



*Thinking Ahead – Working Together*

## **Project Arrow**

### **Options Appraisal**

October 2014

## Contents

Executive Summary .....	3
Key Findings .....	4
1. Project Background.....	6
2. Project Context and Operating Environment .....	6
3. Project Scope .....	9
4. Collaborative Options.....	10
5. Project Approach .....	11
6. Findings from the Options Appraisal .....	12
7. Proposed Way Forward .....	15
8. Recommendations .....	17
Appendix 1 .....	18
Appendix 2.....	19

## Executive Summary

Building upon work undertaken between the two Fire & Rescue Services (FRSs) between 2007 and 2009, Project Arrow was commissioned in early 2014 to evaluate the potential for collaboration between Hereford & Worcester Fire and Rescue Service (HWFRS) and Warwickshire Fire and Rescue Service (WFRS).

Project Arrow was commissioned explicitly to look at benefits to be delivered from 2017 and beyond.

A significant and robust piece of work has subsequently been undertaken between February and October 2014 and the findings are summarised in this report.

It is considered important to understand that during this time significant effort was also focused on the development of a transformational plan in WFRS and an Integrated Risk Management Plan (IRMP) in HWFRS, (referred to as a Community Risk Management Plan, CRMP). Parts of these plans, which are now approved, identify savings for the period up to 2016 for WFRS and 2017 for HWFRS.

To date the project has generated:

- A robust understanding of the costs of the two FRSs.
- An objective evaluation of the current appetite and potential for collaboration between both FRSs across all departments.
- An understanding of the potential issues and implications of the different options for collaboration including the impact of disaggregating WFRS from Warwickshire County Council (WCC).
- An informed understanding of the complexity of collaboration and the impact which greater collaboration will have on relationships with other partners and agencies.
- Areas of focus and indicative savings figures where collaboration appears beneficial.

In conducting the project the following interrelated issues have been identified:

- **Working with uncertainty** – The future outcome of local and national elections, along with policy changes relating to blue light and fire to fire integration, has affected the confidence of the two FRSs in addressing all anticipated needs through a single collaboration. As a result, each FRS is retaining and exploring a number of alternative options with multiple partners.
- **IRMP** – The development of the plans for each FRS has emphasised the need for a better understanding of how the activity and the proposals within each plan impact upon the proposals made within Project Arrow and vice versa.
- **Timing** - Both FRSs are naturally in different positions in relation to a savings profile, IRMP and external funding bids etc. This makes alignment of goals and objectives both complex and challenging.
- **Ability to realise savings** - The project has identified a number of savings, but the ability for these to be delivered and realised will be linked to the redundancy policies, retirement profiles, and terms and conditions of the two FRSs. The risk of double counting savings and costs also needs to be addressed.
- **Flexible Duty System (Fire officer response cover)** - New ways of working with leaner management teams that have the potential to make savings or free up officer time have been identified, but the ability to realise these benefits is dependent upon the appetite to change current working conditions.

- **Sequencing and complexity** – The more departments are integrated, the greater the overall interaction and, therefore, the stronger the relationship between the two FRSs needs to be. It is also recognised that as the level of integration increases, the more difficult it becomes to disaggregate.
- **Appetite for collaboration** - The project has encountered a natural level of resistance to change in some departments which has been anticipated and managed accordingly.

## Key Findings

- Project Arrow has highlighted a degree of collaboration which already exists between the two FRSs, notable in areas such as operational cover, water rescue and training
- The current optimal level of collaboration between the two FRSs is assessed to be an operational collaboration for the following reasons:
- A number of opportunities have been identified within departments which have been proven to deliver clear benefits and make sense in their own right, and can be progressed under the guidance of the Chief Fire Officers and the Strategic Director of Resources for WCC with full business cases being developed for each to identify further collaborative opportunities
- At present the external environment in relation to national political and policy direction remains unclear. Recent announcements relating to the blue light integration of fire, police and ambulance services have not reached a clear conclusion
- Similarly each FRS is currently exploring a number of collaborative options with other organisations outside the scope of Project Arrow. This is understandable and considered to be both viable and healthy. However, it does potentially restrict the scope of services that any formal collaboration between the two FRSs would cover under a more exclusive agreement
- Whilst these other options are still being explored and the national direction remains unclear, it makes it difficult for the two FRSs to commit to a deeper collaboration.
- The investigations have shown that all other options remain potentially viable in the future and further work would be needed to explore these in detail:
- The collaborative work under an operational collaboration has the potential to bring the two FRSs closer together, which in turn lays the foundations and acts as *enablers* for greater integration over the longer term
- This approach would be an iterative and phased one which builds greater integration and commitment between the two FRSs over time. It would also allow the two FRSs to pilot approaches, deal with complexity and test the viability of further collaboration
- To enable this, there needs to be greater clarity on the strategic vision and the desired end state of the collaboration, i.e. to what degree do the two FRAs wish to integrate in time. This would help the work on the support departments which are inherently linked to the wider organisational structure and also have a potential impact on the FRSs approach to working with other partners, e.g. the police and neighbouring fire and rescue services
- There is a need to act now to address anticipated lead in time and allow for savings to be realised from 2017 and beyond.

