a gap in our evidence-gathering techniques in relation to incident command.

We inspect on behalf of the public and we write reports for the public. While in Suffolk, we identified the need to help our inspectors ask questions on behalf of the public. We need to ask the questions the public want to know the answers to.

We recognised the need to introduce an interview with the chief executive (or equivalent) in county council services. This helps to make sure we understand the operating context of the wider organisation of which the fire and rescue service is a part.

We also recognised the value of leaving enough time to carry out extra unplanned inspection activity. For example, in Suffolk we gathered useful evidence from observing incident command training.

Finally, we gave the chief fire officer, chair of the authority and the senior team a debrief. We learned that we need to design this process to be relevant and appropriate to the fire and rescue sector.

Pilot two – Staffordshire Fire and Rescue Service

In Staffordshire, we learned more about the value of making sure inspection staff know people's roles and responsibilities and interview them accordingly. We learned more about the differences between services and the value of engagement work led by service liaison leads in advance of inspection.

We worked with the service in advance of the fieldwork to negotiate the timetable of activity. Through this process, we learned more about the potential challenges some services may face in assembling focus groups of firefighters. We were able to test workable alternatives such as station visits.

We tested our ideas about how to gather evidence on the effectiveness of incident command. We learned that we had more to do to if we wanted to find evidence of the service provided to the public, rather than just the knowledge or competence of firefighters.

We also tested a different way of providing the debrief at the end of the fieldwork week. This involved a headline summary to the chief fire officer and a discussion about our evidence. This debrief was designed to involve more participation from the chief fire officer and senior team. We were able to test our understanding and evidence from the inspection through a more conversational approach to the session.

Pilot three – West Yorkshire Fire and Rescue Service

Having tested our methodology in the two previous pilot inspections, the West Yorkshire inspection was an opportunity to consolidate our learning and refine our approach. This inspection also helped us to understand what consideration we may need to give to metropolitan fire and rescue services.

We learned that we need to make sure we use language and terminology that is appropriate and relevant to the service we are inspecting. We established that we need to keep enough flexibility within the fieldwork week to accommodate extra interviews if we needed them. We also tried a much shorter version of the debrief and found it did not give enough detail to the chief fire officer and the team.

We continued to test and refine our approach to incident command evidence gathering. Finally, we acknowledged the limited value of using significant amounts of inspection time to carry out reality testing in relation to breathing apparatus, as this only relates to a limited part of the methodology.

Pilot data collection

It was important to us that we spoke directly to those who handle and collate data in services. In March 2017, we held three data workshops in London, Birmingham and Leeds to bring together FRS and HMICFRS analytical and data colleagues. All 45 services were represented. The workshops enabled us to talk through the data collection process and consult with experts, who offered valuable insight into our approach.

The data workshops provided a wealth of learning for the inspection team. Based on the feedback we received, we made several changes to our data collection approach. These included:

- removing some of the types of data in the collection – for example, staff turnover, return to work interviews, and the number of, and hours spent on, safe and well visits;
- providing more detail on what data we were collecting – how this should be broken down and the time periods the data should cover;
- allowing for the delay between the end of the financial year and the time when certain data (for example, HR and finance) becomes available; and
- providing an extra week for the first data return to allow for the time needed to gather the data.

Pilot data collection from the three pilot services took place in December 2017. This approach was developed to gather data that was not already available from other sources. It followed the data workshops and consultation with our FRS technical advisory group. As a result of initial feedback, we gave additional guidance about definitions where appropriate and allowed services to provide their own definitions in certain areas. We also split some questions (such as sickness data) by wholtime² and retained³, as we understood that it was more appropriate to collect this information separately.

In advance of the first round of full inspections, we have now issued the data collection request to all services.

² Wholtime firefighters are employed full time by the fire and rescue service.

³ Retained firefighters are also known as on-call or RDS (retained duty system) firefighters. They are paid to spend long periods of time on call. Usually they have other, full time jobs, but will attend a fire station within five minutes of an emergency call-out. For more information see:

www.fireservice.co.uk/recruitment/retained-firefighters/

Summary of learning

As well as the points above, other areas where we tested and refined our approach include:

- recognising the value of service liaison leads making early contact with each service to understand their operating context;
- testing different ways of involving retained staff, to reflect the important part they play in most fire and rescue services;
- including visits to prevention and protection teams during the fieldwork week, in addition to those already planned for the discovery phase. This followed feedback from pilot services who suggested we should spend more time on these areas;
- taking our police inspection technique of reviewing case files and evolving it into process reviews. This helps us to understand better how FRSs conduct prevention/protection activity;
- increasing the number of partner telephone interviews we conduct in the week prior to fieldwork. These interviews give us a valuable understanding of collaborative working arrangements and partnerships. We work with services to identify appropriate people to speak to;
- introducing an interview with the chief fire officer towards the end of fieldwork activity. This is an opportunity for inspectors to speak to the chief after conducting most of the fieldwork, and discuss what has already emerged;
- providing greater clarity on how to involve authority members in the inspection process;
- evolving how we test operational effectiveness to ensure we visit a broad range of duty systems and station locations across each service;
- evolving the reality testing of incident command to ensure it is not simply a test of competence, but covers all levels of command; and
- understanding the importance of listening to representative bodies as part of the inspection process.

