

MERSEYSIDE FIRE AND RESCUE AUTHORITY			
MEETING OF THE:	COMMUNITY SAFETY AND PROTECTION COMMITTEE		
DATE:	30 JULY 2015	REPORT NO:	CFO/030/15
PRESENTING OFFICER	DCFO GARRIGAN		
RESPONSIBLE OFFICER:	DCFO GARRIGAN	REPORT AUTHOR:	GUY KEEN
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TITLE OF REPORT:	COMMUNITY FIRE PROTECTION 2020 PROPOSALS		

APPENDICES:	APPENDIX A:	2015 – 2020 STRUCTURE CHANGES
	APPENDIX B:	THE OPS-PROTECTION WM ROLE PROPOSALS TOWARDS 2020 (PRESENTATION)
	APPENDIX C:	PROTECTION GREEN BOOK ROLE PROPOSALS FOR 2020 (PRESENTATION)
	APPENDIX D:	EQUALITY IMPACT ASSESSMENT

Purpose of Report

1. To request that Members approve the proposals for structural changes to the function of Community Fire Protection arising from the 2020 review.

Recommendation

2. That Members;
 - a. Note the methodology of the 2020 review for the function of Community Fire Protection
 - b. Note the rationale underpinning the proposals for structural change.
 - c. Approve the changes detailed in the report.

Introduction and Background

3. This report presents a long term scalable structure for the discharge of the Community Fire Protection function that will meet the future challenges faced by the Authority and in doing so will support the Service's 2020 vision.

Report Objectives

4. The objectives of this report are to:
 - a. Explain the planning assumptions behind the functional review;
 - b. Outline the methodology of the structure review;
 - c. Explain the rationale that underpins the structure proposal

- d. Detail the new structure proposal for 2020
- e. Detail the transitional arrangements required to move to the 2020 structure.

2020 Review

- 5. The proposal has been informed by a comprehensive review of the function of Community Fire Protection within Merseyside Fire & Rescue Service (MFRS).
- 6. The planning assumptions that underpin this review are:
 - a. Protection will remain a core function of the FRS;
 - b. The Authority budget will continue to shrink and put pressure on Community Fire Protection to make further efficiencies;
 - c. Delays in closing the growing succession gap in MFRS Community Fire Protection would present a significant risk to the Authority and would need addressing as part of the 2020 Strategy;
 - d. Protection, Preparedness and Response provide mutual value to each other;
 - e. Protection functional planning must address the key strategic drivers for legislative fire safety;
 - f. Protection planning must focus on delivery of the essential requirements;
 - g. The current MFRS Community Fire Protection structure is unsustainable in the long term;
 - h. Competence of Community Fire Protection Officers will be delivered against the Chief Fire Officers Association (CFOA) National Qualifications & Competence Framework (NQ&CF).

Review Methodology

- 7. The methodology adopted for this review involved:
 - a. Identification of the key strategic objectives that drive **why** MF&RS need to deliver Protection services;
 - b. Identification of **what** MF&RS need to deliver in order to meet the strategic objectives;
 - c. Identification of **what** are the most suitable resources to deliver the objectives;
 - d. Identification of **how** the function of Protection can be best structured to meet the requirements;
 - e. Consideration of **how** Protection can secure sufficient capacity to meet short, medium and long-term objectives.

Key Strategic Drivers

8. The following strategic drivers influence what the Authority are required to do and how the Authority are required to do it:
 - a. Legislation placing responsibilities on the Authority;
 - b. Government expectations:
 - i. National Framework incorporating Integrated Risk Management Planning (IRMP);
 - ii. Knight Review;
 - c. MFRS Mission Statement.
 - d. CFA Business Safety Strategy 2013-16.

