

## REPORT OF THE CHIEF FIRE OFFICER

# FIRE AND RESCUE NATIONAL FRAMEWORK 2006-08

### 1 Purpose of Report

To inform Members of the release of the final Fire and Rescue National Framework 2006-08 document.

### 2 Recommendations

Members are requested to note the release of the final Fire and Rescue National Framework 2006-08.

### 3 Background

The Government is responsible for setting clear priorities and objectives for the Fire and Rescue Service (F&RS). The National Framework sets out:

- The Government's expectations for the F&RS
- What fire and rescue authorities are expected to do; and
- What support the Government will provide.

The National Framework 2006-08 was released on 6 April 2006 as a final document following a 12 week period of consultation. The consultation submissions from stakeholder groups are yet to be published.

The National Framework document may be accessed at:

<http://www.odpm.gov.uk/index.asp?id=1165083>

### 4 National Framework 2006-08 Summary

The National Framework underlines the Government's long-term commitment to improving the F&RS. The Government has made clear that the document is not a national blueprint. Giving fire and rescue authorities (F&RAs) the flexibility they



require to meet the specific needs of their local communities remains at the heart of the Government's approach. The Framework is designed to give F&RAs a firm foundation on which to build local solutions.

The Framework is divided into nine chapters:

- Chapter 1 - Fire prevention and risk management  
Covers work to prevent fires and manage risk, including the development of Integrated Risk Management Plans (IRMPs)
- Chapter 2 - Working together: the regional level  
Covers the functions on which F&RAs should work together through Regional Management Boards (RMBs), and focus on regional control centres and procurement
- Chapter 3 - Effective response  
Focuses on providing an effective response, when incidents do occur
- Chapter 4 - Resilience and New Dimension  
Sets out the strategy for responding to the new terrorist threat and other major natural or manmade disasters
- Chapter 5 - Fire and rescue staff  
Deals with fair and effective management of F&RS staff, including equality and diversity issues
- Chapter 6 - Workforce development  
Covers the Integrated Personal Development System and training provision
- Chapter 7 – Finance  
Deals with the funding provided by central government and financial management issues
- Chapter 8 - Performance management  
Covers progress following the introduction of Comprehensive Performance Assessment (CPA); improvement planning; Best Value; capturing and disseminating good practice; Local Area Agreements; and e-Government
- Chapter 9 – Research  
Outlines the fire and rescue research strategy

Each section addresses the Government's objectives; what the Government will do to help; and action for F&RAs and regional management boards.

## 5 National Framework 2006-08 Analysis

The recently issued **finalised National Framework 2006-08** has been examined in comparison with the **draft National Framework 2006-08** and previous **National Framework 2005/06**. The analysis has focused predominately upon those changes that have occurred to paragraphs within the **finalised** and **draft** National Framework 2006-08 documents. The key changes are indicated within the attached appendix and should be read in conjunction with the aforesaid framework documents. Minor incidental changes are not shown.



The impact of the identified changes have been assessed, considered and, where appropriate, incorporated within the Fire Authority's Performance Plan 2006-08. Where a potential regional impact has been identified, responsibility for assessing the effect on collaborative working has been identified and delegated to the respective West Midlands Regional Management Board (WMRMB) Project Board/Working Group.

## 6 Legal Comment

The Fire and Rescue Services Act 2004 has given statutory effect to the National Framework. The following summarised sections of the Act should be noted.

- Section 21 requires the Secretary of State to prepare and keep current a National Framework. Fire and Rescue Authorities must 'have regard' to the Framework, when carrying out their functions.
- Section 22 provides the Secretary of State with the power to intervene, if he considers a Fire and Rescue Authority is failing, or is likely to fail, to act in accordance with the Framework.
- Section 24 explicitly extends the Audit Commission's powers to inspect - contained within the Local Government Act 1999 - to include performance expectations in the Framework that might not be covered by the Best Value inspection powers in the 1999 Act.
- Section 25 requires the Secretary of State to report to Parliament on the extent to which Fire and Rescue Authorities are acting in accordance with the Framework, and any steps taken by him to ensure that they do.

## 7 Appendix

National Frameworks: Comparative Analysis

## 8 Background Papers

**Office of the Deputy Prime Minister:<sup>1</sup>**

2005 Fire and Rescue Service National Framework 2004/05

2004 Fire and Rescue Service National Framework 2005/06

2005 Draft Fire and Rescue Service National Framework 2006-08

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<sup>1</sup> The Office of the Deputy Prime Minister (ODPM) has recently been restructured and is now entitled The Department for Communities and Local Government.