Engagement and consultation

In addition to the pilot inspections, we undertook extensive consultation to develop our inspection approach. We did this through the following groups and interested parties.

External reference group

The ERG was established when we were preparing to take on fire and rescue inspections, and is still the main advisory group. Members include representatives from National Fire Chiefs Council (NFCC), chief fire officers, fire authorities, police and crime commissioners, the Local Government Association, Home Office and other interested parties. We held regular meetings regarding each step of the inspection process, to gain their insight and guidance. The group will continue to meet throughout the inspection programme.

Technical advisory group

The technical advisory group (TAG) was established in November 2017. The group advises us on the best way to gather and use evidence. Members of the TAG provided advice on the inspection methodology, data collection and analysis. They challenged our thinking and advised us about the practicality of our proposals. They also worked with us to identify solutions which could be incorporated into the inspection approach. The group will continue to meet throughout the inspection programme.

Subject matter expert networks

We arranged sub-groups of subject matter experts for each of the three pillars (effectiveness, efficiency and people). These experts gave us their time and advice to develop specific areas of evidence gathering and analysis for the inspection. This included:

- meeting the NFCC operational lead to identify reality testing opportunities;
- meeting the NFCC equality professionals group and NFCC lead for equality, diversity and inclusion to discuss the approach for inspecting organisational capability; and
- seeking the views of sector heads of finance on governance models to understand how to assess efficiency.

Members of the portfolio team contacted the networks to seek guidance, consulted individuals, and attended subject-specific meetings as required.

Consultation – public and FRS sector

We carried out two consultations with the public and the FRS sector:

A public consultation on our draft inspection programme and framework, and the FRS inspection question set.

This consultation was open from December 2017 to February 2018. We received 65 responses and were encouraged by the level of interest from the sector. Our analysis of the responses to each question showed that respondents were broadly happy with the approach and didn't propose any major changes. But areas where we could provide more information were highlighted. The following main themes emerged:

- inspecting the broader role of the FRS and collaborations;
- inspection of the fire authority/governance arrangements;
- consideration of funding for FRSs;
- comparisons between FRSs and possible benchmarking;
- effect of inspection on FRSs;
- emerging themes/thematic inspections; and
- considering the operating context of each FRS.

We made a small number of changes to both documents as a result of the feedback. The inspection programme and framework document was approved by the then Home Secretary on 27 March 2017 and published. We used the consultation feedback to amend the question set ahead of the pilot inspections.

A consultation with the fire and rescue sector on the draft judgment criteria.

This ran between the 11 April and 10 May 2018. We received 27 responses to this consultation. The main themes were:

- more information requested on whether the diagnostics will be weighted;
- clarification needed on whether there will be a scoring system applied to the judgment statements for each diagnostic;
- across a range of judgment criteria, some respondents were of the view that the criteria were ambiguous and open to interpretation;
- examples of each graded criteria should reflect FRS practices;

- concerns about the effect of inspection activity on the services; and
- how the judgment criteria will align with the new national framework document for FRSs.

We considered the responses and made some minor changes. The feedback we received was broadly supportive of the criteria. Most respondents were of the view that the draft judgment criteria were appropriate for assessing the fire and rescue service and could appropriately be applied to the range of governance models. They also felt there was enough differentiation between the judgment grades 'good' and 'requires improvement'.

We have now published the final methodology and judgment criteria that will be used in the first full round of FRS inspections (tranches one to three).

Her Majesty's Inspectors and members of the portfolio team also held meetings with representative bodies and sector experts, and spoke at sector conferences. We held a range of events, including:

- an introduction for chief fire officers, chairs of authorities, and others on 10 October 2017;
- an inspection preparation conference for service liaison officers (SLOs) on 31 January 2018; and
- data workshops in March 2018.

We have also held another conference for chief fire officers, chairs of authorities, and others on 30 May 2018 and a follow-up event for SLOs on 6 June 2018.

What services can expect from inspection

The next section outlines how we expect inspections to operate in most cases, based on the learning we gathered throughout the pilot inspections and wider consultation. However, in some cases involving urgency or unusual or exceptional circumstances, we reserve the right to depart from this approach.

Methodology development

Question set

We are inspecting fire and rescue services, rather than the governance arrangements provided by fire and rescue authorities. We are focusing on the service provided to the public by the fire and rescue service.