Outputs / Outcomes

9. The key outputs that Community Fire Protection need to deliver to meet the strategic objectives are:
 - a. Manage physical and human resources in the function of Community Fire Protection:
 - i. Manage personnel;
 - ii. Manage work-streams / projects;
 - iii. Produce & review policy and procedures;
 - iv. Manage and account for high performance;
 - v. Provide a competent work-force.
 - b. Complete the Risk Based Strategy (RBS) in line with the Regulators Code, including:
 - i. Audits / Inspections
 - ii. Enforcements / Prosecutions
 - iii. Consultations (e.g. Planning)
 - iv. Business Support / Advice
 - v. Licensing
 - vi. Primary Authority Scheme (PAS)
10. The key outputs that Community Fire Protection need to deliver to meet the strategic objectives are:
 - a. Contribute to safe, effective Firefighters by influencing fire safety in the built environment and sharing technical fire safety knowledge and intelligence to inform operational procedures and tactics:
 - i. Fire safety technical knowledge to support and enhance operational preparedness;
 - ii. Fire safety technical knowledge to support and enhance incident tactics & management;

- iii. Enhanced firefighter safety via fire safety influence in the built environment.
- b. Contribute to safer, stronger communities by influencing fire safety in the built environment:
 - i. Prevent fire losses, fire fatalities and injuries in properties covered by fire safety legislation;
 - ii. Influence standards of fire safety in the built environment;
 - iii. Support business safety & economic growth.
- c. Meet the Authorities statutory obligations regarding fire safety legislation

2020 Review

11. In line with the review methodology (see para. 7), current role positions were analysed to identify suitability for 2020 requirements. The intention of the review was to commence with existing grey and green book roles to determine whether these would be suitable and sufficient for 2020. The review identified the strengths and limitations of each role as a precursor to informing proposals for a 2020 structure.
12. The existing Community Fire Protection structure for grey and green book roles is detailed on Sheet 1 of Appendix A.
13. The review identified the following limitations and strengths of existing roles in Community Fire Protection.
14. The limitations of Green Book roles:
 - a. The single grade Technical Officer role requires a 4 – 5 year development path that is unsustainable, particularly from a succession planning perspective, it offers poor value to the Authority and it is not aligned to the NQ&CF;
 - b. There is no opportunity to progress against a structure (further succession risk);
 - c. Green book technical officers have no default operational expertise;
 - d. There is limited opportunity to develop talented green book employees for mutual benefit.
15. The strengths of Green Book roles:
 - a. Stability of time in role, Technical fire safety officers are exclusive to the function of Community Fire Protection and therefore tend to remain in the function for the duration of their employment which offers the optimum value to the Authority's investment in technical fire safety training and development;
 - b. The green book terms and conditions are sufficiently flexible to allow the creation of new roles aligned to the CFOA NQ&CF;
 - c. Existing green book technical officers have significant potential to fulfil managerial roles;

- d. MFRA currently employs green book personnel with Technical fire safety expertise up to and including fire engineer.
16. The limitations of Grey Book roles:
- a. Currently development runs in isolation of organisational development;
 - b. The legacy rationale for the grey book role in Protection does not adequately distinguish and recognise the full value potential of grey book officers in Community Fire Protection;
 - c. The succession challenges from a top heavy retirement profile, combined with the length of time required to obtain the level of technical competence within the existing grey book protection roles, is a current and increasing risk that arises from a deficit of technical competence across the function of Community Fire Protection;
 - d. Quality Assurance is inadequate to sufficiently protect the Authority and to meet accreditation requirements of the NC&CF, this is a consequence of previous structure changes combined with the succession challenges;
 - e. Succession of Grey book Protection officers against the CFOA NQ&CF is unsustainable as it currently takes a minimum of 5 years to develop the required level of technical competence;
 - f. Value of Operations-Protection expertise not achieved or recognised;
 - g. Technical response limitations e.g. sustainable coverage is currently limited to office hours.
17. The Strengths of Grey Book roles:
- a. Grey book officers provide the optimum support for meeting the required Community Fire Protection outcomes for contributing to safe, effective firefighters;
 - b. Grey book officers are fluent in Operational language;
 - c. Grey book positions provide excellent development opportunities and supports the maintenance of organisational technical competence;
 - d. Experience of fire behaviour provides a unique and valuable addition to the competence of the function of Community Fire Protection;
 - e. Proven high level commitment to prevent fires and associated injuries/fatalities.

