Succession Planning in UK FRS

1. Background
   1.1. We know leadership at all levels matters. It’s clear (and supported by research) that having a well-led organisation creates greater engagement, higher performance and improved community outcomes. But why does managing succession or talent matter?

   1.2. Delivering an excellent service to our communities, and being able to thrive in a constantly evolving environment relies on having people with the capabilities, commitment and behaviours needed for current and future organisational success.

   1.3. This means ensuring the right people are in the right roles, with the right values and behaviours but also that these people have access to the right opportunities, exposure, stretch and development to reach their potential, whether this be in their current role or for a future role.

   1.4. Fire and Rescue Organisations are going through turbulent times as they face changing demands. The need for a broad range of talent from firefighting professionals to IT, Strategic HR, procurement, Business Safety means each Service needs to forecast the type and number of people it needs. Beyond that it also needs to nurture and develop all of its employees and ensure leaders for the future.

2. Definitions and Approach
   2.1. The major difference between human resource planning or workforce planning and succession planning/talent management lies in the approach to each.

   2.2. HR Planning is a macro-level approach dealing with the workforce in general, aiming to ensure that the organisation has the required number of personnel with the required skills at the required time. It is a straightforward cut-and-dried approach and does not concern itself with any specific employee on an individual basis. Human resource planning (HR Planning) concerns itself with the quality and quantity of the entire workforce whereas succession planning concerns itself with the competence of a person in a specific post.

   2.3. Succession Planning is a micro-level approach concerned with individual employees on an individual basis, for the eventuality of the incumbent leaving at a future time that is still uncertain and indefinite. The process of identifying and developing potential future leaders or senior managers, as well as individuals to fill other business-critical positions, either in the short- or the long-term. As well as training and development activities, succession planning programmes typically include the provision of practical, tailored work experience relevant for future senior or key roles. The aim is for the organisation to be able to fill key roles effectively if the current post holder were to leave the organisation.

   2.4. The Chartered Institute of Personnel and Development (CIPD) definition of Talent Mgt is: ‘Talent management seeks to attract, identify, develop, engage, retain and deploy individuals who are considered particularly valuable to an organisation. By managing talent strategically, organisations can build a high performance workplace, encourage a learning organisation, add value to their branding agenda, and contribute to diversity management.’
2.5. Each Service will choose whether it wants to use the word talent or succession and whether:

A. You want to apply a whole organisation approach - roles, not jobs – the use of pools

2.6. While some jobs will always require specialists, there is a growing focus on identifying and developing groups of jobs to enable potential successors to be identified for a variety of roles. So jobs might be clustered by role, function and/or level so that the generic skills required for particular roles can be developed. The aim is to develop pools of talented people, each of whom is adaptable and capable of filling a number of roles. Because succession planning is concerned with developing longer-term successors as well as short-term replacements, each pool will be considerably larger than the range of posts it covers.

2.7. Modern succession planning looks quite different from the old version, with a broader vision, greater openness and diversity and closer links to wider talent management practices. For example, progressive organisations who adopt an inclusive whole workforce approach to managing and developing talent will look to identify business critical roles at multiple levels within their organisation.

2.8. Or

B. Identify the business-critical positions or roles in the organisation for which potential successors are needed.

2.9. It’s possible for succession planning schemes to include individual senior or key positions or to take a more generic approach targeting a ‘pool’ of positions for which similar skills are required. One example could be non-leadership technical roles that could leave an organisation vulnerable, if unfilled promptly. Succession planning typically covers the most senior jobs in the organisation, together with short-term and longer-term successors for these posts. The latter group are in effect on a fast-track and may be developed through job moves or secondments within various parts of the business.

2.10. This focus on the most senior posts means that even in large organisations, only a few hundred people at any given time would be subject to the succession planning process. The relatively low numbers involved can help make the process more manageable.

3. Some Considerations

Insiders’ versus ‘outsiders’

3.1. All organisations need new recruits directly at senior levels to bring in new ideas and approaches to newly-created or unanticipated roles. Many, however, seem to rely either too much on outsiders or too much on insiders, suggesting that it is difficult to find the right balance.

3.2. It’s also sometimes argued that outsiders should not be brought in at board level but somewhere below it, so that people with outside experience can become accustomed to the corporate culture and undergo development before making the next step up. Others, though, argue that if an objective business case can be made for bringing in outsiders at board level, this should be done where appropriate, and in particular that a failing business needs to recruit from outside - and to be seen to be doing so - to satisfy stakeholders.
3.3. Secondments need to be used more to provide such opportunities, especially when an organisation is working with increasingly flat structures. Services can benefit from both inward and outward secondments as these can be a very useful way of providing development to meet both individual and organisational needs and sharing knowledge across the business. However, secondment opportunities must be properly planned and supported throughout their duration in order to ensure their success.

**Openness, fairness and diversity**

3.4. Employees need to understand the succession process. Transparency should be given to the methods used to judge potential successors and the kinds of jobs that are considered suitable for each individual. Hence the previously confidential nature of the succession planning process has been reduced, and advertising of senior internal jobs is more common.

3.5. With openness should go fairness; objective assessments of all available candidates need to be made, and succession development committees (under a variety of names) exist in many large companies to review and challenge key talent and succession plans and to examine how to improve the process.

