



LONDON FIRE BRIGADE

LFC-23-051

# National Operational Guidance Implementation

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**Report to:**

**Date:**

Investment & Finance Board.....	3 May 2023
Commissioner's Board .....	17 May 2023
Deputy Mayor's Fire and Resilience Board.....	23 May 2023
London Fire Commissioner	

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**Report by:**

DAC Jim Davies

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**Report classification:**

For decision

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**For publication**

# PART ONE

## Non-confidential facts and advice to the decision-maker

### Executive Summary

This is a collaborative business case that will deliver a transformational change in the LFC's adoption and implementation of the 'Response' Fire Standards and the associated National Operational Guidance (NOG). The report has been created to enable the Investment & Finance Board (IFB), on behalf of the LFC, to assure the financial sustainability of the brigade by ensuring that budgeted resources for this business case are closely aligned with LFC's strategic priorities and ensures that financial resources are efficiently and effectively utilised and represent appropriate management of public money.

The full implementation of NOG is identified as a key deliverable in the recommendations of the Independent Operational Assurance Advisor (IOAA) report, the improvement outcomes of His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) report and the LFB Delivery Programme 8, means the effective delivery of NOG implementation sits as one of LFB's strategic priorities.

The LFC is still working towards the full implementation and embedding of National Operational Guidance, that will meet the requirements of the Independent Fire Standards Board and their legal obligations. The delivery of nationally aligned safe systems of work that directly support frontline capability and safety is central to national best practice and is considered core to the provision of a modern emergency response capability.

Greater alignment with the Independent Fire Standards and associated National Operational Guidance will deliver competent operational and fire control personnel, who have been trained to use the hazard and control measure approach provided in the National Operational Guidance, applying risk assessment, decision-making and risk management skills.

Operational competence provides the structure for a safe and effective response to emergencies, whether:

- As a single service
- Working with other local or regional fire and rescue services
- Working with the National Resilience capabilities
- Working in a multi-agency structure.

Whilst not fully aligning with NOG, the LFC increases its vulnerability to legal and political challenge across a number of areas, including the outcomes of operational incidents and the confidence of the public in LFB's position as a modern Fire Brigade. This has been identified in the latest report from His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), where an Area for Improvement (AFI) has been raised in the progress of the full implementation of NOG.

A number of strategic benefits will be realised in the full implementation and embedment of National Operational Guidance; the LFC can improve the way in which operational risk is identified and measured, leading to more effective prevention and mitigation of these risks. This will enable a clear prioritisation process, providing a risk-based delivery plan that will deliver a more coordinated departmental planning process. It will also provide a clearer and more effective learning and assurance function of the

operational capability, safe systems of work and operational competence of the LFC, reducing the vulnerabilities described above.

This cross-directorate business case is requesting funding for a multi-discipline resource requirement, that will deliver a sustainable business model and methodology to effectively implement the required Fire Standards and associated National Operational Guidance and will provide a risk-based prioritisation plan to deliver the much longer-term implementation of National Operational Guidance.

This will create a new business as usual process, that will reduce the implementation timeframe and assist in meeting the area for improvement identified by the HMICFRS, by delivering the benefits of a more cohesive corporate approach of translating operational risk into operational capability.

These temporary positions will be new roles in addition to the current establishment of the individual departments, undertaken by seconded staff for the duration of the project. This will be reviewed during the first twelve months by each of the respective departments, who will look to identify efficiencies that will seek to reduce their resourcing requirements during the latter timeframe of the project.

## **Recommended decisions**

### **For the London Fire Commissioner**

That the London Fire Commissioner provides the approval of:

1. The creation of eight new temporary roles for the period of two years, as set out in Appendix 2 of this report,
2. Approves increasing the budget for Operational Policy and Assurance, Operational Resilience and Control and Learning and Professional Development departments by committing revenue expenditure of £654,728 for a two-year period up to a total cost of £1,309,456,
3. A formal review of the resource requirements at the end of the first year of the project to identify potential efficiencies within existing staffing models in order to release the funding for the second year. This should be reported to Commissioner's Board before release of funding.
4. The drawing down from the Budget Flexibility Reserve to fund this additional expenditure in 2023/24 and to include the 2024/25 additional expenditure in the Budget submission for that year.