We have designed a bespoke inspection methodology for the fire and rescue sector. We have used our experience of inspecting policing where relevant. This is the first time we have undertaken a fully integrated inspection of a whole organisation. We developed the methodology with the ERG, and the wider fire sector.

As a result of this learning we:

- reflected that fire and rescue services are funded according to level of risk, not demand for services. We revised the relevant question set to focus on risk and moved it to the effectiveness section to reflect its operational relevance; and
- adapted the inspection approach to accommodate the range of FRS governance models, considering who we talk to as part of the inspection and how we can use data.

Judgment criteria

We will assess each English fire and rescue service, giving graded judgments for the three main areas in the inspection methodology of efficiency, effectiveness and people. Our categories of graded judgment are: outstanding, good, requires improvement, and inadequate.

The judgment criteria provide an indication of the expected levels of performance consistent with each grading. Judgment criteria allow our inspectors to make consistent assessments across services and for services to see what they are being graded against. The criteria will also allow the public to see what performance they can expect from FRSs. The criteria are examples to help inspectors to determine appropriate judgments. They are not intended to prescribe specific standards, relate directly to the sub-diagnostics, or to be exhaustive lists of how we expect FRSs to perform at these levels. They are designed to be characteristic of these levels.

We will not provide an overall judgment for each fire and rescue service in the first full round of inspections. The three pillar level judgments will give the public (and services) a clear and succinct summary of our findings and will help services improve where necessary.

We developed our judgment criteria with advice from the ERG and in consultation with the sector more widely.

Data collection for inspections

We will make sure our requests are proportionate, avoid duplication and result in us having a consistent and comparable dataset to support and inform our inspection activity. We consulted the Home Office, Chartered Institute of Public Finance and Accountancy (CIPFA) and all fire and rescue services directly to understand what data exist and what value they could bring to the inspection regime.

We are using the wealth of nationally-collected data about fire and rescue services for inspection purposes. The final data collection was issued to all 45 services in early April 2018. All services responded within the timeframe, and we are in the process of checking that data ahead of providing it back to services and using it to inform our first tranche of inspections. The collection was in three parts:

1. Service data already provided to the Home Office via the incident recording system (data on incidents attended, response times, etc.) and the operational statistics data collection (for example, workforce data and protection activity).
2. CIPFA data – financial data most services provide to CIPFA annually. Services that provided data to CIPFA in 2016/17 were asked to confirm accuracy and make any necessary corrections. The rest of the services were asked to provide these data.
3. HMICFRS data collection – this is the extra data we asked services to provide to inform the inspection.

We have also requested feedback from all 45 services, and will be analysing this to identify any improvements that can be made for future collections.

Evidence gathering techniques

In addition to the changes we made to our approach identified above, we also refined a number of ways we worked in other areas.

Document review and self-assessment

As part of our evidence gathering, inspectors review important documents relating to a service. There is a statutory requirement to publish certain documents, such as an integrated risk management plan (IRMP) and statement of accounts. There are also

similar documents in all services that cover aspects of their work – for example, prevention strategies, risk registers and workforce policies. It is inevitable with 45 services that there will be inconsistencies in titles of documents. We have worked with sector experts to make sure we are as accurate in our requests as we can be, and offer a description or clarification where we need to.

We tested a list of 51 documents with the pilot services, before issuing the final list of documents in April 2018 to the first tranche services. The number has stayed at 51. We have also set up the file sharing platform Huddle for all services, to make the process as easy as possible. If a service does not have the document or policy we are asking for, there is no need to create one for the inspection.

We will ask all fire and rescue services to complete a self-assessment in advance of the fieldwork. This is a valuable tool to help us understand the context a service operates in, the achievements, and the biggest problems faced as part of pre-inspection analysis. The self-assessment should form the basis of the strategic briefing. Again, we tested this approach with the pilot services and found it worked well.

Strategic briefing

The strategic briefing is the opportunity for the chief fire officer and their senior team to brief the HMI, service liaison lead and inspection team ahead of fieldwork. We also invite the lead governance member (chair of fire authority, police, fire and crime commissioner or equivalent) to attend. The briefing allows services to set out their overview of performance and any successes or areas for improvement. We expect the strategic briefing to take around three hours and be based on the self-assessment. We will provide lines of enquiry we would like services to cover in the strategic briefing.

We tested holding the strategic briefing in advance of fieldwork. This allowed time for inspectors to look at any areas identified during discovery or the fieldwork week itself. This worked well in pilot inspections, so we will keep doing it. The pilot briefings proved to be very effective, and provided inspection teams with the right level of detail and understanding to proceed.

Discovery

Ahead of fieldwork, we determined that inspectors need more time with services to gather evidence for the inspection. These visits, called discovery, will preferably happen before the strategic briefing and the fieldwork inspection week. Discovery is part of an inspection, although it will take place separately to fieldwork, and will help inform it.

