



Surrey Fire and Rescue Service Response to White Paper (Reforming Our Fire and Rescue Service) 26 July 2022

Overview

[Reforming our Fire and Rescue Service: White Paper Building professionalism, boosting performance and strengthening governance](#) was launched on the 18 May 2022 by the Home Office. The consultation will be open from to the 26 July 22 (closing at 23:59 hours).

At least one response from each Fire and Rescue Service (FRS) and separately from each Fire and Rescue Authority (FRA) is expected. Individuals can also supply a response.

The consultation covers three areas:

- **People**
- **Professionalism**
- **Governance**

Service Summary

Surrey Fire and Rescue Service (SFRS) recognises that the white paper builds upon the FRS sector reforms and improvement of recent years since the FRS moved into the Home Office. For example, the support of the National Fire Chiefs Council (NFCC), evolution of the Fire Standards Board and development of the inspection regime through Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). Many of the reforms are consistent with improvements already identified as required in SFRS, an example being refining our approach to nurturing new and existent talent.

SFRS understand that no one organisation holds the key and that reform does not come without significant investment, including financial, in the FRS and its national functions. Such investment will need to take account of all roles across the FRS, i.e. on-call firefighters, fire control staff, support staff, and full-time firefighters, the latter being the current primary focus of the white paper.

SFRS has always been of the view that any governance, irrespective of the model, must be good governance, providing sufficient support, autonomy and scrutiny of the services provided and the Chief Fire Officer. Options to further improve existing governance are supported.

People

The biggest asset available to fire and rescue services is the people who work for them. Their dedication and skill, and the respect they command from their communities, make them a crucial part of the public safety system. We are committed to ensuring that fire and rescue employees are representative of the communities they serve and are equipped with the skills they need to reduce risk, save lives, and meet the challenges of the future.

However, current working practices are highly inflexible and, in some services, no longer reflect the range of incidents faced. In his 2020 State of Fire and Rescue report, Sir Thomas Winsor recognised that for services to better serve the public, they need to be able to adapt and do things differently. He noted substantial barriers to change and efficiency and recommended that the government takes an active role in clarifying fire fighters' true responsibilities and improves the mechanism for establishing pay and conditions.

The Role of Fire and Rescue Services

The principal role of fire and rescue services is to keep the public safe through prevention, protection and response work. The statutory functions of fire and rescue authorities are set out in the Fire and Rescue Services Act 2004. Furthermore, the Civil Contingencies Act 2004 sets out their role as Category 1 responders in response to civil emergencies. This includes their increasingly significant role in local resilience forums, civil protection and in incidents where there is the threat of serious damage to human welfare or the environment.

The Cabinet Office's Integrated Review 2021 put an increasing focus on building national resilience and commits the government to consider strengthening the roles and responsibilities of Local Resilience Forums in England alongside a wider National Resilience Strategy. Fire and rescue services and senior fire officers play key roles in the operation and leadership of LRFs in preparing for emergencies and in responding to emergencies in multi-agency Strategic Coordination Groups.

The Cabinet Office's National Resilience Strategy Call for Evidence closed in September 2021. The Home Office has consulted with the National Fire Chief's Council (NFCC), to ensure the fire sector continues to play a strong role in both national and local community resilience, across the resilience cycle.

In carrying out their functions, services must work with the public and businesses to reduce incidents of fire and ensure that appropriate measures are in place to mitigate their impact. Firefighters need to be prepared, equipped with the right skills and expertise to attend, assess the risk and respond to a range of incidents, across the complex, built environment and national infrastructure. They are supported, where necessary, by expert fire safety inspectors and engineers.

HMICFRS inspections have highlighted that operational response is a key strength of services but reported that there is considerable variation in how prevention and protection work is carried out, understood and prioritised. The most effective services have protected and extended their reach in this area, and we will continue to work with the NFCC on the development and implementation of prevention and protection programmes.

Modern Working Practices

Just as society continues to change, so have public safety challenges to which services must respond: from the increased risk from terrorism and environmental challenges, to pandemics and the increasing demands on local authorities, given that people are living longer and vulnerability is better understood. The role of services, and of those who work for them, needs to continuously evolve. Fire and rescue services provide a skilled, capable and engaged workforce that is ready, willing and able to step into these challenges in the Community Risk Programme. It is right that the public can expect them to be deployed to assist their communities as the need arises.

However, the barriers to doing so were seen during the sector's ongoing response to Covid-19, where the determination of fire and rescue staff to assist their communities was not always matched by flexible and modern employment practices. The national negotiation mechanism established by the National Joint Council has been recognised by inspectors and others as a

barrier to a rapid and flexible response. These barriers have meant services have struggled to adapt and communities have not always been well served in the process.

For example, previous collaborations with health partners have floundered in some places and in Greater Manchester, a team formed to respond to marauding terrorist attacks in the city withdrew their labour because of a dispute, leaving the community unacceptably vulnerable. While this capability has been restored through a local agreement that costs more taxpayer money, the government is clear that under current arrangements there is a role for services and their employees to respond to terrorism in all its forms.

Chief fire officers should be empowered to safely make decisions on the basis of risk and resources. While it is right that all relevant trade unions have a role to play in discussions on terms and conditions and the health and safety of their members, this must not come at the expense of safe and sensible progress and efficiency when communities need action.

We will work with fire and rescue leaders to ensure that services can fully support their communities. The need to identify emerging issues and continually assess risk extends to prevention and protection functions where services should ensure that they adapt to meet emerging issues and levels of risk, with their activity tailored to those they target.

Q1: To what extent do you agree/disagree that fire and rescue services should have the flexibility to deploy resources to help address current and future threats faced by the public beyond core fire and rescue duties?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Public Safety

Fire and rescue services play an important role in assisting communities with health and crime prevention and reduction. Services have already demonstrated their ability to support wider public safety. For example, StayWise is an NFCC-led partnership initiative that supports blue light and educational professionals in the provision of safety messaging to children. Some services have collaborated with local partners to help prevent crime and support their communities. For instance, a multi-agency partnership involving Tyne and Wear Fire and Rescue Service, local councillors, Northumbria Police, a local housing company and Sunderland City Council led to the formation of SARA (Southwick Altogether Raising Aspirations). SARA brings together partners to help the most vulnerable members of the community – from supporting those with mental health problems, helping victims of crime and working in schools to divert and dissuade vulnerable teenagers from a life of crime.

Other activity ranges from identifying and referring those at risk of domestic abuse, modern slavery and hate crime, to diverting young people away from trouble through fire cadets and other schemes. The new Serious Violence Duty in the Police, Crime, Sentencing and Courts Bill, which proposes to bring together local agencies to prevent and reduce serious violence, will also apply to fire and rescue authorities. As discussed later, as well as considering the merging of fire and policing governance under democratically elected combined authority mayors or

police, fire and crime commissioners, we would also seek to strengthen the emergency service response to local issues and promote greater collaboration between agencies to support public safety needs.

Q2: To what extent do you agree/disagree that fire and rescue services should play an active role in supporting the wider health and public safety agenda?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Business Continuity

The first duty of any government is to keep the public safe. Unlike the police, firefighters and control staff can strike, which inevitably puts the public and non-striking fire professionals at risk. While we do not propose removing the freedom for staff to choose to participate in industrial action, we believe that public safety needs to be ensured.