Provides the necessary strategic sponsorship and support of the multi-discipline resource requirement as set out in this report.

# 1 Introduction and background

**1.1** Since the original NOG project was delivered, The Fire Standards Board has been established by the Home Office. The Fire Standards Board creates fire standards and oversees the identification, organisation, development and maintenance of professional Standards for fire and rescue services in England.

**1.2** There are five fire standards which relate to response:

- Operational preparedness
- Operational Competence
- Operational Learning
- Fire Control
- Emergency Fire Driving.

**1.3** All of these fire standards have some form of requirement associated with National Operational Guidance but the operational preparedness fire standard directly identifies the requirement for Fire and Rescue Services to implement National Operational Guidance by stating *'In order to prepare for and provide an operational response, fire and rescue services must be able to evidence consideration of and actions taken in relation to these key activities':*

- Legislative responsibilities
- Data management
- Risk management
- Health and safety management
- Site-Specific Risk Information
- Emergency response plans
- Operational assurance
- Competence and training, including validation and revalidation
- Operational learning
- Participation in legal proceedings relating to operational training or activity.

**1.4** These activities make up the 'corporate guidance for operational activity'. Corporate guidance is not intended to prescribe the approach that individual fire and rescue authorities adopt. Its main aim is to support the implementation of National Operational Guidance by fire and rescue services.

**1.5** To achieve the 'Operational Preparedness Fire Standard', a fire and rescue service must:

- Develop and embed operational policies, procedures and tailored guidance based on the National Operational Guidance, unless by evidenced exception its content is not relevant to the service
- Deliver the strategic actions provided in the suite of National Operational Guidance, unless by evidenced exception a strategic action is not relevant to the service; the strategic gap analysis tool may be used to support this process
- Train its operational and fire control personnel to use the hazard and control measure approach provided in the National Operational Guidance, applying risk assessment, decision-making and risk management skills
- Align relevant policies, procedures and tailored guidance in preparation for working with other fire and rescue services or responder agencies.