3.6. All employees need to feel empowered to grow or they may opt out of the succession process. Valuing diversity means we as employers are increasingly aware of the need to ensure that diverse talents are properly developed and that diversity considerations are built into talent development strategies.

3.7. The modern version of succession planning takes account of the growing recognition that people need to make their own career decisions and to balance career and family responsibilities.

3.8. Identification of talent should not be exclusive to full-time employees and should recognise the growing requirements of both employees and employers for flexibility in employment contracts. Flexible working options can also be attractive for new talent, especially as employee expectations have changed in recent years with regard to their jobs, careers, progression and work-life balance. The adoption of flexible working practices can enhance the effectiveness of succession planning programmes by increasing the available talent pool.

**Honesty**

3.9. Sometimes the hardest thing is starting the conversation about what people really want to do, their broader career aspirations and life goals and what they are capable of. It is also the most critical rule that people must not be lead on to believe they will gain promotion if they are not ready or indeed do not have the right skills. Age needs to be handled sensitively and in recognition of bias and challenging of stereotype, i.e. Older workers may still ambition and younger workers may have great management skills.

**Harness your senior workers’ expertise**

3.10. Think about how senior workers can pass on their skills and expertise, so it doesn't leave your Service when they do. If you're considering a business leader or senior manager’s succession, could they work alongside their successor for 6-12 months, then continue part-time in a mentor-style capacity to support key decisions as and when required? Be sure to allow enough time for them to pass on their contacts, business and client insight, processes, tips and to help smooth over any issues while they're still around. Could older workers at any level of the business help with inducting and training new staff? Whether the focus is on using equipment or customer service, their experience and insight can be invaluable – so don't waste it.
Develop your Deputies
3.11. Don’t assume succession is a simple matter of a deputy stepping up to a leadership position when a leader retires. Deputies can sometimes be more used to working in the wake of their leader, and haven’t had enough opportunity to be challenged in the leadership role before actually stepping up to the position permanently. So invest in their learning, development and leadership training before that leader retires, and give them the opportunity to make key decisions, coached by their leader if necessary.

Find an effective way for generations to learn from each other
3.12. From younger workers training older colleagues in using technology and social media, to innovative approaches like reverse mentoring, there are plenty of ways older workers can develop further to sharpen their talents and keep their skills fresh.

3.13. Senior workers need the humility to accept that younger, less experienced colleagues may be able to see a faster, better way of doing something.

3.14. It’s not just about technology – from ideas generation to new approaches for customer service, older workers should embrace the fact that you’re never too old to learn. Be prepared to experiment; try new approaches and then evaluate how they worked, so both sides can learn from the experience. It’ll promote positive communication and collaboration.

Flexibility
3.15. Your succession plan doesn’t have to be carved in stone; it’s an evolving conversation, not a binding contract. Update it regularly as circumstances change. Both the business and the individual will need the flex to adapt to the unexpected – but doing this within a clear strategy is always more effective.
NFCC People Programme
Apprenticeship Strategy
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Purpose

Through the People Programme, the National Fire Chiefs Council (NFCC) has made substantial progress to support workforce reform. This NFCC Apprenticeship Strategy aims to support fire and rescue services (services) as they work to match their capabilities and capacity of their changing role and the demands placed upon them.

The new apprenticeship standards provide an opportunity to bring consistency in how services train and assess staff.

As part of the NFCC People Programme, the apprenticeships project aims to:

- Provide support and guidance for services as they implement and embed apprenticeship
- Coordinate the development of any further apprenticeship standards
- Look at the viability of establishing a sector-led End Point Assessment Organisation / Assurance body

The purpose of this strategy is to set out how the NFCC will be achieving these aims and supporting services by coordinating development and implementation of the new apprenticeship standards.

Aims

The aim of this strategy is to support services in meeting the government requirements relating to apprenticeship programmes and the use of apprenticeships as they build their workforce capabilities and ensure staff flourish in their careers. We will create an environment which encourages collaboration and information sharing amongst services, whilst centralising the things that are agreed as appropriate and supporting regional approaches where they are not.

To do this, the intention is to coordinate the development of a variety of apprenticeships. These would cover entry-level skills to higher and degree level apprenticeships, open to both new recruits and existing staff, as an opportunity to learn new skills or retrain.

Apprenticeships present an opportunity to improve the diversity and inclusivity within workforces. They provide an entry route for people from all backgrounds irrespective of educational attainment. They also provide retraining opportunities for existing staff who may wish to follow a career path within the fire and rescue service which differs from when they were initially employed. This approach removes some of the barriers that may be currently dissuading new starters from applying and may be hindering members of the existing workforce from developing their careers.

Apprenticeships are part of a blended approach to career progression which is being addressed through the NFCC People Programme. Providing clear career pathways for employees allows them to understand what is required to progress from one role to another.

This consistent approach to career progression and training also enables easier movement of staff between services because their skills, knowledge, competence and behaviours will be more readily recognised nationally, reducing the need for individual services to re-train individuals transferring from other services.