Fire and rescue services are ‘Category 1 responders’ under the Civil Contingencies Act 2004. This requires them to carry out specific civil protection duties, which chief fire officers must bear in mind when considering their business continuity plans. Requirements for business continuity are also set out in the fire and rescue service National Framework for England. The Home Office will work closely with the NFCC to ensure that each service has a robust business continuity plan that considers a range of challenges, including the impact of industrial action. Working with the NFCC, the National Resilience Assurance Team and HMICFRS, we will commission that the plans are independently assured. As outlined later in this white paper, the operational independence of chief fire officers plays a crucial role in allowing them to manage risk within their service.

The Civil Contingencies Act 2004 is also under review, alongside the wider National Resilience Strategy and includes the duties on fire and rescue services in relation to civil emergencies and in collaboration with key local partners. As part this review, we will consider strengthening the basis on which all Category 1 and 2 responders cooperate and support local resilience structures, with FRS services being central to this.

Q3: To what extent do you agree/disagree that the business continuity requirements set out in the Civil Contingencies Act 2004 provide sufficient oversight to keep the public safe in the event of strike action?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
			Disagree	

Pay Negotiation

Everyone is entitled to be treated fairly. When it comes to public sector pay, those who provide public services, and those who pay for them, deserve no less. The process for determining pay should be open to scrutiny, so that all concerned can understand the decisions that are made.

The effectiveness of the National Joint Council (NJC) – the body that oversees decisions on firefighter pay and terms and conditions – has long been questioned. Adrian Thomas, in his review of conditions of service in 2015, concluded that it needs to be modernised and in the State of Fire and Rescue 2020 report, Sir Thomas Winsor called for fundamental reform. The negotiation of annual firefighter pay awards is a closed process until after any decisions is effectively made, with the views and agreement of only one union being sought and considered. HMICFRS have made recommendations on the current pay negotiation structure, including a suggestion to review its current operation and effectiveness. We welcome this recommendation and will consider how best to take it forward as part of our package for reform. The independent review would consider whether the current pay negotiation process is dynamic enough to respond to changing priorities. It could consider evidence from other employment models and sectors.

Q4: To what extent do you agree/disagree that the current pay negotiation arrangements are appropriate?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
				Strongly disagree

Q5: please provide the reasons for your response: The NJC has been ineffective in delivering wider reform and previous pay negotiations aligned to the broadening of the Fire and Rescue Service role, a further topic of this white paper. Strongly agree the need for the reform of the pay negotiation arrangements, which enable the reflection of the local, individual Fire and Rescue Service context, for example: pay setting by benchmarking within the local market and against comparable roles; Without the limitations of national pay scales; Enabling mechanisms to negate the disparity between Grey Book and other roles; Facilitates pay levels based on responsibilities and role, rather than a fixed rank structure; Enables the flexibility of individual recognition and reward for high performing staff.

For clarification, the focus of the white paper needs to broaden to include a wider review of terms and conditions, to ensure pay is afforded to roles that reflect changing risk environments and community expectations.

Any reformed pay negotiation arrangements should also include mechanisms to fairly manage existing disparities in regards the ability to utilise local allowances, pay increases, etc. beyond pay setting by benchmarking, to avoid impacts to workforce planning and ability to attain a diverse workforce across/within the Fire and Rescue sector.

Nurturing New and Existing Talent

There is more to do nationally to stimulate the debate about talent and to ensure that services open and modern employers who value diversity and nurture talent. Fire and Rescue professionals deserve development and support to achieve their full potential. Inconsistent identification and management of talent limits the scope to specialise and professionalise, and means that high-potential individuals may be overlooked.

HMICFRS found that services need to do more to support future leaders, and that diversity in senior leadership positions is even more limited than in the wider workforce. They also found that services often do not actively manage talent, relying on traditional models of development and progression, often linked to time served.

Some services have talent and development schemes, but there are no standardised national progression routes or consistent levels of education or experience required for entry into roles, in contrast to comparable public services including health and policing. We seek views on whether we should explore clearer, consistent entry requirements for fire service roles, so that a consistent approach is applied across the country. In doing this, we need to consider the impacts not only on professionalising services, but also any unintended consequences on the recruitment and retention of people from the widest possible talent pool. Consistent entry requirements, along with consistently applied personal development and progression, could be key to developing the management and leadership cadre of the future.

We want to ensure that fire and rescue is open to the best and brightest. As well as a focus on developing the talent already working in the fire services, there have been positive recent steps to bring in people with experience from other sectors at a range of levels. The NFCC leadership hub is leading a project on direct entry schemes at station and area manager level, as well as developing a coaching and talent-focused culture. This is a welcome development and should be supported by all services. We will also explore the potential to learn from national talent and recruitment schemes such as Teach First, Police Now, Unlocked and the civil service's Fast Stream scheme model to establish high-potential development programmes. Such schemes could be open to both new entrants and existing staff and would offer a structured development programme. Skills could be tested and extended through placements in a range of roles and projects.

Q6: To what extent do you agree/disagree that consistent entry requirements should be explored for fire and rescue service roles?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q7: Please provide the reasons for your response.

Establishing consistent entry requirements will assist Fire and Rescue Service's and Fire and Rescue Service personnel to more readily transfer, align/merge, and share resources in the running of recruitment events, enabling the majority of resources to be better allocated to target hard to reach communities and support the consideration of Fire and Rescue as a career of choice. Consistent entry requirements will also clarify for some community groups the practical

and academic requirements, at each level of the Fire and Rescue sector, thus appealing to those communities that value academic development.

Consistent mechanisms of identifying talent and supporting the development of individuals, will add resilience across the sector and reduce costs, negating the need for undue selection processes, etc. This should include the Fire and Rescue sector explaining, understanding and agreeing what 'good' looks like, building upon developments such as the NFCC Leadership and Behavioural Frameworks.

Agreed that a talent management process enables opportunities for individuals to deliberately experience the breadth of roles, responsibilities and challenges that a Fire and Rescue Service is accountable for, creating adaptable and versatile leaders. All Fire and Rescue Service's need a range of skills, linked to relevant qualifications e.g. financial, emergency planning, people, operational, health and safety, corporate risk, etc. therefore talent management processes must be inclusive of the whole Fire and Rescue sector.

While any talent management process and consistent entry requirements assist from a standardisation perspective, they cannot be too restrictive to negate individuals joining the Fire and Rescue sector remaining a firefighter for their career, or undertaking an alternative development route not naturally aligned to the recognised processes, i.e. MBA route, rather than sector-led leadership programmes. Processes should also not be limited to vertical development, but also horizontal, enabling development within existing and into new roles of the same level.

In all instances, where not centrally funded, costs of talent management processes and consistent entry requirements will be prohibitive, as has been identified with the NFCC direct entry scheme.