Proposals

- 18. Grey and green book roles both have a value to the future of Community Fire Protection in MFRS, however in order to optimise this value, the roles will need to be restructured to a clear rationale that distinguishes between the different roles in a way that addresses the strengths and limitations of each. The existing and proposed new structure of Community Fire Protection is available at Sheet 2 of Appendix A.
- 19. In line with the Authorities financial objectives, the proposed new structure achieves a budget saving of **£216k by 2020-21** which equates to a **13.5%**

saving on the existing 2014-15 budget. A full breakdown of financial savings is given in the 'Financial Implications & Value for Money' section below.

20. Implementation of the full 2020 re-structure should be phased in naturally to ensure that existing expertise is utilised to dampen the impact of the succession gaps and seeking to avoid compulsory redundancies.
21. An implementation plan identifying year-on-year structure changes from 2015 to 2020 is provided at Sheet 3, Appendix A. This plan balances needs arising from succession gaps by ensuring as much expertise as possible is maintained within the Department. This will support performance against the required outputs and outcomes in lieu of significant loss of expertise whilst the service recruits, trains and develops new officers to provide a full level of competence across the function.
22. This report proposes that:
 - a. **Green book roles** are distinguished specifically on the technical expertise and that the roles are tiered in order to create a sustainable structure where point of entry to full competence in every role can be achieved within a timeframe of 18 months to 2 years.
 - b. **Grey book roles** are distinguished specifically on the operational-technical expertise, this does not require a lengthy technical development period and takes advantage of existing operational skills sets that maximise the organisations ability to meet the Protection outcomes for safe, effective firefighters. Additionally, future grey book roles in Protection will ensure full technical competence can be achieved within 12 – 18 months and that operational competence is maintained throughout the tenure in Community Fire Protection.
23. The Green book structure in Community Fire Protection should be split into 4 levels aligned to the CFOA NQ&CF:
 - a. Fire Safety Adviser
 - b. Fire Safety Auditor
 - c. Fire Safety Inspector
 - d. Fire Safety Risk Manager
24. The proposed green book structure addresses all of the succession gaps relating to the current green book limitations and provides excellent opportunity and motivation for existing and future green book employees in Community Fire Protection.
25. A full breakdown of the new proposed green book roles are available at Appendix C.
26. A further 5th level could be introduced at a later stage at a lower level if the Authority elect to introduce apprenticeships in Community Fire Protection.
27. The Grey book role in Community Fire Protection will focus specifically on operational aspects of technical fire safety, this will include:
 - a. Operational aspects of Protection
 - b. Site Specific Risk Information

- c. Risk Intelligence
 - d. Peak Hours Audits
 - e. Fires in the Built Environment (Training and Development of operational personnel)
 - f. Tactical adviser for technical fire safety at incidents
 - g. Tactical adviser for Article 31 response
 - h. Quality assurance of protection work by operational personnel to support effective performance management.
28. In order to facilitate the new grey book role, the requirement for Watch Managers (WMs) managing technical officers during office hours on district will cease; the managerial aspects of the existing WM's will be absorbed at the appropriate levels within the new green book structure and a new team of operational-protection WMs providing a level of 24 / 7 response will be created.
29. A full breakdown of the new WM role is provided at Appendix B.
30. The review considered a number of shift options that would provide sufficient capacity to meet the requirements of the role:
- a. Option 1: 50:50 – 5 WM's working 50% of the allocated hours in any given period as a rider WM and 50% as a protection officer.
 - b. Option 2: 4 WM's providing a self-managed team approach.
31. Option 2 provides for a greater level of flexibility and dedication to the role and is the option that this report recommends. Option 2 could be accommodated by combining Wholetime Retained (WTR) with retained cover to allow for differences in the job role demands. The proposals detailed in this report have been subject to formal consultation with the Fire Brigades Union, the Fire Officers Association and Unison. Formal consultation was opened on 15th June and successfully concluded 17th July. The proposals were broadly welcomed by the Representative bodies and there are no residual issues remaining unaddressed at the conclusion of consultation process.