Broader considerations

In providing clear pathways for career development for apprentices and to meet the objectives of promoting and enhancing the delivery of a competent, safe and well-motivated workforce, the strategy recognises that its success is founded upon the high quality provision of:

- Selection standards for those seeking entry to a fire and rescue service apprenticeship;
- Training and development;
- Transparent, appropriate and fair occupational standards
Assessment and support

Similarly, the strategy recognises that recruitment and especially retention are dependent upon:

- Good terms and conditions;
- Certainty of continued employment by the fire and rescue service during and after the lifetime of the apprenticeship;
- Respect for the individual apprentice as a valued member of the fire and rescue service team who is entitled to and enjoys equal status with other members of the team;
- Appropriate and good levels of pay and reward.

This strategy does not seek to establish alternative pay rates, pay structures, or wider terms and conditions to those established through the NJC.

Benefits

Benefits management processes provide all programmes within the NFCC Central Programme Office (CPO) with a framework to ensure that the identified benefits of an initiative are clearly articulated, measured, managed and evaluated.

During the initiation stage of each programme and project, a detailed list of the benefits and dis-benefits are identified, documented in a benefits profile and mapped to the initial high-level benefit identification.

This strategy sets out the high-level benefits of the apprenticeships project. Throughout the lifecycle of the project, these benefits will be tracked, and progress will be reported to the project board. Following the project closure, the long-term benefits will continue to be monitored and reviewed by the CPO Benefits Manager.

The use of apprenticeship standards forms part of a blended approach to training which has the potential to help increase diversity in services and drive workforce reform.

By taking a national approach to apprenticeships, we can deliver them more efficiently and services can utilise them to achieve a more diverse and representative workforce. The use of nationally recognised apprenticeship standards will also bring about consistency in how staff are trained and are assessed as competent.

Apprenticeships provide an opportunity for the services to develop the skills of their workforce and to provide people, from all backgrounds, with the opportunity to obtain both job-specific and transferable skills that will contribute to their achievement in the workplace.

Incorporating high quality apprenticeships into a Service’s workforce development plans should provide a valuable contribution to those Services delivering a competent, safe, well-motivated and increasingly diverse workforce.

By collaborating, and coordinating aspects of apprenticeships nationally with contributions from all fire and rescue services, we can achieve a range of benefits:

1. **Social return on investment** – recruiting apprentices from the local community benefits both the community and the local service, enhancing the workforce profile and improving diversity.

2. **Economic efficiencies for services** – utilising the national apprenticeship standards could result in cost reductions for services and lead to workforce reforms.

3. **Clear career pathway** – we can attract individuals from a more diverse range of cultures, selected by suitability and on merit for the roles we have, and show clear routes for career progression. This enables the services to become employers of choice.
4. **Consistent approach** – collaborating to develop national apprenticeship standards brings about consistency in training approaches and requirements of our staff. Apprentices can be assured that by following the national apprenticeship standards their skills, knowledge and experience will be recognised across the country, should they wish to transfer. Use of apprenticeships saves services time, effort, and money for both development and procurement, and enables easier staff mobility.

5. **Raising professional standards within the sector** - we will help apprentices and staff develop strong professional capabilities and be part of a highly capable, skilled and engaged fire and rescue service. This includes developing profession-oriented apprenticeships which are fire specific. Where there is a need, we will work to develop modules to enhance existing management apprenticeships. Use of the apprenticeships will ensure apprentices receive high quality training and feel engaged throughout their career. This includes working with reputable training providers, complying with apprenticeship standards and considering collaborative solutions.

6. **Cultural change** – to ensure that apprenticeships are a key component of an inclusive fire and rescue service that reflects the society it serves. By focussing on the transferable skills and consistency in the way we deliver apprenticeships, this will lead us to embrace diversity within our workforce. We will work together to attract the right individuals based on merit, and potentially form a more diverse range of cultures who are right for the job.

**Background**

The Government reform agenda seeks to upskill the nation. Its driving mission is to create a country where everyone has the chance to go as far as their talent and hard work will allow, regardless of background, and for every young person to be offered either an apprenticeship or university place.

New apprenticeships standards have replaced the previous apprenticeship frameworks across all sectors. The apprenticeship standards are occupation-focused; they are not qualification-led. The learning happens throughout the apprenticeship, and the apprentice is assessed at the end to prove that they can carry out all aspects of their job. During the apprenticeship, they will develop transferable skills and gain credibility too.

The NFCC People Strategy sets out a commitment to ensure the services workforce are able to meet the challenges the services will face, both immediately and in the future. This apprenticeship strategy sets out to support both the vision and aspiration of governments and the NFCC.

The requirement for a collaborative strategic approach to services’ apprenticeships has been led by the NFCC People Programme and has received buy-in from the majority of fire and rescue services.

The apprenticeships project seeks to demonstrate the efficient and effective use of resources, whilst being flexible enough to accommodate a wide range of individual services’ requirements.

**Expectations**

The government has set targets for all sectors to adopt the new apprenticeship standards in the form of the apprenticeships reform agenda. For the public sector, the government wants to increase the number of apprentices in delivering world-class public services. In April 2017, the Government placed targets on public sector bodies for the employment of apprentices. The target is for 2.3% of the headcount of all organisations within a sector to be apprentices by March 2022. Public bodies in scope include the NHS, local authorities, schools, police forces, fire and rescue services, the armed forces and the Civil Service.