We have refined the content of the fieldwork week and discovery phase to make sure there is a balance between the two.

Discovery will be specific to each service, but will include the following areas:

Prevention	Interview with prevention team manager to understand how prevent activities (for example, home safety visits and campaigns) are managed.
Protection	Interview with protection team manager to understand how fire safety audits and regulatory activities are managed.
Operational debriefs and critical event (people/wellbeing) debriefs	We will select and review a sample of debriefs from incidents considered critical, risk critical or significant, and those which could have resulted in potential stress or trauma to FRS staff. This is to review how learning is recorded and how the wellbeing of staff is managed.
Site specific risk information (SSRI)	We will interview the risk information team manager to understand how risk information activity is managed.
Grievance and complaints	We will review a sample of records relating to the grievance procedure. This will assess if due process was followed, including learning and staff wellbeing. We will need a member of staff to support this review.
Intranet/internet	We will need access to the FRS intranet to assess internal messaging to the organisation and ease of access to information. We will need a member of staff (potentially the SLO) to access the intranet and support this activity.
Competencies	We will review a sample of records relating to staff competency. We will need access to the database that holds staff competency and training/accreditation records. We will select and review a sample of records to assess whether staff are appropriately skilled and trained in line with their role and service expectations. We will need a member of staff with appropriate access rights to support this. This should not be a manager as the activity is reviewing records and we will interview the managers during fieldwork.
Command and control room	We will visit the control room and speak to operators and supervisors (at their desks). In the case of a collaborated

	control room, we will interview a manager too.
Retained stations	We will visit retained stations and speak to members of staff. These visits will be agreed with the SLO so appropriate notice and arrangements can be made.
Compliments and complaints	We will speak to the member of staff who manages this and then examine some of the records.

Debrief

The purpose of the debrief is to give the service an early indication of any findings. This would include any areas of concern. This debrief will cover:

- the evidence we started the inspection with and gained during the week;
- how we will consider that evidence to inform the report; and
- an opportunity for the chief fire officer to provide feedback on the inspection process.

We will continue to explore the debrief process with the sector, ahead of tranche one, to refine our approach.

Next steps

The first tranche of inspections began in June 2018. We are working with services to set up all related visits and meetings. We will conduct a rigorous moderation process, after which we will give draft reports to FRSs for pre-publication factual checking only. In autumn 2018, we will publish the final reports on our website. We will begin to work with tranche two services to set up inspections, which are due to begin in autumn 2018.

We are focusing on the services provided to the public. However, if something comes to light during the inspection that suggests the actions of the authority inhibit the chief fire officer from running an effective and efficient service, we will carry out an inspection of corporate governance. We are designing a model of inspection to use if we need to. This is in the very early stages and we will consult the fire sector and interested parties as it develops.

We will conduct a short staff survey. We will be conducting a survey of the public and their experiences of fire and rescue services. This work will be published at the same time as the first tranche of service reports.

Conclusion

As an inspectorate, we found the pilot inspections invaluable in shaping our methodology and approach. We are very grateful to all who have helped us to develop our inspections. This engagement will continue throughout the inspection programme, and we will update the sector on our progress.

Annex A

Consultation – our learning and your responses

Fire and rescue services inspection programme and framework 2018/19 consultation

The public consultation ran from 19 December 2017 to 19 February 2018. We asked 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 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?

We received 65 responses to the consultation, including 45 from fire and rescue services and authorities, six from representative bodies, eight from members of the public, and others including police and crime commissioners.

In response to the consultation, we added a sentence to the foreword of the programme and framework recognising that we will 'consider how fire and rescue services discharge the statutory functions of the fire and rescue authority as well as the wider work they do to ensure public safety'. The final document was published on 29 March 2018.

Draft judgment criteria consultation

We developed the judgment criteria with the ERG and sector experts. However, it was important we gave the whole service, and wider interested parties, the opportunity to review them. Our consultation on the judgment criteria, which ran between 11 April and 10 May 2018, asked three questions and allowed for general comments:

1. How can the draft judgment criteria be changed or improved?
2. How will these criteria work when assessing the range of governance models across fire and rescue services?
3. What else do we need to include to clarify the difference between the descriptors of 'good' and 'requires improvement' grades?

We will address the questions about the detail of the criteria with the sector at engagement events ahead of tranche one. We have reflected the feedback in minor changes to the published version.



COMBINED FIRE AUTHORITY

17 JULY 2018

GOVERNMENT RESPONSE: ENABLING POLICE AND CRIME COMMISSIONERS (PCCs) TO SIT AND VOTE ON COMBINED FIRE AND RESCUE AUTHORITIES

REPORT OF CHIEF FIRE OFFICER

PURPOSE OF REPORT

1. The purpose of this report is to make members aware of the Government's response to the consultation entitled 'Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities'.