Q8: To what extent do you agree/disagree that other roles, in addition to station and area managers, would benefit from a direct entry and talent management scheme?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Professionalism

The vision in this white paper is for fire and rescue services to continue to be a vital asset to our communities, and a great public sector profession with a focus on continuous improvement and professional development. Services will continue to attract talented people who understand the communities they are serving. This will be supported with clear and consistent expectations and training opportunities that build on the effective use of data and evidence. To realise this vision, we need to have the right support structures at the head of the profession to ensure that the improvement cycle functions well, with clear expectations, strong implementation, and a robust inspection regime.

Leadership of the Profession to Date

The National Fire Chiefs' Council (NFCC) was established in 2017 with the goal of supporting operational leaders to transform services, thereby maximising effectiveness and partnership working. The independently chaired Fire Standards Board (FSB) was created in 2019 to produce and maintain a suite of national professional standards for fire and rescue services. Eight fire standards have now been published, ranging from operational matters such as community risk management planning to issues related to culture and ethics. Fire standards are intended to drive consistency and have a positive impact on the performance and professionalism of services, supporting continuous improvement and setting clear expectations for the service the public should receive. HMICFRS have regard to these expectations in their inspections.

This first wave of reform has clearly moved the fire and rescue profession forwards and government has provided significant financial support, totalling over £15 million over the last four years. The NFCC has provided leadership that the sector was lacking and is in the process of carrying out a significant programme of work. We want to explore how we can build on this success to further support professionals and strengthen fire and rescue services across five key areas of leadership, data, research, ethics and clear expectations.

Leadership

In several reports and inspections, leadership has been found to be problematical. Twenty years ago, an independent review (the Bain Report, 2002) reported “a lack of leadership throughout the service at the political, institutional and operational levels”. The report also detailed the need for senior staff to receive “more training in general and personnel management,” that “a proportion of officers should come from outside the Service” and the importance of sector organisations to provide “a body of expertise on technical matters and business processes.” By 2019, inspections identified that only 12 out of 45 services were ‘good’ at developing leadership and capability.

Effective leadership is not only about strengthening the role of the chief fire officer, but about building capability, embedding values and nurturing talent within services. Indeed, there are many accomplished individuals in the current leadership cadre, but there is no current structure or assessment that ensures that this is consistent. The work of chief fire officers is vital and could become even more complex and challenging if they are provided with operational independence, as recommended by HMICFRS.

Senior operational leaders require a range of skills. They must take on-the-spot decisions in highly pressurised circumstances, which can be matters of life or death. The aftermath of such decisions can also present leadership challenges both in terms of public confidence and achieving organisational learning. Fire and Rescue leaders are also required to manage complex organisations through change, building positive and inclusive teams as well as taking account of contextual issues such as industrial relations.

A 21st Century Leadership Offer

In December 2020, the Home Office surveyed chief, deputy and assistant fire officers' views on leadership in three domains of command, leadership and organisational management. Around four in ten (42%) thought that services were 'not very' or 'not at all' effective at both identifying and developing high potential or talent and while most were at least 'fairly satisfied' nearly 70% said they would value a mandatory and standardised training programme for senior leaders.

In some sectors, a standardised assessment to reach levels equivalent to assistant chief officer and above provides greater national consistency, transparency and clarity. A new, statutory leadership programme designed for the challenges of the 21st century could allow for a standardised approach in how services identify and prepare the leaders of tomorrow. Officers completing the course should also find it easier to move between leadership roles in fire and rescue services. The police Strategic Command Course provides a model we wish to explore. As with policing, we will need to consider how direct entrants would be able to demonstrate comparable experience and competence gained outside fire services, particularly in relation to command, and how the skills and competence required could be developed in a fair and consistent way.

Q9: To what extent do you agree/disagree with the proposed introduction of a 21st century leadership programme?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q10: Please provide reasons for your response.

Subject to the 21st century leadership programme not resulting in a single route of entry to a strategic/executive level from within the Fire and Rescue sector. Comparable equivalents should be afforded to those operating within the sector, not just direct entrants, to allow diversity and ensure that possible candidates are enabled fair representation of themselves in associated selection and assessment processes.

The 21st century leadership programme, upon creation, should also be utilised to understand the current capabilities of existing principal officers (Assistant Chief Fire Officer and above); and should be supplemented by advisory, coaching and mentoring support schemes, as not to be limited to a largely off-site/external leadership programme, but one that can ensure integration into the individuals Fire and Rescue Service, reflecting a wider impact to individual Service Leadership Teams, etc.

Ensure alignment to established principles, such as Core Code of Ethics (Putting our Communities First), Community Risk Management Planning (CRMP), Strategy Execution and Implementation, Financial Management, Benefits Management, etc.

Q11: To what extent do you agree/disagree that completion of the proposed 21st century leadership programme should be mandatory before becoming an assistant chief fire officer or above?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
			Disagree	

Smarter Use of Data

Data is a vital asset in helping services to deploy resources and manage services more effectively and professionally. While there are undoubtedly services where data is being used well, in his State of Fire and Rescue report in 2019, Sir Thomas Winsor identified that “the sector is missing opportunities to use data and technology effectively” and lacks an overall national strategy to bring consistency and promote innovation.

We have provided funding to the NFCC for them to help set a common direction for services and to consider how best to provide central digital and data support. We want to explore how best to offer further data support to fire and rescue services. This could include improving national data analytics capability and developing data-focused training for those working with data in services and a consistent approach to structuring data. In addition, this could include setting expectations for data governance and for securing data-sharing agreements.

Central to this should be the capacity and capability of fire and rescue services to cooperate with other responding organisations under the Civil Contingencies Act 2004 and share data, when appropriate with local and national partners, including LRFs. This will support activity across the resilience cycle including preparation, response and recovery to ensure we make the best use of the data we have.

Q12: To what extent do you agree/disagree that each of the activities outlined above are high priorities for helping improve the use and quality of fire and rescue service data?

- A national data analytics capability.
- Data-focused training.
- Consistent approaches to structuring data
- Clear expectations for data governance
- Securing data-sharing agreements.

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Q13: What other activities, beyond those listed above, would help improve the use and quality of evidence and research on fire and other hazards? Please provide the reasons for your responses.

The updating and accessibility of current software systems, i.e. the Incident Recording System. The Fire and Rescue sector development of standardised back office digital systems to collate data, risk information and intelligence, possibly even resourcing requirements, i.e. the sector influence of key software product development for example FireWatch.

The standardisation of displaying data, i.e. PowerBI for benchmarking, Dynamic Cover Tool for operational cover, mobilisation, etc. go beyond the capturing, assessment, structuring and sharing of data, but to how it is utilised in practice to inform decision-making.

Research

It is vital that the work of services is supported by the best available evidence and research to ensure that services can effectively serve their communities. The current landscape, with a variety of organisations pursuing research activities, presents the risk that research is not co-ordinated to an optimal degree. Further, many individuals in services who conduct research work are doing so alongside other pressing roles.

We want to explore whether central fire and rescue research personnel, working closely with services, could help to ensure that research carried out within the physical and social sciences is effectively prioritised, co-ordinated, quality assured, and disseminated.