The government agenda is a positive opportunity to support delivery of key elements of the People Strategy 2017-2022, improving workforce diversity. Nationally, up to a third of whole-time firefighters are predicted to retire in the next three to five years. It is anticipated that apprenticeships
will form a key element of refreshing the workforce as part of a blended approach to individuals delivering their workforce plans; which also seek to match capabilities and capacity with diversified service provision and better alignment with local risk and demand profiles.

The government is supporting this target through a levy which is taken from tax on UK employers which can be used to fund apprenticeship training. In the current (2018/19) tax year it is payable by all employers with an annual pay bill of more than £3 million at a rate of 0.5% of their total pay bill.

The target for the fire and rescue service is to see 4000 staff follow an apprenticeship by 2022. This equates to 2.3% of the workforce in the English fire and rescue services.

Whilst the targets and the levy payment percentage rules are the same for England and the Devolved Administrations, rules covering how the levy can be used in the Devolved Administrations are different to those in England. The following link clearly sets out the differences How will the Apprenticeship levy and devolution work? - TLT LLP

The government will regularly collect data from all sectors to measure progress.

It is critical that reliable data on apprenticeships is recorded by services to help establish a baseline for where we are now as a sector, so that we can plan where we need to be in the future and how we are going to get there.

**Current Challenges**

Fire and rescue services have an ageing workforce, and they are not maximising the diverse talent and potential of the wider communities they serve. They each need to achieve a sustainable workforce to address the local risks they are expected to respond to. And the recruitment and retention of the on-call workforce continues to present a particular challenge.

Currently, services attract and train new recruits differently. This locally driven approach has resulted in inconsistencies and experience has shown that services generally re-train staff that move from one service to another rather than being able to acknowledge/accredit the training the individual has already undergone during their employment in their previous fire and rescue service.

The governmental drive to embed the apprenticeship standards has placed an onus on the sector to utilise apprenticeships as best they can. However, there are issues with the apprenticeship model overall which are related to the very specialist nature of the fire and rescue service. It is recognised that there remains some practical complexities in applying the apprenticeship to aspirant new entrants into the fire sector for employment on fire and rescue duty systems not least the Retained Duty System (on-call).

There are some associated structural issues which need to be addressed:

- We no longer have a national training centre or college;
- We do not have current national exams;
- All services generally train their own staff in their own training facilities, although some collaborative approaches exist;
- The standardisation that was intended through the use of national rolemaps and National Occupational Standards (NOS) has been countered by the variance in local approaches

Only those individuals with the right levels of experience, skills and current knowledge are appropriate to both teach trainee operational firefighters and assess their competence.

The requirement for those providing training to become official training providers has implications. The lack of an obvious End Point Assessment Organisation (a required process for all apprenticeship standards https://www.gov.uk/guidance/register-of-end-point-assessment-organisations ) also presents services with some challenges. Therefore, the ability for the services to fully adopt apprenticeships is complex when compared to other professions.
Delivery

The apprenticeship project is formed of a small team with appropriate governance to monitor progress and quality of work. The CPO provides the project management capability, and other team members are drawn from services; represent specific areas of interest; or provide subject matter expertise related to the project aims.

Whilst services will need to develop their own approaches to adopting apprenticeships, the project team will aim to coordinate what work is appropriate at a national level to deliver apprenticeships, the apprenticeship project team will:

- Provide support and guidance for services as they implement and embed apprenticeships
- Coordinate the development of any further apprenticeship standards
- Look at improving procurement options for services
- Look at the viability of establishing a sector-led End Point Assessment Organisation.

The development of these initiatives will involve discussions with all relevant stakeholders.

Development Approach

The approach the project team will take to the development of apprenticeships and the project outputs will:

- **Clarify what is in place already, using existing apprenticeships where available and appropriate** - assessing apprenticeships for new starters and to upskill existing staff from the fire specific or generic standards available.

- **Identify the gaps** in existing apprenticeship frameworks and standards, and form a plan to develop new apprenticeships where there is a need

- **Align apprenticeships to career pathways and professional standards** – we will consider where apprenticeships can be aligned to our career pathways, to enable new and existing staff to progress their career with the fire and rescue service.

- **Look to collaborate where we can** – to ensure we understand what we need to do at different levels, working centrally, regionally and locally.

- **Look to partners** to explore the potential of using what exists in other sectors or the potential for collaboration on anything new.

- **Communicate** - We will regularly communicate and engage with services and other stakeholders to consult and to provide updates on the project work.
1. **Summary**

1.1. The HMICFRS improvement objectives have again highlighted that we need to keep working to make our workplaces and processes more inclusive and improve the diversity of our people. Although progress has been made in this area and there is clear indication of commitment, more is required, and the finding was not unexpected. Glenn Askew along with Nicky Thurston have started developing a strategy that will help frame a more detailed plan of work. The strategy sets out to describe a co-ordinated approach to building on what we know, providing clarity about the meaning and benefits of inclusivity, sharing good practice, and ensuring that we are able to make decisions based on evidence rather than assumption.