BACKGROUND

2. On 27 November the Home Office launched a consultation entitled 'Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities'. The consultation proposed to take forward one of the strands of governance change, 'the representation model', introduced by the Policing and Crime Act 2017. The representation model enables PCCs to be represented on a Fire and Rescue Authority (FRA) and treated as a member of that authority with voting rights where the FRA agrees.
3. The Authority agreed a draft response to the consultation at its meeting on 21 December 2017. The Government published their response in May 2018 although it was not communicated to Fire Authorities until 13 June, a copy of the response is attached at Appendix A.

SUMMARY OF RESPONSES

4. In total 67 responses were received from FRAs, PCCs, Association of PCCs, the National Fire Chiefs Council (NFCC), members of the public and private companies. 20 of the 22 FRAs (91%) that took part in the consultation agreed with the proposed amendments to the combination schemes of Combined FRAs established or continued in existence under sections 2 and 4 of the Fire and Rescue Services Act 2004.
5. There were a number of FRAs that raised concerns in relation to political balance. FRAs are required to take membership into account when calculating proportionality in accordance with section 15 of the Local Government and Housing Act 1989. The requirements under section 15 would apply to each constituent authority and the FRA itself separately.

6. The response in the consultation outlined that it is up to the FRA to consider the impact of a PCCs membership locally and to determine how they wish to proceed. If the combination scheme allows, it is possible to go above the upper limit of members currently permitted by the scheme, with the new number being the maximum number of members of the FRA. An authority should keep their numbers under review to ensure that it is sufficient enough to allow effective scrutiny, while being focused, nimble, decisive and not over burdensome.
7. As CDDFRA is already at the maximum number of elected members permitted under the Combination Order, increasing the number of members would not be an option that could be considered should the Police, Crime and Victims' Commissioner (PCVC) request a seat on the Authority.
8. A number of respondents questioned whether or not a PCC should be able to appoint a deputy to represent them on the FRA given the option of appointing a non-elected substitute was not open to elected members. The consultation proposed that deputies would be able to speak on behalf of the PCC but not have voting rights. The Government's response outlined that Section 18 of the Police Reform and Social Responsibility Act 2011 enables a PCC to delegate certain functions to a Deputy PCC (DPCC) or arrange for any person not the DPCC to exercise these functions (a deputy). This would include enabling a deputy to attend and speak at meetings of the FRA where the PCC is unable to, and potentially enables a deputy to have voting rights (subject to amendments being made to the relevant combination scheme). These arrangements had already been implemented in Hampshire FRA, the only Combined FRA that has already had its amendment order altered.
9. A number of FRAs questioned the cost of PCCs being able to claim allowances and therefore increasing the cost of the Authority in a difficult financial climate. The Government's response was that the policy intention is that they would not expect PCCs to receive any additional allowance for being represented on a FRA. The rationale behind this intention is that the PCC would be represented on the FRA in their capacity as a PCC and would therefore be exercising their functions in that capacity. As they are already remunerated for their role and functions, they would not want the PCCs representation to increase the cost of governance of the FRA. It is proposed therefore that PCCs would be able to claim expenses but only in relation to their role as a PCC and not as a member of the FRA.

IMPLICATIONS FOR THE AUTHORITY

10. The Government has decided to vary the combination schemes of those Combined FRAs who have agreed to the proposed amendments. A negative statutory instrument (SI) will be drafted to make these amendments and it is then expected to be laid before Parliament in the autumn.
11. Two FRAs objected to the proposed amendments. As such, the Government intend to hold an inquiry under the provisions of the Fire and Rescue Services Act 2004, to better understand their concerns and to help come to a view on whether to make the proposed amendments to their respective combination schemes. An independent person has been appointed to consider the objections of FRAs, the position of other relevant stakeholders such as the PCCs and the Government's position and to then come to a judgement on the strength of objection. The inquiry was launched in May, with plans to publish an inquiry report and a Government response to the inquiry shortly after.

12. In the coming weeks the Government will start to engage FRAs who are supportive of the amendment on the draft negative SI to amend their combination schemes, and as part of that process they will seek the views of PCCs and FRAs on the issue of membership allowances for PCCs.
13. Locally, the PCVC (Ron Hogg) has stated, in writing, that he has no intention of pursuing a change to governance for the fire and rescue service nor does he wish to become a member of the Authority.

RECOMMENDATIONS

14. The Authority is requested to:
 - (a) **note** the contents of the report and the Government's response to the consultation;
 - (b) **note** that there will be further consultation in relation to the amendment of the combination schemes;
 - (c) **delegate** responsibility to consider and submit any further consultation responses that are required over the summer period to the Chief Fire Officer, following discussion with the Chair, Vice Chair and Clerk.

Stuart Errington, Chief Fire Officer, 0191 3755553

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Home Office

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

Summary of consultation responses and next steps

May 2018

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Foreword

Summary of consultation responses and next steps following the consultation on enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs).