Implications of all of the following have been considered and, where they are significant (i.e. marked with an asterisk), the implications are detailed within the report itself.

|                                      |   |   |   |
|--------------------------------------|---|---|---|
| Balance Score Card                   |   | Integrated Risk Management Planning     |   |
| Business Continuity Planning         |   | Legal                                   | * |
| Capacity                             |   | Member Involvement                      |   |
| Civil Contingencies Act              |   | National Framework                      | * |
| Comprehensive Performance Assessment |   | Operational Assurance                   |   |
| Equality and Diversity               |   | Retained                                |   |
| Efficiency Savings                   |   | Risk and Insurance                      |   |
| Environmental                        |   | Staff                                   |   |
| Financial                            |   | Strategic Planning                      | * |
| Fire Control/Fire Link               | * | West Midlands Regional Management Board | * |

For further information about this report please contact Alan Taylor, Chief Fire Officer, on 01743 260201 Dr Steve Worrall, Assistant Chief Fire Officer, on 01743 260204.



| Final National Framework 2006-08 | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework | Implications for: WMRMB? | Implications for: F&RAs? |
|----------------------------------|----------------------------------|----------------------------|--------------------------------|--------------------------|--------------------------|
| Final Paragraph                  | Draft Paragraph                  | Existing Paragraph         |                                |                          |                          |

|   |                 |                  |   |                                 |   |
|---|-----------------|------------------|---|---------------------------------|---|
| <b>Chapter: Introduction</b>                              |                 |                  |   |                                 |   |
| <i>No significant changes to 'Introduction'</i>           |                 |                  |   |                                 |   |
| <b>Chapter: 1 Fire Prevention and Risk Management</b>     |                 |                  |   |                                 |   |
| Paras 1.10 – 1.12   | Para 1.10       | Paras 1.9 – 1.16 | Expansion of paragraphs detailing responsibilities under 'Fire Prevention'  | None                            | Yes – Fire and Rescue Authorities to assess |
| Paras 1.41 – 1.42   | Para 1.39       | N/A              | Expansion of paragraphs greater and clarification detailing responsibilities under 'Road Traffic Collision Reduction' | None                            | Yes – Fire and Rescue Authorities to assess |
| <b>Chapter 2: Working Together: The Regional Approach</b> |                 |                  |   |                                 |   |
| Para 2.8  | Paras 2.7 & 2.8 | Para 2.9         | Paras 2.7 & 2.8 that list functions of RMBs now merged  | To note, but no action required | To note, but no action required             |

| Final National Framework 2006-08     | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework  | Implications for: WMRMB?   | Implications for: F&RAs?   |
|--------------------------------------|----------------------------------|----------------------------|---|--|--|
| Final Paragraph                      | Draft Paragraph                  | Existing Paragraph         |   |  |  |
| Para 2.13                            | 2.14                             | Para 2.17                  | Para 2.13 specifies that FRA through RMBs must establish local authority companies to run regional control centres by new revised dates. Amended paragraph also makes reference to interfaces to local IRMPs and FRAs | Yes – FRAs through WMRMB must establish local authority company to run regional control centre by 1 <sup>st</sup> January 2007 | Yes – FRAs through WMRMB must establish local authority company to run regional control centre by 1 <sup>st</sup> January 2007 |
| <i>Para 2.20</i>                     | N/A                              | N/A                        | New paragraph outlining future procurement arrangements for appliances, portable radios and smoke alarms  | Yes – WMRMB Procurement Project Board to assess  | Yes – Fire and Rescue Authorities to assess  |
| Para 2.21                            | Para 2.20                        | N/A                        | 'where directed' added to paragraph   | Yes – WMRMB Procurement Project Board to assess  | Yes – Fire and Rescue Authorities to assess  |
| <b>Chapter 3: Effective Response</b> |                                  |                            |   |  |  |
| Para 3.3                             | Para 3.3                         | Para 3.3                   | Significant changes to paragraph relating to command, control and staff competences   | Yes – WMRMB Response Project Board to assess   | Yes – Fire and Rescue Authorities to assess  |
| Para 3.11                            | Para 3.11                        | Para 3.12                  | Paragraph now reads - 'encouraged' instead 'should be pursued' participation in co-responder schemes  | To note, but no action required  | Yes – Fire and Rescue Authorities to assess  |