A central fire and rescue research capability could undertake the following activities:

- collaborating – providing a permanent set of skilled analysts to collaborate with others, including services, to promote good quality research that will provide benefits to services
- commissioning – commissioning other organisations to conduct research on behalf of the central fire and rescue research function when national-level research is appropriate
- conducting – directly undertaking research, including reviews of existing evidence, using staff permanently housed within the central fire and rescue research function
- collating – identifying emergent issues, opportunities, and ongoing fire-related research undertaken across services, academia, industry and other organisations, ensuring that priorities are being addressed and learning is being shared to avoid duplication of effort

Q14: To what extent do you agree/disagree that each of the activities outlined above are high priorities for improving the use and quality of fire evidence and research?

- Collaborating
- Commissioning
- Conducting
- Collating

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Q15: What other activities, beyond those listed above, would help improve the use and quality of evidence and research on fire and other hazards? Please provide the reasons for your responses.

Research coordinated centrally must be unbiased by those that fund it to avoid a conflict between the 'science' and those commissioning it. All research should be independent and

academically reviewed. Funds available to drive research need to be independently allocated by a panel of peers, for example like Wellcome Trust.

New research partners, not normally linked to the Fire and Rescue sector should be considered, to avoid historic bias. Shared international research and/or testing the equivalent for application in the UK/England, should be accelerated for some early benefits. The research should go beyond the findings, per se, and into the implementation within organisations, to effectively standardise the sector approach and adoption of research outcomes. Review and Evaluation of the research over time, i.e. when things change. how effective was the research, what difference did it make?

Clear Expectations

A hallmark of professionalism is the creation and implementation of clear expectations. While local flexibility is important, robust and consistent national standards help improve the quality of service provided to the public.

Currently, the independently chaired FSB is tasked with creating and maintaining fire standards (the documents through which the FSB sets clear expectations for services) for fire and rescue services. Eight fire standards have now been published, ranging from operational matters such as community risk management planning to issues related to culture and ethics. A 9th fire standard on safeguarding is due to be published imminently. The FSB is supported in this work by the NFCC's Central Programme Office. The Fire and Rescue National Framework for England requires services to implement these standards. HMICFRS will have regard to them in their inspections.

We want to build on the successes of the FSB and ensure we continue to set clear expectations. We want to ensure effective implementation in support of the fire and rescue profession. We also want to consider how best to ensure that there is a continued close link between these common expectations and the guidance that supports their implementation, including National Operational Guidance.

Ethics and Culture

We want to see fire and rescue services where everyone is welcome, treated with respect and able to thrive. The need for more consistent application of a robust ethical framework is clear. HMICFRS found in their 2019 State of Fire report that “the culture in some services is toxic”, that 20 out of 45 services required improvement and that a further three were inadequate.

Code of Ethics

In response to the HMICFRS recommendation, the Local Government Association, the Association of Police and Crime Commissioners, and the NFCC developed a core code of ethics that all services should embed in their work. This is a positive first step, but we want to consider whether more is needed to ensure we have a consistently positive culture in all fire and rescue services.

The current code has no legal status but is supported by a fire standard (the documents through which the Fire Standards Board sets clear expectations for services) which requires services 'adopt and embed' the code. The Fire and Rescue National Framework for England, to which

fire and rescue authorities must have regard, provides that all authorities must adhere to these clear expectations. The duty on fire and rescue services to adhere to the core code is therefore indirect and we are seeking views on whether to place a code on a statutory footing (a 'statutory code') to ensure its application in every service. This could involve the creation of powers in legislation, when parliamentary time allows, to create and maintain a statutory code. These powers could enable a statutory code to be created or amended via secondary legislation. If follow the outcome of this consultation the government proceeds with this proposal, the core code could be subject to review before being placed on a statutory basis.

Q16: To what extent do you agree/disagree with the creation of a statutory code of ethics for services in England?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q17: To what extent do you agree/disagree that placing a code of ethics on a statutory basis would better embed ethical principles in services than the present core code of ethics?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

If a statutory code were to be created, a duty would need to be placed on services to follow it. We are consulting on this duty being placed on chief fire officers who, under proposals outlined in the governance section of this document, could be operationally independent and therefore best placed to ensure their services act in accordance with the statutory code. We believe fire and rescue authorities would retain an important role in holding chiefs accountable for the discharge of their duties to ensure they and their services adhere to the code. However, we do not propose that the statutory code would apply to elected representatives in fire and rescue authorities.

We do not believe that the duty to adhere to the statutory code should be placed on individual employees of authorities as this would not address the need for a service's policies, as well as its people, to adhere to the statutory code. The need for individuals to adhere to ethical values is considered below in relation to the fire and rescue service oath.

We are consulting on the enforcement of the statutory code – and the related oath – being an employment matter for chiefs to determine within their services, in accordance with the proposal for operational independence contained elsewhere in this document.

Q18: To what extent do you agree/disagree that the duty to ensure services act in accordance with the proposed statutory code should be placed on operationally independent chief fire officers?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

In much the same way as Vicarious Liability in matters of Health and Safety, etc. Disagree that the statutory code should not also apply to the elected representatives of Fire and Rescue Authorities (FRA) if there are elements not already contained in the relevant code they are already subject to. They are a key stakeholder and role model, in the delivery of Fire and Rescue Service standards, culture, etc.

Q19: To what extent do you agree/disagree with making enforcement of the proposed statutory code an employment matter for chief fire officers to determine within their services?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Fire and Rescue Service Oath

We are also consulting on introducing a fire and rescue service oath ('the Oath') in England. The Oath would be a promise to uphold the principles in the statutory code while undertaking tasks on behalf of fire and rescue authorities, to help address the cultural challenges identified above and provide a positive expression of the role services can play in their communities. A mandatory duty to take the Oath would need to be placed on all FRA employees although it would not apply to the elected representatives in the authority as separate ethical standards arrangements are already in place.

As is the case with police officers and PCCs, the Oath would be specified and provided for in legislation. We consider that a requirement for all FRA employees to consciously affirm ethical principles through an Oath would make it more likely that the principles would be adhered to. We think this would be preferable to a voluntary option because it would provide a more consistent approach across all services.

As noted above, the core code may be subject to review before being placed on a statutory basis, if that option is pursued. However, by way of example, an Oath based on the core code may include affirming such principles as acting with integrity, and supporting equality, diversity and inclusion. As we anticipate the Oath and the statutory code to be intrinsically linked, subject to the outcome of this consultation, we will continue to work closely with interested parties on the content and process associated with the statutory code and Oath.

If a breach of the Oath occurred, we believe it would be most appropriate for it to be dealt with by each service as an employment matter. Managers should exercise their professional judgment, reflecting service disciplinary procedures and the circumstances of the individual case. We consider that, in the absence of congruent criminal offence, it would be disproportionate for breach of the Oath alone to be a criminal offence.

Q20: To what extent do you agree/disagree with the creation of a fire and rescue service oath for services in England?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q21: Please give the reasons for your response.

In much the same way as previous Fire and Rescue Service Discipline Regulations. Disagree that the statutory code should not also apply to the elected representatives of FRAs, they are a key stakeholder and role model, in the delivery of Fire and Rescue Service standards, culture, etc. Same principles apply to PCCs.