1.2. The Programme Board is conscious there have been a number of strategies and frameworks that have come before it and does not expect this strategy to include any surprises, although hopes it benefits from the latest thinking on the subject. However, stating our intention is important and will initiate debate on the crux of the matter which is: how to effect genuine change in an area that continues to challenge the fire and rescue service.

2. **Consultation**

2.1. In order to get engagement at a strategic level, the programme board has decided to submit this consultative draft of the strategy through the governance process to encourage engagement at all levels and across the sector. This approach will also initiate debate on what needs to be done at a local level and will help the programme identify the guidance and tools that will support its implementation within fire and rescue services. This will take the form of a supporting delivery plan covering the next two years.
NFCC People Programme
Inclusion Strategy

Version 3 SA
Date: August 2019
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Position statement September 2019

The national people strategy has six main objectives which all contribute to creating an inclusive and positive workplace:

- Strengthen Leadership and Line Management to support organisational change and improved community outcomes
- Developing cultural values and behaviours which make the Fire & Rescue Service a great place to work for all our people
- Ways of working that are able to respond to service needs
- Provide excellent training and education to ensure continuous improvement of services to the public
- Continue to support the Health and Well-being of all our people
- Strengthen our ability to provide good service by diversifying our staff and creating a fair & equal place to work

- All FRS have a local Workforce strategy either using part/whole of the national strategy so there is alignment of objectives across the Sector. The needs, expectations and composition of our workforce and communities are changing and all FRS are tackling both recruitment and retention issues. Increasingly the fire sector is looking to innovate in order to develop more flexible, sustainable service delivery models and innovative methods of engagement.

- All FRS have signed up to the Fire Inclusion Group Diversity MOU, MIND Time to Change Pledge and other initiatives such as HeforShe are gaining momentum. These all suggest commitment is strong and now we need to harness actions which are evaluated and proven to be effective.

- Many Services have already invested in understanding and shaping their behaviours and values and HMICFRS has identified some cultural aspects of the sector that could be improved by a more inclusive approach at individual, team, organisational and sector levels.

- As a sector, we have the skills and experience to support sustainable change and we know many talented people within the Fire Sector are already working tirelessly to deliver improvements at local level. The private sector have demonstrated that a more inclusive approach can bring wide ranging benefits and this offers the Fire Sector an opportunity to build on this learning.

- This strategy sets out to describe a co-ordinated approach to building on what we know, providing clarity about the meaning and benefits of inclusivity, sharing good practice, and ensuring that we are able to make decisions based on evidence rather than assumption.

Benefits of Inclusion

There is a significant body of research that shows a workforce with greater diversity is more innovative, productive and better able to understand its service users¹

¹ The Diversity and inclusion Revolution; Bourke, J; Dillon, B www.deloittereview.com
Adopting a more inclusive approach, including the creation of a more diverse workforce, will ensure that we meet our legal obligations. But, more than this, it’s about selecting and developing the most talented people who the help the organisation become more effective. To be truly successful we need to enable and encourage our workforce to bring themselves to work with all their views and talents, to speak up, feel valued and respected and be able to make an equal contribution.

More than creating a great place to work, a diverse and inclusive workforce has the potential to contribute to improved public services. Public sector experience has shown that innovative problem solving and increased effectiveness, when combined with a better understanding of diverse communities, can lead to better service quality, enhanced productivity and greater service reach. This can then consolidate the public’s trust and confidence in us and support greater engagement with our services.

The challenge moving forward is measuring these benefits through public sector data. What is known is that diversity and inclusion is not something that can be managed as a ‘bolt on’ to workplace practices; it needs to be part of the DNA of a workforce’s culture and integrated into organisational strategy. Our existing workforce does have some diversity of thought, inclusion will give this a voice.

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2 Smoke and mirrors, AFSA, Time to meet the challenge of equality in the fire and rescue service 20181
Key strategic objectives

1. We need to work with all stakeholders to agree ‘what good looks like’ for Fire, underpinned by some agreed common principles:
   - inclusion by design\(^3\) is a key principal for planning, people development and innovation, and must include the application of an effective approach to people impact assessment\(^4\)
   - the sector must hold itself to account, and measure progress, through the development of a suite of meaningful inclusion and diversity performance measures, both quantitative and qualitative, and a programme of cultural auditing\(^5\) (this can be done in many ways so we can share what has worked in the sector and in other sectors)
   - sharing good practice and learning around diversity and inclusion across the sector is key to achieving the vision
   - we must recognise, and commit to, our legal obligations
   - inclusion requires employing, supporting and developing leaders who want and commit to changing the culture of the sector

2. To gain greater sector-wide commitment to an inclusive culture by evidencing and sharing the true value and benefits of diversity and inclusion (i.e. the business case for change) and how they can address the sector’s challenges.

3. To identify and share existing tried and tested tools that will help Services to help themselves in achieving the shared objectives, and encourage collaborative working, including:
   a. people impact assessment (PIA)\(^6\) - creation of national PIAs which we all contribute to
   b. recruitment that selects the most talented people and therefore creates a more naturally diverse workforce
   c. risk profiling based on increasing understanding of communities and protected characteristics that empowers staff to better address the identified risks
   d. developing more effective evaluation methodologies which will help us to determine whether, for instance, safe and well visits are being marketed effectively to all communities
   e. training such as unconscious bias awareness, mental health first aid, understanding how to develop PIA

4. To establish a network of regional forums for sharing best practice and learning

5. To commission primary and share research across the Sector which will benefit the workforce and the people we serve. Specifically:

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\(^3\) Inclusion by design means that “people” are considered from the very genesis of an idea or project and this is built into the very design and fabric of any change at a very early stage.