| Final National Framework 2006-08        | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework   | Implications for: WMRMB?                       | Implications for: F&RAs?                    |
|---|----------------------------------|----------------------------|--|--|---|
| Final Paragraph                         | Draft Paragraph                  | Existing Paragraph         |  |  |   |
| Para 3.15                               | Para 3.15                        | Para 3.15                  | Para 3.15 now linked to Paras 3.2 & 3.3  | Yes – WMRMB Response Project Board to assess   | Yes – Fire and Rescue Authorities to assess |
| Para 3.26                               | Para 3.26                        | Para 3.26                  | Paragraph now includes reference to FRA responsibilities under CC Act 2004 for ensuring business continuity during industrial action | None   | Yes – Fire and Rescue Authorities to assess |
| Para 3.31                               | Para 3.31                        | Para 3.32                  | Paragraph expanded to include reference to operational assurance assessments.  | To note, but no action required                | Yes – Fire and Rescue Authorities to assess |
| <b>Chapter 4: Resilience</b>            |                                  |                            |  |  |   |
| Para 4.21                               | Para 4.21                        | Para 4.15                  | Paragraph amended to show increased deployment of New Dimension assets.  | Yes – WMRMB Resilience Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| <b>Chapter 5: Fire and Rescue Staff</b> |                                  |                            |  |  |   |
| Paras 5.1 - .5.5                        | Paras 5.1 – 5.4                  | Paras 5.1 – 5.4            | Paras 5.1 – 5.5 have undergone significant changes   | Yes – WMRMB Resource Project Board to assess   | Yes – Fire and Rescue Authorities to assess |
| Para 5.13                               | Para 5.12                        | Para 5.12                  | Paragraph amended with new references to IRMP and Equality Impact Assessment   | Yes – WMRMB Resource Project Board to assess   | Yes – Fire and Rescue Authorities to assess |



| <b>Final National Framework 2006-08</b> | <b>Draft National Framework 2006-08</b> | <b>National Framework 2005/06</b> | <b>Key changes to final Framework</b>  | <b>Implications for: WMRMB?</b>              | <b>Implications for: F&amp;RAs?</b>         |
|---|---|-----------------------------------|--|--|---|
| <b>Final Paragraph</b>                  | <b>Draft Paragraph</b>                  | <b>Existing Paragraph</b>         |  |  |   |
| Para 5.17                               | Para 5.16                               | Para 5.16                         | Paragraph amended to include new actions for FRAs  | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| Para 5.18                               | N/A                                     | N/A                               | New paragraph encouraging FRAs to assess their current performance in respect of equality and diversity issues                                   | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| Paras 5.23 – 5.26                       | Para 5.21                               | Para 5.19                         | Additional guidance provided on firefighter recruitment  | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| <b>Chapter 6: Workforce Development</b> |   |                                   |  |  |   |
| Paras 6.5 & 6.6                         | Para 6.5                                | Paras 6.5 & 6.6                   | Para 6.6 states that national processes for recruitment and staff development will be introduced by April 2007                                   | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| Para 6.7                                | Para 6.6                                | Para 6.7                          | Para 6.7 new requirement – states that FRAs should use national processes for the progression of operational and control staff by September 2007 | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |





| Final National Framework 2006-08 | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework  | Implications for: WMRMB?                     | Implications for: F&RAs?                    |
|----------------------------------|----------------------------------|----------------------------|---|--|---|
| Final Paragraph                  | Draft Paragraph                  | Existing Paragraph         |   |  |   |
| Para 6.11                        | Para 6.11                        | Para 6.11                  | Previous requirement to: FRAs through RMBs should – review the use currently made of existing facilities and resources and ensure those are used to deliver training as efficiently and effectively as possible, the reviews to be completed by March 2007 now removed and replaced with: FRAs through RMBs should – from September 2007, use national processes for the recruitment of fire-fighters and the progression of operational and control staff. | Yes – WMRMB Resource Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| <b>Chapter 7: Finance</b>        |                                  |                            |   |  |   |
| Para 7.3                         | Para 7.4                         | N/A                        | Paragraph includes further dates for submission of AES during 2007 & 08   | Yes – WMRMB Treasurers Group to assess       | Yes – Fire and Rescue Authorities to assess |
| Para 7.5                         | Para 7.6                         | 7.4                        | Paragraph states that recoupment of transitional funding will be split 50/50 over 2006/07 & 2007/08   | Yes – WMRMB Treasurers Group to assess       | Yes – Fire and Rescue Authorities to assess |