- Progress is recommended to be an iterative process where confidence in the benefits of closer working between the two FRSs grows across all departments. This approach is supported by the Joint Project Board and Member Reference Group.
- It would be prudent for the strategic vision and the desired end state of the collaboration to be revisited in May 2015, post the General Election, as this has the potential to impact on national policy and local arrangements. In the interim period between now and then, it is proposed that the Project Team and the Joint Project Board maintain their connection and that the collaborative work continues with a focus on the operational collaboration and strategic alliance light options.
- This affords both FRSs the flexibility to respond to the current levels of uncertainty.

## Recommendations

Members are asked to note the progress made to date and to consider the recommendations which represent the detailed findings of the Project Team that are supported by the Joint Project Board and the Member Reference Group.

- *Recommendation 1* - Members are asked to support the progression of an *operational collaboration* between the two Fire & Rescue Services under the direction of the two Chief Fire Officers and the Strategic Director of Resources, WCC.
- *Recommendation 2* – Members are asked to support the continued exploration of greater collaboration between the two Fire & Rescue Services, working towards a *strategic alliance light* by late 2015 under the direction of the Joint Project Board.

Subject to the approval of either or both of the above recommendations:

- *Recommendation 3* - A report is submitted to the Joint Project Board in the summer of 2015 detailing the progress made
- *Recommendation 4* - The Joint Project Board continue to meet biannually
- *Recommendation 5* - Work to date is shared with other key partners, notably Northamptonshire FRS, Shropshire FRS, West Mercia Police and Warwickshire Police with the aim of stimulating interest in wider collaboration
- *Recommendation 6* – Members are asked to consider that no further work on Options 4 and 5 is progressed until the report submitted in the summer of 2015 has been considered.

## **1. Project Background**

- 1.1 Project Arrow was established in February 2014 as a collaborative project between HWFRS and WFRS. The Project Team consisted of senior officers from both FRSs and WCC.
- 1.2 The objective of the project was to evaluate the scope and potential for collaboration between the two FRSs, with the intention of identifying any immediate opportunities and building a more fundamental response to anticipated funding pressures from 2017 and beyond. Detailed objectives are reported in section 5 of this report.
- 1.3 A Joint Project Board was established as the executive body overseeing the Project Team, alongside which Councillors from across both FRAs formed a cross party Member Reference Group (full details in Appendix 1).
- 1.4 Headline benefits were agreed by the Joint Project Board as being:
  - The continued delivery of safe and effective fire and rescue services to the communities of Herefordshire, Worcestershire and Warwickshire
  - Continued sustainable and resilient service delivery over the medium and long term
  - Greater long term financial efficiency.
- 1.5 Previous reports on progress have been submitted to the Joint Project Board and the Member Reference Group with key findings supported by these respective groups in October 2014.
- 1.6 This report draws together the key findings, presenting each FRA, including Cabinet for WCC, with a series of recommendations for further consideration and action.

## **2. Project Context and Operating Environment**

- 2.1 Across the public sector there is a drive to respond to the pressure of austerity by increasing collaboration between public agencies. Nationally within fire and rescue and the wider blue light services this is very much the case, as referenced by Sir Ken Knight, the Chief Fire and Rescue Advisor<sup>1</sup> and The Rt Hon. Theresa May MP in her speech on Police Reform<sup>2</sup>.
- 2.2 Both FRSs are constituted in different ways; HWFRS being a Combined Fire Authority and WFRS forming part of the County Council. The FRSs have a history of working together and similar features across three counties which make collaboration appear to be a good option.
- 2.3 The strategic aims and objectives of both FRSs are similar as are the community risks they seek to mitigate. The features of the communities they serve are broadly the same with similar splits between urban and rural communities and similar risks in terms of historical incident data.
- 2.4 The geographic location and coverage of the two FRSs mean that they have working relationships with a number of other fire and rescue services and agencies in the West Midlands region; notably Shropshire FRS, West Midlands Fire Service and the Warwickshire and West Mercia Police strategic alliance. Project Arrow has sought to understand these relationships and, where possible, capitalise on them for the benefit of the project and the two FRSs.
- 2.5 Across this geography the FRSs are simultaneously exploring a number of opportunities with partners. Of particular note is the potential co-location of HWFRS's headquarters with West Mercia Police at Hindlip Hall.