Equality and Diversity Implications

32. An EIA has been completed and is attached at Appendix D.
33. These proposals incorporate opportunities to enhance the diversity of our workforce through positive action in the recruitment of new positions. The proposals for the new structure are likely to require recruitment of up to 25 posts within the next 5 fiscal years due to anticipated retirements.

Staff Implications

34. Changes to the Green book structure in Community Fire Protection arising from these proposals creates significant opportunity for existing and future green book personnel to develop within the Protection function.
35. The opportunity afforded to the Protection Watch Mangers allows for lateral development within role with added organisational benefits associated with their

sector competence – risk management understanding in an operational context.

36. Significant opportunities will exist for positive action to ensure future recruitment of a more diverse workforce in line with the Services Equality Action Plans.

Legal Implications

37. The Authority has a legal obligation to discharge its statutory obligations under various pieces of Fire Safety legislation. The proposals in this report would provide the Authority with a structure to meet these obligations in an efficient, effective and sustainable way for the short, medium and long term.

Financial Implications & Value for Money

38. These proposals will lead to significant budget savings with a year on year cost saving resulting in a saving of £216k in terms of staffing, which equates to 13.5% of the existing staff costs in Community Fire Protection.
39. The new structure only results in the loss of half a post, however cost savings are significant partially due to a greater proportion of green book roles and partially due the new roles being aligned to the new competency framework. New technology utilising mobile working and enhanced targeting of risk based inspection programmes will allow greater efficiency and effectiveness through targeting the right level of expertise at the right level of risk.
40. Year on year cost savings against the new structure are detailed below:

YEAR	£ BUDGET	£ SAVING	% SAVING
2014-15	£ 1,605,332	£ -	0
2015-16	£ 1,581,756	£ 23,576	1.47
2016-17	£ 1,565,062	£ 40,270	2.51
2017-18	£ 1,516,361	£ 88,971	5.54
2018-19	£ 1,404,451	£ 200,881	12.51
2019-20	£ 1,388,447	£ 216,885	13.51

41. A response vehicle will need to be made available, assuming the Service opts for a small van equipped for emergency response, estimated costs are as follows:
- Vehicle purchase costs £19k over 5 years (£3800 / annum)
 - Insurance (£1200 / annum)
 - Running costs (£250 / annum)
 - Fuel costs (£1500 / annum)

TRANSIT CONNECT FUEL COSTS			
£/Gallon	MPG	pence /mile	Annual 12000 miles
£5.00	40	12.5p	£1,500.00

Total estimated response vehicle costs = **£6.75k per annum**

Risk Management, Health & Safety, and Environmental Implications

42. The proposals within this report will enable improved targeting of expertise to fire safety risk within the built environment and offer significant improvements to firefighter safety through a combination of training, development, and technical advice to support all levels of operational decision making (pre, during and post incident), for example:
- a. Involvement of Fire Safety expertise in SSRI, preplanning, exercises and training;
 - b. Improved quality assurance of fire safety intelligence for operational crews;
 - c. Provision of tactical officer support for Incident Commanders at incidents involving complex building or premises with fire engineered solutions.
43. No Environmental Implications have been identified relevant to these proposals.

Contribution to Our Mission: *Safer Stronger Communities – Safe Effective Firefighters*

44. The proposals in this report will make significant contributions to the Service's mission, as detailed in para. 10.

BACKGROUND PAPERS

GLOSSARY OF TERMS

CFOA	Chief Fire Officers Association
IRMP	Integrated Risk Management Planning
MFRA	Merseyside Fire and Rescue Authority
MFRS	Merseyside Fire and Rescue Service
NQ&CF	CFOA in conjunction with Skills for Justice have developed the National Qualifications & Competence Framework for Fire Safety regulators which provides a detailed set of occupational standards underpinned by nationally recognised qualifications.
RBS	The Risk Based Strategy is a strategic plan for Community Fire Protection work that is detailed within Service Instruction SI0805. The RBS includes 6 Risk Based Inspection Programme that detail and prioritise the audit and inspection regimes relevant to the Authorities statutory duties for fire safety legislation. The RBS is a requirement under the National Framework for Fire and Rescue Services.