Q22: To what extent do you agree/disagree that an Oath would embed the principles of the Code of Ethics amongst fire and rescue authority employees?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q23: To what extent do you agree/disagree with an Oath being mandatory for all employees?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q24: To what extent do you agree/disagree that breach of the fire and rescue service oath should be dealt with as an employment matter?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Professionalism Summary

We consider that action in these five key areas of improvement could help facilitate further professionalisation of fire and rescue services. Drawing on responses to this consultation, we intend to continue building capacity and capability across these five areas of leadership, data, research, ethics and clear expectations. It will be vital to make efficient use of resources in

supporting services. We will therefore seek to prioritise those areas of delivery that are most beneficial in strengthening services and protecting the public.

Q25: To what extent do you agree/disagree that the five areas listed above are priorities for professionalising fire and rescue services?

- Leadership
- Data
- Research
- Ethics
- Clear Expectations

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q26: What other activities, beyond the five listed above, could help to professionalise fire and rescue services?

Review and evaluation - knowing what is done well, how to do more of it, what to stop and redirect, etc. removal of single 'pet' Fire and Rescue Service projects, especially those in positions of sector influence. Furthermore, this cannot be achieved without deliberate and consistent consideration of community views and feedback, perhaps establishing the local equivalent of Police Service Independent Advisory Groups.

Competencies and Qualifications - being clear as to application of flexible/agile National Occupational Standards, not based on skills, but qualities. Where skills are required, sector standards and associated qualification levels, mechanisms to maintain Continuous Professional Development (CPD).

Clear understanding of differentiation between accepted levels of quantity, quality and productivity of services, both support and delivery to communities. Prioritise outcomes, not numbers/targets.

Communications and engagement - effective communications and engagement is critical to the delivery of major change programmes.

Independent Strategic Oversight

We believe there could be an opportunity for an independent body to build on the foundations laid and continue to drive forward the further professionalisation of services.

A key benefit of creating an independent professional body could be to provide an organisation independent of fire and rescue services and at arm's length from government to lead the continuing development of the fire and rescue profession. It could comprise and be led by staff working in the organisation as their primary role and providing a dedicated resource to support services rather than by those who also must undertake pressing operational roles. This would help it carry out important activities not currently conducted on a sustainable basis. While we see benefits to independence, it would be vital for any new organisation to work with services,

employers, the NFCC, the unions, HMICFRS and others, to ensure that work is fully informed by the views of the sector.

A College of Fire and Rescue

We therefore want to explore our ambition for the creation of a College of Fire and Rescue (CoFR) to be the independent body to support our fire and rescue professionals to best protect their communities. Through providing a permanent body of independent expertise and sharing the outputs of its various proposed strands of work, the independent CoFR could provide a vital aid to services in implementing the reforms outlined in this white paper.

We will carefully consider the creation and appropriate remit of a CoFR using the views gathered through this consultation. We would want to ensure we prioritise areas of work that add greatest value to services, making best use of available resources. We are therefore seeking views on which of the five opportunities for further professionalisation should be priorities for the proposed independent CoFR.

By way of example, the proposed independent CoFR could have the following remit:

- on Leadership, developing and maintaining courses such as Leadership Programmes and direct entry schemes
- on Data, providing a home for a strategic centre of data excellence
- on Research, housing a central research function to ensure that research is prioritised, conducted effectively, and shared
- on Clear Expectations, taking on responsibility for the creation of fire standards, building on the work of the Fire Standards Board
- on Ethics, the proposed independent body could be provided with powers to create and maintain the proposed statutory code of ethics and fire and rescue service oath, and also keep practical implementation of the code and Oath under review

The remit outlined above could help ensure that these vital activities are conducted in a sustainable and independent manner by an organisation dedicated to undertaking this work. Placing multiple strands of work in the same organisation focused solely on their delivery would allow each strand to be supported by the others. Taking the examples above, a CoFR could allow expectations of services to be informed by the latest research and help leadership programmes to be imbued with strong ethical principles.

We also want to make sure that the proposed independent CoFR has the power to effect further improvement in fire and rescue services. We therefore wish to consider whether it should be given legislative powers to support its work. These could mirror the powers held by the College of Policing under the Police Act 1996, as amended by the Anti-Social Behaviour, Crime & Policing Act 2014, or could involve the extension to the College of Fire of the powers held by the Secretary of State under the Fire and Rescue Services Act 2004. For example, legislative powers provided to the CoFR could include the power to issue statutory codes of practice with the approval of the Secretary of State.

It should be noted that the remit of the NFCC extends significantly beyond the functions outlined above. Therefore, if the independent College of Fire were to be created, a strong co-operative working relationship with the NFCC would be vital in achieving the aims of both organisations.

Q27: To what extent do you agree/disagree with the creation of an independent College of Fire and Rescue to lead the professionalisation of fire and rescue services?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q28: Please provide your reasons for your response

The creation of a College of Fire and Rescue (CoFR) would establish much needed additional capacity in Fire and Rescue sector development, improve consistency and drive down duplication. Agree with the bringing together of standards development, responsibility for National Operational Guidance, etc.

There is a need to appropriately review comparable facilities and learn lessons as to avoid the same mistakes of unrealistic scope, ensuring best outcomes for participants and that the CoFR is constantly adding value. There would be benefit in an alternative, satellite style, delivery model, thus avoiding the perceptions of the current privatised Fire Service College and its previous history or it simply becoming a part of the College of Policing.

Options to consider an interlinked connection of 'blue light' or 'emergency response' colleges, each taking responsibility for a particular skill development, appropriate to their facilities.

Primary aim of the CoFR should be internally 'sector focused', then to wider international and income generation markets, which should then be reinvested into the CoFR, not the reverse.

The impact assessment infers that funding for the CoFR would be redirected from the National Fire Chiefs Council (NFCC). Wherever possible the NFCC should not be effected instead creating the strong co-operative working relationship, i.e. allowing itself to fill a professional client role for the CoFR and working collaboratively to take leadership responsibility for certain remits. The advisory role of the NFCC could also then be enhanced, when working between the CoFR, government departments, Her Majesty's Constabulary of Police and Fire & Rescue Services (HMICFRS).

The funding model for the CoFR also needs further clarity, so that an equal access across Fire and Rescue Service's can be guaranteed and not the larger Fire and Rescue Service's attaining a monopoly.

Surrey Fire and Rescue Service are currently developing plans to invest in Wray Park, Reigate (Formally an International Training Centre), so could be an option for a satellite style training venue.

Governance

Governance Structures

There are 44 FRAs across England operating under a range of different governance models. We believe this variation in the operation of models is unhelpful and leads to problems in relation to accountability and transparency.

Unlike FRAs overseen by PFCCs or combined authority mayors, the majority of authorities still operate a committee structure comprising many members (in the case of one authority, nearly 90). This can slow decision making and impair accountability. And across most of England, the public do not have a direct say in who is responsible for their fire service. In most areas, while members are elected (for example, as a councillor), they are not directly elected with a clear mandate in relation to fire.