<sup>1</sup><https://www.gov.uk/government/publications/facing-the-future> - May 2013

<sup>2</sup>[http://reform.co.uk/resources/0000/1572/Home\\_Secretary\\_Reform\\_speech\\_-\\_03\\_09\\_2014.pdf](http://reform.co.uk/resources/0000/1572/Home_Secretary_Reform_speech_-_03_09_2014.pdf) – September 2014

- 2.6 It is increasingly apparent that any collaboration between the FRSs should be reviewed in the context of the wider Warwickshire and West Mercia Police strategic alliance and the respective Local Resilience Forums.
- 2.7 Both FRSs are required by the Fire and Rescue Service National Framework<sup>3</sup> to publish an Integrated Risk Management Plan (IRMP). One element of both FRSs' IRMP identifies how savings will be achieved.
- 2.8 Warwickshire Full Council approved plans on the 25<sup>th</sup> September 2014 which set out savings for 2014-16.
- 2.9 Similar savings plans were approved by Hereford & Worcester Fire Authority (HWFA) on the 1<sup>st</sup> October 2014 as part of their CRMP. These proposals deliver savings up to 2017.
- 2.10 Project Arrow explicitly focusses on opportunities beyond 2017. Therefore the collaboration proposals contained within this report need to be considered in the context of the above key decisions and the subsequent implementation programmes.

<sup>3</sup><https://www.gov.uk/government/news/fire-and-rescue-national-framework-for-england-published>

## Service Area Profile



### Service Area Data (Correct as at October 2014)

	Annual Incidents	Firefighters, Stations & Appliances	Population	Attendance Standards
<b>Warwickshire FRS</b>	Approx. 8,200 emergency calls & 4,000 Incidents	419 Firefighters 252 Fulltime 150 Retained (On call) 17 Fire Control  16 Fire Stations 22 Fire Engines	736 sq. miles Pop. 548,000  7 towns	10 minutes urban area  20 minutes rural area  To all types of incidents on 100% of occasions
<b>Hereford &amp; Worcester FRS</b>	Approx. 10,000 emergency calls & 6,600 Incidents	711 Firefighters 297 Fulltime 392 Retained (On call) 22 Fire Control  27 Fire Stations 43 Fire Engines	1,500 sq. miles Pop. 750,000  10 towns	First appliance within 10 minutes all areas  To building fire incidents on 75% of occasions



### 3. Project Scope

3.1 To date, the project has been explicitly limited to the exploration and assessment of options. It has been designed to present evidence based options to each FRA for consideration and, as such, it has not looked at any elements of implementation or delivery.

3.2 Both FRSs are made up of a number of departments which contribute to each organisation's service delivery. The Project Team categorised all departments into four principal groups and 18 sub groups (called *workstreams*) consisting of the following (full details in Appendix 2):

Group	Workstreams
Fire	Control, Response, Prevention & Protection, Operational Policy.
Fire Support	Fleet, Technical Support, Water, Training & Development, and Health & Safety.
Non Fire Support	Property, Finance, Legal & Democratic Services, ICT, Strategy, HR, Media & Communications, and Procurement.
Management	Brigade Managers (Including Area Commanders).