I would like to thank all those who gave their time to respond and contribute to our consultation on the proposal to vary the combination schemes of Combined FRAs.

The responses demonstrate strong support among those directly affected for implementing the provisions of the 'representation model', with 91% of affected Combined FRAs agreeing to the proposed amendments.

This consultation was about ensuring that Combined FRAs can appoint a PCC with voting rights, and that the same level of transparency applies to Combined FRAs as it does to County or Metropolitan FRAs. Having carefully considered the consultation responses, the Government has decided to vary the combination schemes of those Combined FRAs who have agreed to the proposed amendments. A negative statutory instrument (SI) will now be drafted to make these amendments and it is then expected to be laid before Parliament in the autumn.

This sets a clear expectation for opportunities for closer working and cooperation to be implemented and encourage collaboration in areas where a PCC does not take on responsibility for local fire and rescue services. I expect each affected FRA to now carefully consider a relevant PCC's membership request should it be made. While the decision to grant membership rests with the FRA – and to be clear, neither the Government nor these amendments mandate the granting of membership - I see no substantive barriers to FRAs not agreeing to appoint a PCC as a member.

Two FRAs objected to the proposed amendments. As such, we intend to hold an inquiry under the provisions of the Fire and Rescue Services Act 2004 [the 2004 Act] to better understand their concerns and to help come to a view on whether to make the proposed amendments to their respective combination schemes. An independent person has been appointed to consider the objections of FRAs, the position of other relevant stakeholders such as the PCCs and the Government's position and to then come to a judgement on the

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

strength of objection. The inquiry will be launched in May, with plans to publish an inquiry report and a Government response to the inquiry expected shortly thereafter.

There are clear opportunities for collaboration to go further and faster and we are committed to supporting PCCs in seeking greater involvement in the governance of fire and rescue. I look forward to working with you all in the coming months and to seeing how this develops in local areas.

A handwritten signature in blue ink that reads "Nick Hurd". The signature is written in a cursive, slightly slanted style.

Nick Hurd MP

Minister for Policing and the Fire Service

Introduction

This document sets out the Government's response to the consultation on proposals to apply the 'representation model' to Combined FRAs established or continued in existence under section 2 and 4 of the 2004 Act through varying their combination schemes.

The Policing and Crime Act 2017 made various legislative amendments to enable PCCs to be represented on their local FRA (and/or its committees), with voting rights, subject to the consent of the FRA. This 'representation model' will enable PCCs to take part in discussions and decisions in a meaningful way to foster closer collaborative working between policing and local fire and rescue services. It is for individual FRAs to take the decision to grant membership when a PCC requests to become a member, and in interests of transparency FRAs are required to publish their decisions.

Combined FRAs established under sections 2 and 4 of the 2004 Act must have their combination schemes amended before the 'representation model' can apply. Where the Secretary of State wishes to proactively make amendments to an FRA's combination scheme, a period of formal consultation is required. Such a consultation started in November 2017 and closed on 15 January.

The Government has now completed a review of the responses, and a summary of the findings and how we intend to proceed is explained in this document.

Summary of responses

Summary analysis of responses

A total of 67 full or partial responses were received and analysed. The largest group responding to the consultation were representatives from FRAs, who contributed to just under a third of responses (33%).

Responses were also received from PCCs, Police and Crime Panels, the Association of Policing and Crime Chief Executives, National Fire Chiefs Council, members of the public and private companies.

All of the affected Combined FRAs responded to the consultation¹. 20 of the 22 authorities that took part in the consultation (91%) agreed with the proposed amendments to the combination schemes of Combined FRAs established or continued in existence under sections 2 and 4 of the 2004 Fire and Rescue Services Act. Two FRAs (9%) objected to the proposed amendments.

Those agreeing with the proposed amendments highlighted a number of benefits of applying the 'representation model' to Combined FRAs:

- *It will provide a reliable mechanism for fostering and safeguarding effective collaborations between emergency services in a way that can contribute meaningfully to public safety. - Fire and Rescue Authority*
- *It will streamline the process for enabling PCCs to become a member of the FRA with voting rights, and potentially drive increased integration and shared services between police, fire and constituent authorities. - Local council*
- *It will help enhance existing working relationships between the fire and police services at governance level. - Police and Crime Commissioner*
- *It will further develop collaborative relationships for the benefit of communities in areas where PCCs are already members of FRAs (on an informal non-voting basis). - Police and Crime Commissioner*

¹ Hampshire FRA is currently the only authority that has had their combination scheme amended to implement the representation model.

A number of themes emerged from FRAs who either sought further information during the consultation, or who did not agree with the proposed amendments. This included issues regarding political balance, membership numbers, extending the right to a PCC to appoint a deputy to attend meetings of the FRA where the PCC is unable to, and membership allowance.