Public awareness of FRAs and their members is not high. Our public polling as part of the review of PCCs found that the majority (89%) could not name a member of their FRA. In contrast, the awareness of PCCs (including police, fire and crime commissioners) is growing since the first candidates were elected in 2012. In the same polling, nearly two thirds (65%) of the public in these areas said they were either aware of their commissioner, or aware that they were responsible for policing (this figure is in line with other recent estimates from the Crime Survey for England and Wales). The 2021 PCC elections saw a significantly increased turnout – provisionally up 6.5 percent more than in 2016 - and more than double that of the 2012 elections. This shows the model is maturing and public awareness is growing.

After considering the conclusions of the PCC review, and reviewing inspection and other reports, the government view is that oversight of fire services needs to change. Our preferred governance model is one that meets the following criteria:

- there has a single, elected – ideally directly elected – individual who is accountable for the service rather than governance by committee
- there is clear demarcation between the political and strategic oversight by this individual, and the operationally independent running of the service by the chief fire officer
- that the person with oversight has control of necessary funding and estates
- decision-making, including budgets and spending, is transparent and linked to local public priorities Therefore, to strengthen governance across the sector, we believe there is a strong case to consider options to transfer governance to an elected individual.

We seek views on this approach and who the most appropriate person may be. Options will need to be discussed options with each local area. There are a number of options for who this person could be. These include a directly elected combined authority mayor or a PCC. Each is a single directly elected individual who can provide the accountable leadership that we envisage, enabling the public to have a say in who oversees their local service. But there may be other options, including retaining fire in county council’s under a designated leader. We seek views on who else could provide this executive leadership.

Q29: To what extent do you agree/disagree that Government should transfer responsibility for fire and rescue services in England to a single elected individual?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q30: What factors should be considered when transferring fire governance to a directly elected individual? Please provide the reasons for your response.

Establishing a clear and separate mandate/portfolio for Fire and Rescue, including to a delegated representative of the single elected individual.

Establishing a full understanding of integrated support service funding and Capital funding allocations, to inform future decision-making and negate any lack of progressing key programmes, projects, etc. during any transition period.

Minimising any impact to Fire and Rescue should more than one governance model be available, i.e. establishing an independent means of negotiating between parties, developing business cases, etc. to decide upon the future Fire and Rescue governance option.

In all governance models, public awareness of the role, structures, functions, etc. should be better communicated and understood.

The Mayoral Model

An option to achieve directly elected oversight of fire could be through the combined authority mayoral model. The government would like to see more combined authority mayors exercising public safety functions. As set out in the Home Secretary’s response to the PCC review (2021) and the Levelling Up white paper, combined authority mayors could also take on public safety functions where boundaries allow. Of the eight existing MCAs without fire and rescue functions currently, four (Cambridgeshire & Peterborough, Sheffield City Region, West Midlands and West Yorkshire) are already coterminous with fire and rescue boundaries. Subject to this consultation, we will explore options for transferring the fire functions directly to the MCAs for exercise by the mayors in these areas at the earliest opportunity. The four remaining existing MCAs (Liverpool City Region, North of Tyne, Tees Valley and West of England) are not currently coterminous with fire and rescue boundaries and so, subject to this consultation, we will need to consult with those in the local areas to establish the way forward.

Q31: Where Mayoral Combined Authorities already exist, to what extent do you agree/disagree that fire and rescue functions should be transferred directly to these MCAs for exercise by the Mayor?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
		Neither agree or disagree		

Police and Crime Commissioners

Another option could be to transfer responsibility to a police, fire and crime commissioner. In 2017, measures were introduced through the Policing and Crime Act 2017 to enable PCCs to take on oversight of their local fire services.

It is for each commissioner to determine whether they want responsibility for fire. If so, they need to produce a proposal for the Home Secretary that demonstrates how a governance transfer meets the statutory tests of economy, efficiency and effectiveness, and that it does not have a detrimental impact on public safety. To date, four areas have made the transition to a police, fire and crime commissioner.

The PCC review considered how PCCs’ accountability could be strengthened, and their role expanded in line with the government’s manifesto commitment, and considered the benefits of

directly elected oversight of fire services. Those interviewed from both policing and fire in the review were broadly supportive of the benefits of bringing policing and fire governance together under a directly elected individual, particularly to maximise the benefits of emergency services collaboration and strengthen accountability and transparency to the public. To achieve a more consistent approach to fire governance, many were strongly in favour of mandating governance change across England, rather than the current bottom-up piecemeal approach.

We have seen the immense value in what PFCCs in the four areas who have responsibility for fire have provided, including strengthened local accountability, enhanced collaboration and improvements in what their fire services provide the public. The business cases for the first four PFCCs estimated savings of between £6.6 million to £30 million over the first ten years. In Northamptonshire, the financial autonomy provided by the commissioner enabled the service to recruit new firefighters and replace equipment and facilities, thereby improving the support it provides to people and businesses. In North Yorkshire, the 'Enable' service brings together police and fire back-office staff to work as one team, under one roof, improving efficiency and affordability for all. The enhanced collaboration driven by commissioners is not only improving organisational efficiency but is saving lives. In Staffordshire, the commissioner agreed a missing persons support protocol between Staffordshire Fire and Rescue Service, Staffordshire Police and West Midlands Ambulance Service in which 90% of relevant incidents attended by fire and rescue crews were lifesaving or injury preventing.

The PCC review crystallised our proposals on fire service governance which the Home Secretary set out in her Written Ministerial Statement of March 2021. We therefore seek views on whether this is another acceptable option.

Q32: To what extent do you agree/disagree that Government should transfer responsibility for fire and rescue services in England to police and crime commissioners?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
		Neither agree or disagree		

Other Options, such as an executive councillor

We recognise, reflecting the circumstances of each local area, that it may be preferable for somebody a different option other than a PCC or mayor to be given responsibility. This may be where a fire service is currently part of a county council or local boundaries aren't aligned. We are therefore willing to consider other options, although any option will need to meet our criteria for good governance as listed above, in particular the need for clear executive – rather than committee – leadership.

Q33: Apart from combined authority mayors and police and crime commissioners, is there anyone else who we could transfer fire governance that aligns with the principles set out above?

Yes

Q34: If yes, please explain other options and your reasons for proposing them.

Single elected representative within a County Council governance, as per the white paper options. This would equate (At present) to an indirectly elected executive leader of the council for Fire and Rescue governance, possibly delegated to a Cabinet Member of portfolio just representative of Fire and Rescue. This option for Surrey Fire and Rescue Service remains coterminous and ensures enhancement of existing governance within Surrey County Council (SCC), without the impacts of a transition, i.e. delaying Capital investment programmes, expensive business case development and efforts to extrapolate support services from the wider County Council capabilities, revenue and assets.

Transfer of the Fire and Rescue Service function to the executive leader should also require the identification of a single scrutiny committee (with or without additional functions) to be responsible for scrutiny of the executive and operational performance of the Service.

As part of any governance change, we could take the opportunity to strengthen and clarify the legal basis against which fire and rescue authorities operate. The Fire and Rescue Services Act 2004 requires fire authorities to make provision to provide 'core functions' (for example, fire safety, firefighting, rescuing people from road traffic accidents, functions in emergencies). While the Fire and Rescue National Framework for England provides a little more in terms of defining the role of authorities, further work could be done to define their scrutiny and oversight function.