| Final National Framework 2006-08         | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework   | Implications for: WMRMB?               | Implications for: F&RAs?                    |
|--|----------------------------------|----------------------------|--|--|---|
| Final Paragraph                          | Draft Paragraph                  | Existing Paragraph         |  |  |   |
| Paras 7.9 – 7.11                         | Para 7.10 & 7.11                 | Para 7.8 & 7.9             | Changes to paragraphs resulting from changes to pensions finance                       | Yes – WMRMB Treasurers Group to assess | Yes – Fire and Rescue Authorities to assess |
| Para 7.12                                | Para 7.12                        | Para 7.10                  | Paragraph amended resulting from changes to distribution formula                       | Yes – WMRMB Treasurers Group to assess | Yes – Fire and Rescue Authorities to assess |
| Paras 7.17, 7.18 & 7.20                  | Paras 7.17, 7.18 & 7.20          | Paras 7.15 & 7.16          | Paragraphs <i>refreshed</i>  | none                                   | None  |
| <b>Chapter 8: Performance Management</b> |                                  |                            |  |  |   |
| Para 8.7                                 | N/A                              | N/A                        | New paragraph referring to <i>learning from CPA</i>                                    | None                                   | Yes – Fire and Rescue Authorities to assess |
| Para 8.9                                 | N/A                              | N/A                        | New paragraph outlining new Audit Commission assessment regime                         | To note, but no action required        | Yes – Fire and Rescue Authorities to assess |
| Page 58-59                               | N/A                              | N/A                        | New paragraphs (un-numbered?) outlining role of Relationship Managers                  | To note, but no action required        | Yes – Fire and Rescue Authorities to assess |
| Para 8.21                                | Para 8.20                        | Para 8.22                  | Paragraph expanded with further explanation given on LAA – 'Reward Element'            | None                                   | Yes – Fire and Rescue Authorities to assess |
| Para 8.25                                | Para 8.24                        | Para 8.25                  | Previously <b>bold</b> text referring to FRA 'must' do E-Fire requirement now unbolded | None                                   | Yes – Fire and Rescue Authorities to assess |



| Final National Framework 2006-08 | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework | Implications for: WMRMB? | Implications for: F&RAs? |
|----------------------------------|----------------------------------|----------------------------|--------------------------------|--------------------------|--------------------------|
| Final Paragraph                  | Draft Paragraph                  | Existing Paragraph         |                                |                          |                          |

| Chapter 9: Research |          |          |  |      |      |
|---------------------|----------|----------|--|------|------|
| Para 9.2            | Para 9.2 | Para 9.5 | Restructure of existing paragraphs (un-numbered) | None | None |

| Annex A – Protocol on Central Government Engagement in Poorly Performing Local Authorities |  |  |  |      |      |
|--|--|--|--|------|------|
| <i>No changes</i>  |  |  | <i>(Errors still shown within Framework – reference made to 'FS Act 1947' – p76)</i> | None | None |

| Annex B – Fire and Rescue Service Targets and ODPM Strategic Priorities |                   |                   |  |   |   |
|---|-------------------|-------------------|--|---|---|
| N/A   | SR2000 SDAs       | SR2000 SDAs       | Target now removed                                       | Yes – WMRMB Resource Project Board to assess    | Yes – Fire and Rescue Authorities to assess |
| N/A   | SR02 PSA Target 4 | SR02 PSA Target 4 | Target now removed                                       | Yes – WMRMB Performance Project Board to assess | Yes – Fire and Rescue Authorities to assess |
| Efficiency Target   | N/A               | N/A               | New target introduced (£105m cashable savings – 2007/08) | Yes – WMRMB Treasurers Group to assess          | Yes – Fire and Rescue Authorities to assess |



| Final National Framework 2006-08 | Draft National Framework 2006-08 | National Framework 2005/06 | Key changes to final Framework | Implications for: WMRMB? | Implications for: F&RAs? |
|----------------------------------|----------------------------------|----------------------------|--------------------------------|--------------------------|--------------------------|
| Final Paragraph                  | Draft Paragraph                  | Existing Paragraph         |                                |                          |                          |

| <b>Annex C MOU ODPM-AC</b> |            |            |   |                                 |   |
|----------------------------|------------|------------|---|---------------------------------|---|
| <i>Para 2</i>              | Para 2     | Para 2     | Revised to extend MoU to 31 <sup>st</sup> March 2007  | None                            | None  |
| <i>Para 6</i>              | N/A        | N/A        | Reference to Ops Assurance as part of CPA during 2006/07  | To note, but no action required | Yes – Fire and Rescue Authorities to assess |
| <i>Para 7</i>              | Para 7     | Para 7     | Role of BCMs now defined within MoU   | To note, but no action required | Yes – Fire and Rescue Authorities to assess |
| <i>Para 14</i>             | Para 14    | Para 14    | Paragraph amended to indicate that Audit Commission will apply a recategorisation process to FRAs from 2007 | To note, but no action required | Yes – Fire and Rescue Authorities to assess |
| <i>Para 15</i>             | N/A        | N/A        | New paragraph defining role of Relationship Managers  | To note, but no action required | Yes – Fire and Rescue Authorities to assess |
| <i>N/A</i>                 | Appendix 1 | Appendix 1 | Appendix regarding CPA removed  | None                            | None  |
| <i>Appendix 1</i>          | Appendix 2 | Appendix 2 | New details provided regarding Code of Audit Practice and Relationship Managers                             | To note, but no action required | Yes – Fire and Rescue Authorities to assess |

**Annex D – Operational and Technical Guidance has now moved to Annex F**

**Annex E – Draft Fire and Rescue Service Core Values have been amended and moved to Annex G**

**Annex F – Best Value Performance Indicators has now moved to Annex D**

**Annex G – List of Acronyms has now moved to Annex E**