These issues are discussed below:

Retention of political balance and membership numbers

- *A number of FRAs raised that membership numbers are based on a ratio formula of population (by constituent authority) and then constituted with political balance. It was suggested that adding the PCC as a member could have an impact on political balance where there is more than one constituent authority. The FRAs also added that the proposal lacked guidance on how political balance could be retained to ensure a consistent approach across all Authorities.*

The Home Office offered further clarification in response to the concerns around retaining political balance, should the PCC request to become a member of the FRA with voting rights.

FRAs are required to take membership into account when calculating proportionality in accordance with section 15 of the Local Government and Housing Act 1989. The requirements under section 15 would apply to each constituent authority and the FRA itself separately.

It is up to the FRA to consider the impact of a PCC's membership locally and to determine how they wish to proceed. If the combination scheme allows, it is possible to go above the upper limit of members currently permitted by the scheme, with the new number being the maximum number of members of the FRA. An authority should keep their numbers under review to ensure that it is sufficient enough to allow effective scrutiny, while being focused, nimble and decisive and not over burdensome.

Deputy PCCs

- *The majority of FRAs did not express concerns about extending the right to a PCC to appoint a deputy (DPCC) to attend meetings of the FRA where the PCC is unable to. However, while some FRAs recognised that the DPCC would not have voting rights, they had concerns that the DPCC would have the opportunity to speak and influence decisions. The concern was that elected members did not have the same entitlement to be substituted by an unelected deputy. Some PCCs, however, felt a deputy should have the right to vote, particularly where there is more than one FRA in the police force area in order to allow for effective engagement and collaboration.*

In response to concerns around arrangements for deputyship, the Home Office clarified that Section 18 of the Police Reform and Social Responsibility Act 2011 enables a PCC to delegate certain functions to a DPCC or arrange for any person not the DPCC to exercise these functions (a deputy). This would include enabling a deputy to attend and speak at meetings of the FRA where the PCC is unable to, and potentially enables a deputy to have voting rights (subject to amendments being made to the relevant combination scheme).

Hampshire FRA is currently the only combined authority who have had their combination scheme amended to implement the representation model. The proposed amendments mirror what has already been placed in the amendments to the Hampshire Order (see Annex A). In line with the Hampshire Order, our policy approach to Combined FRAs is to enable a PCC to delegate to a deputy to attend and speak at FRA meetings, but that this deputy does not have any voting rights and will not be treated as a member of the Authority for any purpose, for example being part of the meeting quorate. This is owing to FRAs comprising of elected individuals, who do not themselves have similar rights to delegate to an unelected official as exists for PCCs. This deputy will be accountable to the PCC and speak on their behalf. We have sought to carefully balance the two legislative frameworks and believe this to be an appropriate position to take.

Membership allowance

- *Some authorities highlighted that they were under pressure to reduce FRA membership in order to demonstrate savings and were therefore, reluctant to increase the number of members to accommodate the PCC.*

We have carefully considered the views of FRAs on membership allowances, and our policy intention is that we would not expect PCCs to receive any additional allowance for being represented on an FRA. The rationale behind this intention is that the PCC would be represented on the FRA in their capacity as a PCC and would therefore be exercising their functions in that capacity. As they are already remunerated for their role and functions, we would not want the PCC's representation to increase the cost of governance of the FRA.

PCCs would therefore be able to claim expenses but only in relation to their role as a PCC and not as a member of the FRA. This would ensure that PCCs can claim what they reasonably require, but not at an additional cost to the FRA.

Next steps

The Government has considered the consultation responses, and has decided to draft a negative statutory instrument to amend the combination scheme of FRAs who are supportive of the amendment. The statutory instrument is expected to be laid before parliament in the autumn.

In response to the objections to the proposed amendments from two FRAs, the Home Office intends to launch an inquiry under the provisions of the 2004 Act to better understand their concerns and to help come to a view on whether to amend the respective combination schemes.

The 2004 Act does not specify how the inquiry should run; therefore the Home Office will determine the process, which is intended to be underpinned by the principles of impartiality, fairness and transparency. This will involve the appointment of an independent person to consider the objections of the FRA. This independent person will be required to engage with the relevant FRAs to better understand their objection, and to consider other consultation responses within an FRA's area, such as those from the local authority(s) or the PCC, though it will be for the inquiry to determine whether to meet these stakeholders.

The inquiry will also consider the views of the Government and assess any other relevant material and to then come to a judgement on the strength of objection. Due to the inquiry being targeted at a small number of authorities we expect the inquiry to be time-limited. The inquiry is expected to be launched in May, with plans to publish an inquiry report and a Government response to the inquiry shortly thereafter.

In the coming weeks we will start to engage FRAs who are supportive of the amendment on the draft negative statutory instrument to amend their combination schemes, and as part of that process we will seek the views PCCs and FRAs on the issue of membership allowances for PCCs. One of the two FRAs which objected raised this as a concern so we would anticipate that the independent inquiry will also look to explore this.