\(^4\) Sometimes referred to as equality impact assessments

\(^5\) An example might be HMICFRS

\(^6\) Sometimes referred to as equality impact assessments
a. to better understand the barriers to people considering, and applying for, a fire service career, (including public perceptions of the firefighter role and working environment\(^7\)) in order to develop strategies for creating a truly diversely talented workforce

b. to explore alternative opportunities to influence diversity such as cadet and volunteering schemes, drawing on learning from across the sector both in the UK and overseas

c. to review what research has been done to date to improve inclusion in the sector and other sectors and identify opportunities to learn from this.

6. To ensure the well-being aspects are sensibly linked to inclusion will help widen a diversity debate by focusing on current staff in terms of mental health, disability, understanding vulnerability/frailty of customers, and approaches to encourage people to declare disability and support people who want to “come out” and be open about their sexuality. This will only succeed if culturally these messages are supported by seen changes in how managers behave.

7. Ensure that behaviour change is fundamental to the work we take forward and the new Leadership framework has been designed with inclusion as a constant throughout

This strategy will be delivered through a delivery plan for years one and two. This will include requirements for project management and an extensive engagement strategy. It will identify areas where this strategy enables, or is dependent upon, other key strategies, will include aspirational timescales, resourcing needs, anticipated impact and measures of success.

\(^7\) Building upon research already done, such as LFB’s research into recruitment barriers for women FFs and HMICFRS’s research into public perceptions - https://www.justiceinspectorates.gov.uk/hmicfrs/publications/public-perceptions-of-fire-and-rescue-services-2018/
1. **Purpose**

1.1. This briefing paper has been produced by the National Operational Guidance (NOG) content team, on behalf of the Fire Central Programme Office (FCPO).

1.2. The NOG framework was completed in March 2017; it was designed to simplify and update previously published operational guidance for fire and rescue services. The NOG framework guidance is available to all UK fire and rescue services on an open source website, UKFRS.com, with supporting tools to assist services implementing the guidance.

1.3. The FCPO has committed resources to update and maintain UKFRS.com, applying action notes from National Operational Learning, reacting to user feedback and changes in legislation, while ensuring that a strict change control process and a robust governance structure are followed to maintain quality and oversee any changes.

1.4. One of the objectives of the NOG programme was to supersede legacy guidance, such as the operational guidance published on GOV.UK under the section Operational Guidance for Fire and Rescue Services. However, this information is still available on GOV.uk. The review date for existing Generic Risk Assessments (GRAs) has passed and no active review schedule is in place. As a result, they may contain incorrect or out of date information.

1.5. The NOG framework was designed to simplify the process for services, helping them meet their legislative responsibilities and ensure that operational guidance was maintained and updated. However, until legacy guidance has been removed NOG has added a layer of complexity, as it does not clearly state what it has replaced. This was highlighted during the Grenfell Inquiry where GRA 3.2 was referenced extensively.
1.6. Removal of all legacy guidance could not take place until the framework and supporting documents had been published, and a full review completed to ensure no information has been omitted.

1.7. Feedback from services has suggested that redacting legacy guidance, such as GRAs, should be prioritised to:

- Reduce confusion
- Clarify good practice
- Highlight gaps or omissions in the existing NOG framework
- Assure services that all operational material has been covered

1.8. The purpose of the GRA review and redaction is to achieve all of these aims, while assuring our stakeholders that no relevant material has been omitted.

1.9. The review of GRA documents has been completed and two omissions identified:

- Rescues from elevators and lifts (GRA 2.3)
- Rescues from machinery (GRA 2.6)

1.10. These subjects are addressed in NOG, but the content is not considered sufficiently comprehensive. This gap was identified by the Industry guidance post-project report and has been scheduled to be addressed during the review of Performing rescues, due to begin in November 2019.

1.11. Additional suggested amendments have been reviewed and identified as low priority and will be addressed during the dynamic review schedule, including:

- An additional paragraph highlighting the risk of vehicles igniting when involved in road traffic collisions (covered by a scenario but more emphasis required)
- Reference to hazards being obscured by debris, which is included in Collapsed structures
- Reference to communication barriers required in situational awareness – covered sporadically across several areas, but will be addressed in the Incident command review
- Reference to fires in bin chutes

1.12. All GRAs have been reviewed and approved for removal by the Operational Guidance Forum (OGF), except:

- GRA 3,10 Fighting fire in petrochemical plants and pipelines
- GRA 5.1 Incidents involving electricity
- GRA 5.4 Incidents involving biological hazards
- GR 5.6 Public order
• GRA 5.7 Incidents involving explosives
• GRA 5.8 Flashover, backdraught and fire gas ignitions
• GRA 5.9 Incidents involving asbestos containing materials
• GRA 5.10 Working at height

1.13. These seven documents have been reviewed and are ready for submission with no gaps identified, but were not complete in time for submission to the OGF for approval.