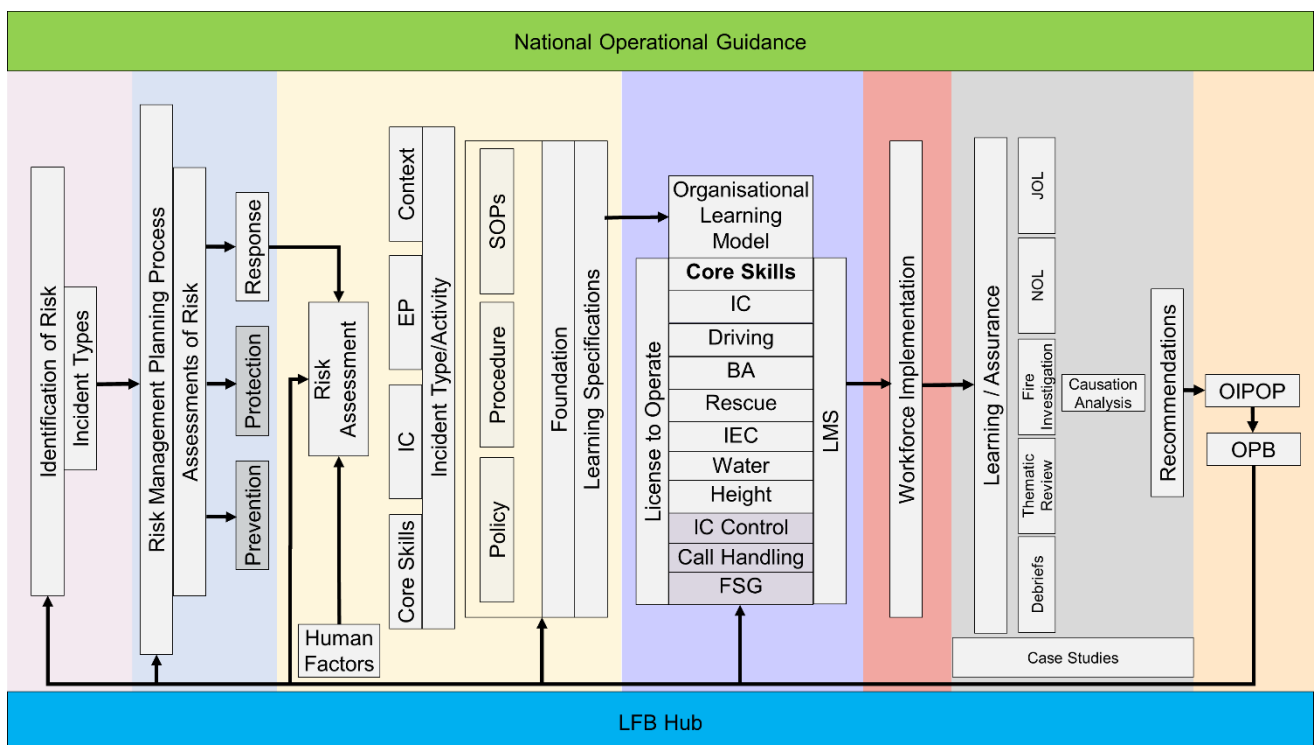
- 1.6** The overall expectation of the new Operational Response Fire Standards is that an 'all hazards' approach is used for incident management. The primary focus of fire and rescue services should be to ensure that attending officers understand how to identify the hazards that are present.
- 1.7** They need to use the policies, procedures, equipment and other resources that their services provide to deal with those hazards (preparedness).
- 1.8** To adhere to the operational response fire standard, the LFC needs to fully implement NOG, NOL and the corporate guidance that supports this. This business case requests the appropriate multi-discipline resource requirement to deliver a sustainable business model and methodology, to achieve this within a timeframe that will remove the area for improvement identified by the HMICFRS.
- 1.9** National Operational Guidance (NOG) is a nationally recognised methodology of translating operational risk into safe systems of work, to support delivery of an operational capability across Fire Control and Fire Stations.
- 1.10** The full adoption and implementation of NOG into frontline operational capability will bring LFB into alignment with the rest of the UK fire sector and national best practice. NOG alignment will also improve sector interoperability and safer systems of work for frontline responders.
- 1.11** Full and effective implementation does not mean just the revision of operation policy, it also means alignment with the corporate guidance above. A key area for consideration of the corporate guidance is that of 'Competence and training, including validation and revalidation', as there is limited capacity of the operational workforce, (including Fire Control staff). This limited training capacity, is the limiting factor in the timeframe for full implementation.
- 1.12** Due to the expected extended timeframe to fully implement NOG, (estimated to be three/four years), a clear robust and sustainable delivery plan, based on a data-driven risk based prioritisation process has been recommended.
- 1.13** In March 2022 the first phase of the 'LFB Implementation of National Operational Guidance' (NOG) project was delivered. Whilst this was a significant milestone for the organisation, it is widely recognised both internally, (major incident review – extreme weather period 2022 report) and by external bodies (HMICFRS, Grenfell Tower Inquiry (GTI) and the IOAA), that further work is required to ensure full compliance with the recently introduced Fire Standards and NOG and to drive improvements to LFB's operational capability.
- 1.14** Detail on the requirements for a "Phase two" of the NOG project was presented to the Operational Directorate Delivery Board in April 2022 and the board directed that the team should develop a business case to provide further detail and costings for this proposal, which this report delivers.