We would also welcome any views on membership allowance from local Government representatives, and County and Metropolitan FRAs where the representation model already applies.

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

Please send in your comments in by Friday 29 June.

All enquiries regarding this publication should be sent to us at Nurjahan.Begum5@homeoffice.gsi.gov.uk

List of organisations responding

Association of Policing and Crime Chief Executives
Avon Fire and Rescue Authority
Avon and Somerset Police and Crime Commissioner
Bedfordshire Fire and Rescue Authority
Bedfordshire Office of the Police and Crime Commissioner
Berkshire Fire and Rescue Authority
Buckinghamshire & Milton Keynes Fire and Rescue Authority
Cambridgeshire Fire and Rescue Authority
Cheshire Fire and Rescue Authority
Cheshire Police and Crime Commissioner
Cleveland Fire and Rescue Authority
Cumbria Police and Crime Commissioner
Derbyshire Fire and Rescue Authority
Devon and Somerset Fire and Rescue Authority
Dorset and Wiltshire Fire and Rescue Authority
Dorset Police and Crime Commissioner
Durham County Council
Durham and Darlington Fire and Rescue Authority
East Sussex Fire and Rescue Authority
Harrogate Borough Council
Hartlepool Borough Council
Hereford and Worcester Fire and Rescue Authority
Humberside Fire and Rescue Authority
Humberside Police and Crime Commissioner
Jones Lang LaSalle Property Management (Fareham, Hampshire)
Kent and Medway Fire and Rescue Authority
Leicestershire Fire and Rescue Authority
Lancashire Fire and Rescue Authority
Members of the public
National Fire Chiefs Council
Northumbria Police and Crime Commissioner
North Yorkshire Fire and Rescue Authority
North Yorkshire Police and Crime Commissioner
Nottinghamshire Fire and Rescue Authority
Nottinghamshire Police and Crime Commissioner
Office of the Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly
Office of the Police and Crime Commissioner for Kent
Office of the Police and Crime Commissioner West Yorkshire
Shropshire and Wrekin Fire and Rescue Authority
Shropshire Council
South Gloucestershire Council
Stoke-on-Trent Fire and Rescue Authority

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

Staffordshire Fire and Rescue Authority

Sussex Police and Crime Commissioner

West Mercia Police and Crime Commissioner

Wiltshire County Council

Wiltshire and Swindon Police and Crime Commissioner

Annex A: The proposals

The proposed changes will be to each Combined FRA combination scheme to ensure that the representation model applies to all types of FRAs in England.

Respondents were asked to comment on the following proposed amendments;

A. Subject to paragraphs B and C, the Authority may appoint a relevant police and crime commissioner to be a member of the Authority.

B. A relevant police and crime commissioner may only be appointed as a member of the Authority in response to a request by the commissioner.

C. If a relevant police and crime commissioner makes such a request the Authority must—

- (a) consider the request,
- (b) give reasons for its decision to agree to or refuse the request, and
- (c) publish those reasons in such a manner as it thinks appropriate.

D. Paragraph E applies where the Authority appoints a relevant police and crime commissioner to be a member of the Authority and the police and crime commissioner makes arrangements under section 18 of the Police Reform and Social Responsibility Act 2011⁽²⁾ to delegate their attendance at a meeting of the Authority.

E. A person who attends a meeting of the Authority on behalf of a relevant police and crime commissioner—

- (a) may speak at the meeting but not vote, and
- (b) is not to be treated as a member of the Authority for any purpose.

The above amendments will;

A – Enable a PCC to be appointed with voting rights;

B – Set out this provision can only take place after a request has been made by a PCC;

C – Set out the process for making such a request;

D and E – Enable a PCC to delegate to a deputy to attend and speak at FRA meetings, but that this deputy does not have any voting rights and will not be treated as a member of the Authority for any purpose, for example being part of the meeting quorate. This is owing to FRAs comprising of elected individuals, who do not themselves have similar rights to delegate to an unelected official as exists for PCCs.

⁽²⁾ 2011 c. 13; section 18 was amended by paragraphs 52 and 53 of Schedule 7 to the Localism Act 2011 (c. 20) and paragraphs 115 and 116 of Schedule 12 to, the Local Audit and Accountability Act 2014 (c. 2).

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

These amendments will enable a PCC to have representation on their local FRA and/or its committees, with voting rights; this will be subject to PCCs requesting to sit on the FRA and the FRA agreeing. The FRA will be required to publish their response to ensure transparency. The provisions will enable a PCC to be a member of the FRA until there is either a vacancy in the OPCC or if there were to be no vacancy in the office before then, the day on which their term of office as PCC would end.

To note, there will be some minor consequential amendments as necessary to ensure these provisions apply as intended in the context of the rest of the combined FRAs combination scheme.



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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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