Other guidance currently hosted on GOV.UK includes:

• Operational Guidance Breathing Apparatus – superseded by Foundation for breathing apparatus
• Operational training guidance: breathing apparatus – requires review
• Hazardous materials: operational guidance for the fire and rescue service - superseded by the Foundation for hazardous materials
• Guidance to the fire and rescue authorities: railway incidents – requires review
• Health safety and welfare framework for the operational environment - currently out of scope
• Fire and rescue protective security strategy 2012 - currently out of scope

2. Methodology

2.1. To ensure that all relevant content in the GRAs was effectively captured by NOG, each GRA has been systematically checked against the NOG framework. Any gaps or omissions have been highlighted, recorded and appropriate action from the content team identified, in consultation with subject matter experts, to ensure all relevant guidance is captured.

2.2. It was previously agreed that each GRA would be subject to a robust review and ultimately removed from the Home Office GOV.UK website.

2.3. To ensure this process is clear but subject to scrutiny and allow documents to be accessed for research or reference, the retracted guidance would be clearly labelled and held on the UKFRS.com website as part of its legacy guidance section.

2.4. The process has been followed to review all GRAs. This process has been reassuring and has indicated that the process followed to create NOG was robust

Document marking

2.5. Information that is out of scope for NOG has been identified.

2.6. Information that is captured in NOG is coloured green with a comment identifying where in guidance this exists to allow appropriate scrutiny by services wishing to review content.

2.7. Information that is not yet captured in guidance will be recorded in yellow until guidance changes have been submitted for approval. Following publication it will be changed to green.
2.8. Information that is considered out of scope of the National Operational Guidance Programme such as local service level procedure or training is captured in red. Following removal these elements will be captured and communicated to all services.

2.9. Information that is not relevant to National Operational Guidance such as scene setting or information identifying the scope of a GRA is captured in blue.

3. **Subsequent actions**

3.1. Actions that are necessary to address areas that have been omitted will be processed in line with our dynamic review process and subjected to our normal governance and assurance, including consultation with appropriate subject matter experts where applicable.


**Approval required prior to removal**

3.3. Each GRA will be submitted for review to the NFCC Operations Committee, Operational Guidance Forum, Strategic Engagement Forum (SEF) and NFCC Steering Group (SG), alongside consultation with the Home Office.

**Next steps**

3.4. Once approval to remove guidance has been agreed, the CPO content team will begin work on the remaining legacy guidance.

3.5. Ownership of legacy guidance varies and following approval to redact the FCPO NOG content team will work alongside owners of existing publication to agree actions to remove or redact documents. Governance and approval will be agreed with the owner and publisher of each document prior to submission.
National Operational Guidance: Proposed updates

<table>
<thead>
<tr>
<th>National Operational Guidance topic</th>
<th>National Operational Guidance topic</th>
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<tbody>
<tr>
<td>Industry, First edition (version three)</td>
<td>Industry, First edition (version three)</td>
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<th>Change originator</th>
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<td>Interim document review – Content team</td>
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<tbody>
<tr>
<td>The National Operational Guidance (NOG) content team have received feedback that the current guidance structure with repeating control measures in context guidance is unhelpful and onerous. The NOG content team recommend the removal of all repetition in Industry guidance and rationalised content following the publication of the Hazardous materials guidance.</td>
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<table>
<thead>
<tr>
<th>Changes proposed</th>
<th>Rationale for change</th>
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</thead>
<tbody>
<tr>
<td>Remove control measures:</td>
<td>These control measures currently appear eleven times in the Industry guidance. Both control measures also appear in the Operations guidance which clearly details the responsibilities of fire and rescue services.</td>
</tr>
<tr>
<td>- Site-Specific Risk information</td>
<td>Repetition of these control measures is unnecessary and makes reading the document as a whole, which Google analytics suggest is the most common way people access guidance, harder.</td>
</tr>
<tr>
<td>- Emergency Response plans</td>
<td>Repetition also makes the use of strategic gap analysis tool harder and can cause unintended consequences during updates or revisions to existing guidance.</td>
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</table>

**Click here to review**

<table>
<thead>
<tr>
<th>Amend control measure Gather information about the site</th>
<th>Change the name to fit with existing guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change name to Situational awareness: Industry</td>
<td>Add content to support the removal of other control measures from existing guidance such as SSRI</td>
</tr>
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</table>

**Click here to review**
### Remove repeating control measures from all hazards except Incidents in industry, these include:

- Gather information about the site (now Situational awareness: Industry)
- Identify and control hazard areas
- Specialist advice: Industry
- Consider business continuity arrangements

**Click here to review**

The original authors did not intend for these control measures to be replicated. A statement to apply all generic control measures was interpreted to mean repeat control measures against every hazard when a transition was made to the new website. Feedback has suggested this decision has made reading and applying guidance harder.

All control measures will remain against Incidents in industry resulting in no loss of content or impact upon any existing implementation.

Removal of these control measures and SSRI and Emergency response plans reduces guidance from 193 pages to 79. This makes it easier to digest and reduces repetition that affects readers and policy writers negatively.