## 2 National Operational Guidance Implementation

- 2.1** This report is seeking the necessary strategic sponsorship and the approval of the appropriate funding for the dedicated collaborative resource and empowering the organisational culture that enables transformation at scale, that will identify and deliver the required corporate process to implement, embed and assure the effective implementation of the Fire Standards and the associated National Operational Guidance.
- 2.2** Implementation of NOG is identified as a project within Programme 8 of the LFC's Delivery Plan April 2022 – September 2023. As highlighted above, the effective implementation of NOG, is more than just a review of policy, it's about how the LFC positions itself for preparedness and becomes a better learning organisation.
- 2.3** The effective implementation of NOG will see a direct impact and implications on six of the nine programmes of the LFC's delivery plan – See Appendix 2. This means to make the implementation of NOG effective, transformational change is required to enable the successful delivery of change and buy-in across LFB.
- 2.2** To achieve this and provide a level of future-proofing against ongoing HMICFRS inspections, and to address the learning identified as part of the major incident review report, the review of the Brigade's corporate framework needs to align with the suite of the Operational Response Fire Standards, which requires the implementation of National Operational Guidance. This will enable the LFC to demonstrate how its preparedness, protection, prevention and response activities have, and will be used collectively to prevent and/or mitigate fires and other incidents to reduce the impact on its communities (including Business), firefighters and to promote economic wellbeing of London.
- 2.3** This collaborative approach will provide a robust risk analysis process that will produce a risk-based prioritisation plan for the adoption of NOG. By building on the work already undertaken by Brigade Control in the adoption of National Incident Types, through population in the Brigade's mobilisation software, national incident types will also form the basis of the LFC's risk assessment and safety guidance for Brigade Control, along with activity based operational risk assessments.
- 2.4** Using the LFC's strategic gap analysis tool, in combination with our identification of risk undertaken as part of the CRMP process, will enable the LFC to evidence how it provides the due regard to existing and emerging local, regional and national hazards to support transparent and inclusive decision-making regarding resource deployment.
- 2.5** The proposed changes will mean a review of our current policies; PN370 – Policies and procedures guidance and PN 673 – Risk assessment procedure, to reflect the new process in how the LFC adopts the relevant strategic and tactical actions found within NOG and the associated learning outcomes contained with the national training specifications.
- 2.6** As Brigade Control were not involved in the delivery of NOG phase 1, and the subsequent publication of new Fire Control Fire Standards and National Operational Guidance, these policies will also need to take into account how NOG will be implemented into the LFC's Control function, including a more robust methodology to determine LFC's pre-determined attendances, through a systematic task analysis process, requiring the review of policy PN412 – Mobilising policy. The attendance standards that London Fire Brigade currently provides to the communities of London will be maintained.
- 2.7** Further organisational procedures will need to be created and published, detailing how locally produced learning specifications will be designed and implemented based on the local adoption of the National Operational Guidance framework. This will inform the ongoing production of the LFC's competency framework, derived from the organisational learning model (OLM) concept.

The risk-based planning process will provide the same prioritisation planning process for L&PD, providing greater synergy and co-dependence between the operational policy departments and the L&PD and a more clearly defined training programming process.

**2.8** To ensure the identified risks, hazards and associated control measures, along with policies, procedures and the associated training specifications remain robust, the current operational improvement process policy (PN825) will also require a review. This will provide an opportunity to fully adopt the Operational Learning Fire Standard and the associated National Operational Learning Good Practice Guide, and subsequently a more robust and systematic organisational learning process. These will be achieved through the adoption of 'barrier failure analysis', a root cause analysis technique used on the revised organisational business-flow process that will deliver the full implementation of NOG. Figure 1 below provides a visual representation of the NOG implementation process.



**2.9** This organisational process is for illustrative purposes only, to identify the key stakeholders and sets out the main areas of interaction and co-dependency, that allows effective use of data to drive the prioritisation process in the delivery of revised operational risk assessments, policy, procedures and associated training specifications; producing a clear training programming process, that can be systematically quality assured using a revised learning process.

**2.10** One of the early milestones, will need to be the collaborative delivery of a revised organisational procedure, detailing how risk data is converted into a prioritised way of delivering our operational capability. This may need to be delivered through short, medium- and long-term outcomes and will be guided through the effective use of the PMO.

**2.11** Following the review, creation and consultation of the appropriate policies and procedures, a competency framework for those with the responsibility for operational risk assessments, policy writing and operational learning will be created, and the relevant training delivered.

**2.12** A review of the LFB Hub will also be undertaken, to take advantage of the opportunities emerging from a more joined up approach in the implementation of National Operational Guidance, providing an intuitive one-stop-shop for end-user interactivity, bringing together activity-based policies, procedures and related training products, supported by clearer

organisational and national learning and case studies.