In transferring responsibility to a single individual, we could also put good governance principles in statute. For example, legislation could expressly set out the role and function of the FRAs including its oversight and scrutiny functions, specifying how transparency objectives should be met, and clarifying the relationship between political oversight and operational decision making. If not in statute, this could also be included in the Fire and Rescue National Framework for England.

Q35: To what extent do you agree or disagree that the legal basis for fire and rescue authorities could be strengthened and clarified?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Q36: Please provide the reasons for your response.

The opportunity afforded to strengthen the scrutiny of a vital emergency and community/public service is welcome. Any legislative changes are to be considerate to how, in practice, changes can be afforded to Constitutions and Schemes of Delegation, within each of the available single elected representative governance models.

Should we decide to bring forward governance change and transfer governance from existing fire and rescue authorities, we do not want to lose the skills and expertise built up by FRAs. And regardless of who the executive leader is, each would need a body to scrutinise their decision making. Part 2 of our PCC review is assessing the current scrutiny arrangements for PCCs in more detail and how they could be improved. In the light of this, we will consider carefully what

may be the appropriate arrangements for fire, including the findings from Part 2 of our PCC review which considered how the current scrutiny arrangements for PCCs could be improved.

Boundaries

In order to transfer fire governance to an elected official, the boundaries of the fire and rescue service and the police force/combined authority/county council must align. This is to ensure that there is a consistent electoral mandate across the whole of the area concerned. Across most of England, the boundaries for fire and rescue services and police forces/combined authorities (where present) are coterminous, making the transfer of governance to combined authority mayors and PCCs practicable. In areas where there is more than one fire and rescue service within a police force area (for example, Sussex Police covers the area of both East Sussex and West Sussex fire and rescue services) a transfer of functions is still possible as the PCC can take responsibility for each fire and rescue service that falls within their area. We would not seek to combine services unless there was local appetite to do so.

However, in other parts of the country such as the south-west of England, fire and police boundaries do not align. This means the transfer of fire governance to someone like a PCC would not be practicable unless steps were taken to bring about coterminous boundaries. We will discuss options for these areas with interested parties to determine how to achieve the necessary change.

Q37: To what extent do you agree/disagree that boundary changes should be made so that fire and rescue service areas and police force/combined authorities (where present) areas are coterminous?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
		Neither agree or disagree		

Fire Funding

We are aware that any governance change will have funding implications. This will be particularly acute in services that are part of a county council or unitary authority. Should any governance transfer be made, we will need to assess that impact, for example on staff, assets and revenue transferred, and council tax precept. We are keen to ensure that both the financial sustainability for all local authorities and the operational capabilities of fire services are maintained throughout, including during any transition period. The government's aim is that we will keep council tax bills low and this will not be adversely affected by our governance proposals.

Where fire is part of a county or unitary authority, we have seen that fire and rescue does not always receive the resources it might otherwise be allocated due to competing priorities within the parent authority. As a result, fire and rescue can see its budget reduced mid-year to meet pressures elsewhere in its parent authority. The fire and rescue service also must compete with other parts of the local authority for capital funding to replace essential equipment. Subject to the results of this consultation, should fire stay within a county council or unitary authority rather

than be transferred to a PCC or mayor, we propose taking steps to ring-fence the operational fire budgets within all county councils and unitary authorities who run fire services. This will enable the executive leader and chief fire officer to have certainty at the start – and throughout – the financial year over what resources they have available to them in order to meet the requirements of their local plan.

On conclusion of this consultation, we will work with national and local government representatives to consider these issues further. Should any changes to governance be given effect, we will consider options to ensure that authorities in all their forms continue to take effective decisions on their service provision ahead of any governance change.

Q38: To what extent do you agree/disagree with ring-fencing the operational fire budget within fire and rescue services run by county councils and unitary authorities?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
			Disagree	

Q39: Please provide the reasons for your response.

Surrey Fire and Rescue Service has, particularly since 2018, been afforded the appropriate budget to deliver upon its risk-based services. Using the CRMP methodology as its basis, to drive a well-resourced operating model, subject to constant review and adjustment, SCC have supported agile and flexible budget requirements, invested in Capital programmes and mitigated the impact of wider savings/over-spends from other County services/pressures. The Surrey Fire and Rescue Service budget has not, in recent years, been subject to mid-year reductions. The arguments for ringfencing do not therefore apply.

The ring fencing of budgets is a 'double-edged sword', while potentially mitigating the effect of in-Financial Year savings requirements and allowing autonomy of an operational budget linked to proposed governance changes, it does not provide sufficient resilience for pressures not forecasted and/or new, examples being the impact of large and short notice recruitment requirements and recent inflationary pressures. As part of a wider County Council budget Surrey Fire and Rescue Service also benefits from enhanced financial resilience, with access to contingencies and reserves.

No other County Council budgets are able to be ring-fenced, therefore this would make Fire and Rescue Service an outlier and possibly more vulnerable than resilient. Mitigating the effect on operational budgets is managed within the County Council through the understanding of community needs, the service delivery model and relationships.

Improvements could include:

- Greater transparency and improved reporting, to assure Government that Fire and Rescue Services are appropriately funded and delivering value for money. A jointly agreed and centrally monitored process of assessing value for money and benchmarking would be welcomed.
- Development of a clear understanding of the value of embedded services, i.e. IT&D, Human Resources, etc. which is also part of the Service Value for Money assessment and HMICFRS findings to explore. This would allow consideration of outsourcing options,

as a means of generating funds from more efficient services to reinvest in Fire and Rescue.

- Medium-Term Capital Allocation (Not limited to Property programmes), instead of item by item capital bids, to enable greater autonomy and agility. And, release of assets returning to the Capital allocation for Fire and Rescue, i.e. sale of a Fire Station or Frontline Appliance, etc.

If Fire and Rescue Service budgets were ring-fenced, it would need to be clearly understood how the initial ringfenced revenue and Capital budgets would be determined in order to provide sufficient funding while not destabilising other County Council services; how in-year pressures would be managed; how such relates to Grey Book and SCC Terms and Conditions staff; how future savings requirements would operate, i.e. post COVID-19 Pandemic contributions to SCC impact; how Fire and Rescue influence tax precept levels, including percentage increases; and how Fire and Rescue Service access wider contingency funds.

A Balanced Leadership Model

Chief fire officers, properly held to account for performance by stronger governance, must also be able to make operational deployments and use their resources in the most efficient and effective ways to meet known and foreseeable risks. Yet in many cases, they are required to engage in prolonged negotiation at both the national and local levels on matters that should be within their operational responsibility.

In their first inspections, HMICFRS found that the lack of clear operational independence of chief fire officers created a barrier to services becoming more effective and efficient, and they found examples where chiefs were prevented by their authorities from implementing operational changes. HMICFRS recommended that the Home Office should take steps to give chiefs operational independence, including issuing clear guidance on the demarcation between governance and operational decision making. We agree with this recommendation and will legislate to do so when parliamentary time allows. While good governance, accountability and robust political decision-making is critical, it should be for the chief fire officer to determine the operational deployment of their staff.