### Add paragraph to **Identify and control hazard areas** regarding multi-use sites and neighbouring risks

**Click here to review**

Review of Generic Risk Assessment 3.8 Fires in public entertainment venues makes reference to multi-use sites. This is not currently referenced in Industry guidance which covers public entertainment venues.

### Content added to **Hazard Security Features and control measure Gain and maintain access and egress for sites with security features**

**Click here to review**

Information added to make potential causes of harm clearer and add consideration for impact of breaching security features.

### Hazard **Combustible dust removed**

**Click here to review**

Hazard is duplicated in Hazardous materials guidance. A reference to combustible dust and places personnel are likely to encounter it has now been made in the hazard *Incidents in industry*, with a link to the hazard in Hazardous materials.

### Hazard **Respirable dust, fibres and fumes removed**

**Click here to review**

Contained no specific control measures and the hazard is relevant to many contexts. **Hazard knowledge** included in the hazard *Incidents in industry*.

### Hazards **Magnetic equipment** and **MRI scanners** reference to Medical implants expanded to incorporate all metal implants including dental work and piercings as well as metal fragments

**Click here to review**

Original hazard and **Control measure knowledge** is not broad enough to cover all possible hazards.
<table>
<thead>
<tr>
<th>Hazard Molten materials added</th>
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<td>Click here to review</td>
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</table>

Feedback received that we lacked content on molten glass and metal. Content added in consultation with subject matter expert.

<table>
<thead>
<tr>
<th>Hazard Presence of hazardous materials removed</th>
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<tr>
<td>Click to here review</td>
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</table>

Hazard is unnecessary following the publication of the Hazardous materials guidance. A reference to hazardous materials and places personnel are likely to encounter them has now been made in the hazard *Incidents in industry*, with a link to Hazardous materials.

<table>
<thead>
<tr>
<th>Training specification changed to map to alterations suggested</th>
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<td>Click here to review</td>
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<table>
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<tr>
<th>Changes recommended for approval to</th>
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<tr>
<td>Operational guidance forum</td>
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</table>

**Impacts on other guidance and NOG products**

No immediate changes to other pieces of guidance have been identified.

Relevant training specifications have been redrafted to reflect the above changes.

Scenarios will be reviewed following publication and presented at subsequent OGF.

**Version history**

<table>
<thead>
<tr>
<th>Version</th>
<th>Publication date</th>
<th>Changes</th>
</tr>
</thead>
<tbody>
<tr>
<td>First edition (version one)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>First edition (version two)</td>
<td></td>
<td>Consolidated hazards added:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Stacked materials</td>
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<td></td>
<td></td>
<td>• On-site machinery</td>
</tr>
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<td></td>
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<td>• Moving vehicles: Industry</td>
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<tr>
<td></td>
<td></td>
<td>• Scaffolding</td>
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<tr>
<td></td>
<td></td>
<td>• Places of lawful detention</td>
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<td></td>
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<td>• Unstable or collapsed structures</td>
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</table>
# National Operational Guidance: Proposed updates

<table>
<thead>
<tr>
<th>National Operational Guidance topic</th>
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<tr>
<td>Transport Second edition (Version one)</td>
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<th>Change originator</th>
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<tr>
<td>Interim document review – Content team</td>
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<tbody>
<tr>
<td>Following the review of National Operational Guidance Transport Second edition (Version one) published on 10 May 2019. Transport training specification has been updated to reflect published content. All existing content is captured in grey; all new content is captured in black. Any deletions are captured in black with strikethrough.</td>
</tr>
<tr>
<td>Transport guidance Second edition (Version one) significantly changed the structure of Transport guidance while maintaining content, with control measures and hazards consolidated for ease of reading and implementation. Where possible existing learning outcomes have been maintained in the new guidance, these are displayed as grey, with learning outcomes in black for (new) control measures. This reflects the changes in structure where content was moved or consolidated but not amended.</td>
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</table>

## Changes proposed

<table>
<thead>
<tr>
<th>Changes proposed</th>
<th>Rationale for change</th>
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<tbody>
<tr>
<td><strong>Amend training specification to reflect guidance alterations published on May 10 2019</strong></td>
<td>All learning outcomes in National Operational Guidance are a reflection of guidance. Training specifications must be amended in line with guidance.</td>
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</table>

## Changes recommended for approval prior to presentation at Steering Group

<table>
<thead>
<tr>
<th>Strategic Engagement Forum</th>
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<tr>
<td>Operational Guidance Forum</td>
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## Impacts on other guidance and NOG products

Mapping to National Occupational Standards (not yet published) will be amended to reflect changes following approval.
No other impact

### Version history

<table>
<thead>
<tr>
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<th>Publication date</th>
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<td>First edition (Version one)</td>
<td>November 17</td>
<td>First publication</td>
</tr>
<tr>
<td>First edition (Version two)</td>
<td>June 2018</td>
<td>Database assurance project amendments published, including</td>
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<tr>
<td></td>
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<td>- Moving vehicles: Roadways</td>
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<td>- Working environment: Waterways</td>
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<td>- Military aircraft</td>
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<td>- Unconventional or specialist vehicles</td>
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<td>- Vehicle Safety Systems</td>
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<tr>
<td>Second edition (Version one)</td>
<td>Draft submitted September 2019</td>
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