- 2.13 The NOG (Phase two) project will be coordinated as a cross-directorate project by Operational Policy and Assurance (OPA), with the support of the Programme Management Office (PMO), to ensure the project workstreams are prioritised, ensuring that resources are managed efficiently and effectively.
- 2.14 The project will draw together the expertise of specialists within Strategy and Planning, Health and Safety, Information Management, Learning and Professional Development, Operational Resilience, Fire Control, Fire Stations and Service Delivery Assurance. This will deliver a joined up and holistic approach in the way in which we meet our legal responsibilities, identified within 'corporate guidance for operational activity'.
- 2.15 Consultation between all the responsible departments has identified that if this project to implement NOG as an end-to-end business process is delivered within any short to medium-term timeframe, and is not to impact on the other current departmental critical areas of business, it will require dedicated resource as additional growth; as full implementation requires the review of existing and the creation of the new processes and procedures identified above.
- 2.16 Therefore it is being requested that the Deputy Mayor for Fire and Resilience authorises the London Fire Commissioner to commit revenue expenditure of up to £1,309,456 over two years for the purpose of funding a multi-discipline resource requirement that will deliver a business model and methodology, to effectively implement The 'Response' related Fire Standards and associated National Operational Guidance, within a reduced timeframe, removing the area for improvement identified by the HMICFRS.
- 2.17 The resource requirements will then be reviewed by each department throughout the term of the project, to identify if efficiencies can be identified within existing staffing models or workstreams can be deprioritised based on the newly developed prioritisation process.
- 2.18 Detail of the identified funding to resource these additional posts can be found in Appendix 2 of this report.
- 2.19 Reviewing the implementation of NOG, will provide a robust mechanism, not only to address the current external scrutiny but will also provide a vehicle to address the operational needs that are identified from phase two of the Grenfell Tower Inquiry.

### 3. Equality comments

- 3.1 The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 3.2 It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 3.3 The protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), race (ethnic or national origins, colour or nationality), religion or belief (including lack of belief), sex, and sexual orientation.
- 3.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
  - eliminate discrimination, harassment and victimisation and other prohibited conduct.
  - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.

- foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 3.5** Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
  - encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3.6** The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 3.7** Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- tackle prejudice
  - promote understanding.
- 3.8** All Fire Standards published by the Independent Fire Standards Board and all published National Operational Guidance are subject to robust equality impact assessments, meaning their adoption and implementation of local policies and procedures will continually improve the LFC's alignment with national best practice.
- 3.9** As National Operational Guidance continues to be implemented, any revised or newly created policy or procedure will be subject to its own individual equality impact assessment. This provides an opportunity for the LFC to holistically review all current operational response related policies and procedures equality impact assessments and embed the 'Cultural' Fire Standards.

## 4 Other considerations

### Workforce comments

- 4.1** Consultation at this scale will impact on the resource requirements of the representative bodies. As part of the development of the revised implementation process of NOG, it will be recommended that members of representative bodies will be embedded within the process and form part of the implementation team.

### Sustainability comments

- 4.2** SDIA carried out and classified as low by Sustainability Team.

### Procurement comments

There are no additional procurement implications at this stage.

## 5. Financial comments

- 5.1** This report seeks approval for the LFC to commit revenue expenditure of £654,728 for a two-year period up to a total cost of £1,309,456, for the purpose of funding a multi-discipline resource requirement to implement National Operational Guidance.

- 5.2** The 2023/24 budget includes annual funding of £297,000 over a three-year period. If approved this recommendation would result in an additional pressure of £357,728 in 2023/24 and 2024/25, with a saving of £297,000 in 2025/26.
- 5.3** This additional pressure in 2023/24 could be drawn from the Budget Flexibility Reserve which has a balance of £17.8m as at the end December 2022 (Qtr.3).
- 5.4** The pressure in 2024/25 will be considered as part of the budget process for 2024/25.

## **6. Legal comments**

- 6.1** Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 6.2** Section 1 of the Fire and Rescue Services Act 2004 (FRSA 2004), states that the Commissioner is the fire and rescue authority for Greater London.
- 6.3** National Operational Guidance has been produced by the National Fire Chiefs Council and spans a wide range of activity. The guidance is structured so that it starts with the elements that affect all incidents, then explores the environments in which fire and rescue services work and, finally, the activities that are carried out.
- 6.4** When carrying out its functions, the Commissioner, as the fire and rescue authority for Greater London, is required to 'have regard to the Fire and Rescue National Framework prepared by the Secretary of State (Fire and Rescue Service Act 2004, section 21). Furthermore, the Fire and Rescue National Framework states that "The NFCC represents the sector in local and national structures, helping to develop national policies and strategies."
- 6.5** In accordance with the Commissioner's Scheme of Governance the Commissioner has reserved to himself authority:
- 6.6** "To agree all matters that have a significant impact on the organisation or service delivery, as determined by a Director."
- 6.7** In accordance with the Commissioner's Scheme of Governance the Commissioner has delegated authority to all Directors:
- To agree the Directorate Plan
  - To agree any amendments to the Directorate Plan
  - To decide actions on the Directorate Plan
  - To determine matters of substantial importance which have a risk or impact for the directorate
  - To determine matters that relate to the internal management of the directorate
  - To determine approval for Outline Business Cases and Full Business Cases for new matters that affect the Directorate Plan
- 6.8** Consequently the Commissioner has reserved authority to himself to implement the changes set out in this report and Directors are empowered to make changes at their Directorate to