We want to move to a consistent position where the political, executive leader of the fire and rescue authority will be responsible for their fire service and will be accountable – ultimately at the ballot box – for the service’s performance. This will be alongside the chief fire officer being accountable for operational decisions, with the two working effectively together to ensure the best service to the public.

The table below illustrates the possible demarcation of responsibility between the political (executive) leader and the chief fire officer. For example, the chief fire officer would make decisions in relation to the appointment and dismissal of staff, and the configuration, deployment and organisation of fire service resources. They would also make decisions to balance competing operational needs aligned to the strategic priorities set by the executive leader, to which they must have regard; including operational decisions to reallocate resources to meet immediate and ongoing demand and allocate staff to specific duties to reduce risk and save lives. We will work with those in the fire sector and local government to define this further ahead of making the required legislative changes.

Task	Responsible
Setting priorities	Executive leader

Task	Responsible
Budget setting	Executive leader
Setting precept	Executive leader
Setting response standards	Executive leader
Opening and closing fire stations	Executive leader*
Appointment and dismissal of chief fire officer	Executive leader
Appointment and dismissal of other fire service staff	Chief Fire Officer
Allocation of staff to meet strategic priorities	Chief Fire Officer
Configuration and organisation of resources	Chief Fire Officer
Deployment of resources to meet operational requirements	Chief Fire Officer
Balancing of competing operational needs	Chief Fire Officer
Expenditure up to certain (delegated) levels	Chief Fire Officer

*Opening and closing of fire stations could be a joint decision; operationally fire chiefs could be responsible for decisions on moving teams, whilst ultimate political and executive responsibility lies with the executive leader.

There will be a bright, clear line demarcating the nature and extent of the chief fire officer's operational independence against the role of the executive leader. We will consider best practice in local government to develop this, as well as learning from the relationships between PCCs and their chief constables. We could consider producing something akin to the Policing Protocol to clarify roles and responsibilities and provide safeguards.

To support that, the declaration of the acceptance of office of PCCs and mayors could be extended to respect the operational independence of chief fire officers in the same way it presently applies to the independence of police officers.

At all times, the strengthened governance model of an executive leader will hold the chief to account for their decisions and performance.

Q40. To what extent do you agree with this proposed approach (as outlined in the table above)?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q41. Do you have any other comments to further support your answer?

The majority of the principles associated with a balanced leadership model are agreeable, recognising the importance of the relationship between the single elected representative and Chief Fire Officer. The setting of priorities, budget and, precept, while the responsibility of the single elected representative, are best done in partnership, in the same way as the Chief Fire Officers responsibilities. Being legislated assists in ensuring a means to resolve matters of disagreement, where they occur.

The only elements of the single elected representatives responsibilities which is contradictory to operational independence are the setting of response standards and the opening and closing of fire stations. These are decisions that can require public consultation in any case, and thus endorsement of the single elected representative, however, should be within the control/responsibility of the Chief Fire Officer. Without such, this leaves the situation of a Chief Fire Officer being able to redistribute assets without the infrastructure.

In regards the impact of the priority setting on operational plan; it has been suggested that a Strategic Plan, authored by the single elected representative, will highlight the holistic priorities, aligned to SCC, PCC, wider partners expectations; which will be followed by the operational plan (CRMP). It is proposed that one cannot be done without the other. A CRMP identifies community needs, vulnerabilities, etc. which in turn become the, within statutory responsibilities, strategic priorities; beyond such is additional social value, which can then be budgeted for and tax precept set accordingly. It is proposed that the CRMP and priority setting are the same process. Priority setting needs to be evidence-led.

Q42. Are there any factors we should consider when implementing these proposals?

See above.

Q43: What factors should we consider when giving chief fire officers operational independence? Please provide the reasons for your opinions.

The temporary establishment of a support mechanism, possible via the NFCC, to advise, guide and assist Chief Fire Officers to navigate their enhanced independence, using other Chief Fire Officers, i.e. from Combined FRAs, who have already experienced such autonomy.

Legal Entity of Chief Fire Officers

When considering the role of chief fire officers in the context of transferring governance to a PCC, the extent of operational independence granted to them becomes even more relevant.

In the PCC model for policing governance, chief constables have operational independence from their commissioner in relation to the running of their police forces. The Police Reform and Social Responsibility Act 2011 provides that a police force and its civilian staff are under the direction and control of the chief constable. The 2011 Act also makes each chief constable a corporation sole. That means that the chief constable is a legal entity in their own right, occupying a single incorporated office. It makes the chief constable the employer of all those who work for the police force, and gives them legal authority over certain decisions and functions.

We therefore will consider whether to legislate to make chief fire officers corporations sole. This could clarify their role and responsibilities, and make them the employers of all fire personnel. This would mirror the arrangement in policing, although we will ensure these new arrangements are appropriate for fire. Subject to the views of the consultation, should we decide to proceed, we recognise specific arrangements may need to be put in place for chief fire officers employed

by fire and rescue services run by county-councils and unitary authorities due to how closely fire professionals and assets are embedded in those organisations. We will work with the Department for Levelling Up, Housing and Communities and others in local government to consider this further.

Q44: What factors should we consider should we make chief fire officers corporations sole?

As a County Council Fire and Rescue Service, as indicated in the white paper, a significant issue will be the relationship between the Chief Fire Officer as corporation sole and the County Council in the provision of assets and support services. In particular how to take advantage of the potential economies of scale with services provided by the County Council, yet giving the opportunity for alternative provision if this is required to achieve best value. And how these services are managed through contractual or alternative provisions.

The role of the FRA Head of Paid Service, Finance Officer and Monitoring Officer and relationship with a Chief Fire Officer as a separate legal entity will also need to be thought through.

Clear Distinction Between Strategic and Operational Planning

Fire and rescue authorities are required by the Fire and Rescue National Framework for England to publish an Integrated Risk Management Plan (or similar for mayors and PFCCs). Put simply, the plan should assess all foreseeable fire-and-rescue related risks the service may face, and list how they will be met or responded to.

We are seeking views on how best to clarify the distinction between strategic and operational planning. We believe there should be a clear distinction between a strategic fire and rescue plan established by the fire authority and for which it is responsible, that sets priorities for the service on behalf of the public, and an operational plan which would become the responsibility of the chief fire officer and would deal with how strategic priorities will be met and risks mitigated.

Regardless of whether we require a new strategic plan, we propose to change the title of the operational plan to ‘the Community Risk Management Plan’. This better reflects the focus that these plans should have on risks to communities and more closely aligns to the newly established Community Risk Fire Standard introduced by the Fire Standards Board.

Q45: To what extent do you agree or disagree that the responsibility for strategic and operational planning should be better distinguished?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
	Agree			

Q46: To what extent do you agree or disagree that the strategic plan should be the responsibility of the fire and rescue authority?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
		Neither agree or disagree		

Q47: To what extent do you agree or disagree that the operational plan should be the responsibility of the chief fire officer?

Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree
Strongly agree				

Q48: Please provide the reasons for your response.

Refer to response to Question 41. The CRMP (Operational plan) is evidence-led and therefore should be independent of any political influence.