effect the Commissioner's decision.

- 6.9** By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").
- 6.10** Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...".
- 6.11** The Deputy Mayor's approval is accordingly required for the Commissioner to expend the monies set out in this report.
- 6.12** It should be noted that if the staff requirements set out in appendix 2 to this report result in new staff being hired then advice should be taken from People Services in consultation with General Counsel to minimize any redundancy risk to staff on the expiration of the funding and/or project completion.

# List of appendices

Appendix	Title	Open or confidential*
1	NOG Implications on Service Delivery plan	Open
2	Funding costs	Open

Appendix 1

Pillar	Programme		Type	Description
Protecting you	P3: Adapt our services as your needs change	Incident Management	Existing	Replacement of mobilising system/ command units /RPE / radio & implementation of BW video /drones
		Modern Firefighting Technology & Tactics	Existing	Updating technology used for firefighting and the training needed for this.
		Adapting to Changing Demand	Adapted	Identification of underlying trends across services and forecast demand.
Learning from you	P5: Enable our people to be the best they can be, to serve you better	Workforce Planning & Operational Contingency	Existing	To prepare for retirements and delivered a retender of the current EFCC.
		Strategic Workforce Planning	Adapted	Staff are effectively aligned to meet evolving wants, needs and expectations.
		Organisation & Operational Learning Model	Adapted	Uplifted training aligned to services.
		Leadership Development	Existing	Leadership development across multiple levels in LFB.
	P6: Work together to provide the best possible services to meet your needs	Staff Safety	Adapted	Ensuring staff safety in a continually evolving risk landscape
		Enhancing Enabling Services	Adapted	Streamlining and automating high volume, transactional activities for productivity.
		Modernising Enabling Services Technology	Existing	Enable LFB transformation through property, IT and equipment.
Representing you	P7: Driven by evidence so that we give you the value you expect	Measuring Value & Outcomes	New	Value-led service performance measures based on outcomes, quality and efficiency.
	P8: Work with other organisations to secure a safer future for everyone	Adopting National Operational Guidance	Existing	Additional workstreams identified to adopt national operational guidance.
	P9: Enable organisation change	Developing the CRMP	Existing	Enabling successful delivery of change and buy-in across LFB.

		<b>Change Adoption Mechanisms</b>	New	Managing value-led change and supporting governance for continuous learning.
		<b>Embedding a Change Culture</b>	New	Empowering organisational culture that enables transformation at scale.
		<b>Portfolio Management</b>	Adapted	Value for communities is the core driver of investment decisions.

Appendix 2

Department	Role	Grade	Cost	Annual Period	Total
OP&A	Senior User OP&A	Group Commander B Competent	£107,754.00	2	£215,508.00
OP&A	Support officer	Station Commander B Competent	£93,642.00	2	£187,284.00
OP&A	Support & administration	FRS D	£58,326.00	2	£116,652.00
OP&A	Support and logistics	Leading Firefighter Competent	£68,537.00	2	£137,074.00
Operational Resilience & Control	Senior User Control	Assistant Operations Manager	£65,367.00	2	£130,734.00
Operational Resilience & Control	Senior User Operational Resilience	Station Commander B Competent	£93,642.00	2	£187,284.00
L&PD	Senior User L&PD	Station Commander B Competent	£93,642.00	2	£187,284.00
L&PD	Support Officer	Station Officer Competent - 9DF	£73,818.00	2	£147,636.00
					<b>£1,309,456.00</b>