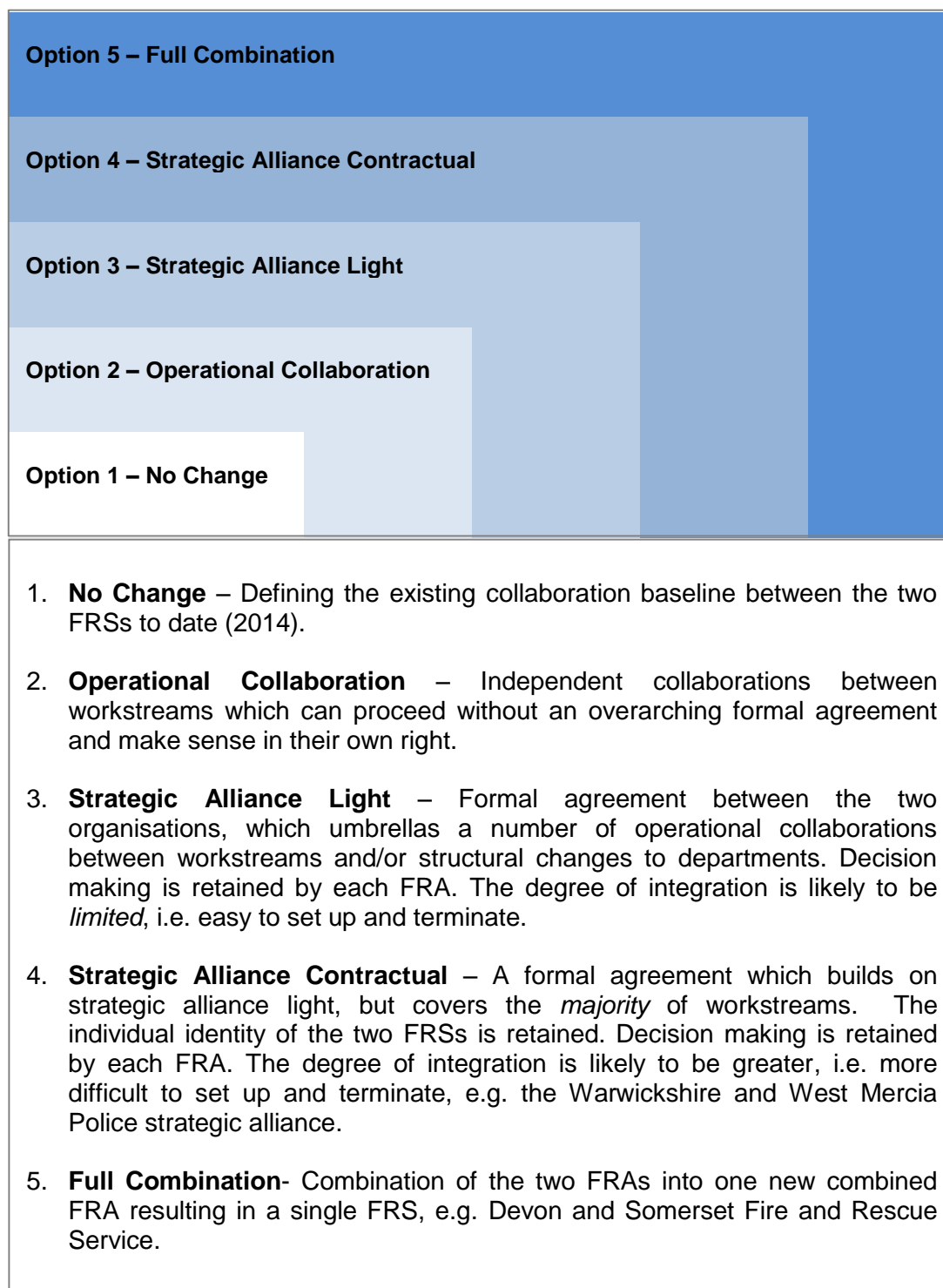
3.3 As the project developed, two workstreams were deemed out of scope:

- **Control** – Due to existing contractual arrangements and complexities the workstream was unable to develop a collaboration proposal. This will be periodically reviewed as a separate project.
- **Property Services** – HWFRS have a commitment to the Joint Property Vehicle (JPV), a partnership with Worcestershire County Council, Worcestershire Health and Care NHS Trust, Warwickshire and West Mercia Police, Redditch Borough Council and Worcester City Council.

3.4 The exclusion of these workstreams was approved by the Joint Project Board.

#### 4. Collaborative Options

- 4.1 To aid the assessment of the potential for collaboration between the two FRSs, five potential collaborative options have been explored.
- 4.2 These cover the full spectrum of opportunity and are designed to gauge the degree of potential in collaborative practice. It is recognised that these are not exhaustive.



## 5. Project Approach

5.1 A comprehensive and detailed approach has been taken to robustly assess the potential for collaboration between the two FRSs. The evidence base supporting the proposals made within this report consists of the following elements:

- *Step One - Common functions*  
The determination and analysis of common functions undertaken by each workstream on a day to day basis to ensure like for like comparison, e.g. a common function of the Training & Development workstream is breathing apparatus training.
- *Step Two - Budgets and staffing costs*  
The identification of budgets and staffing costs for each workstream from both FRSs
- *Step Three - Collaboration proposals*  
The development of a collaboration proposal, submitted by workstream lead officers to the Project Team, identifying potential collaborative opportunities between the FRSs.

The Project Team developed and applied a common impact assessment to collaboration proposals submitted by workstreams. The assessment was specifically designed to assess how well the collaboration proposal addressed the headline project benefits as set out in Section 1.4, which includes the following key criteria:

- *Quality*  
A measure of how the collaboration proposal maintains or improves upon the high quality fire and rescue services already provided by both FRSs, to staff, the community and partners, e.g. the sharing of knowledge, experience and best practice
- *Resilience*  
A measure of how the collaboration proposal maintains or improves the capability and capacity of both FRSs when responding to a demand for services, e.g. wide area flooding, or the loss of a critical function, e.g. a flu pandemic affecting a large number of staff
- *Economy, efficiency and effectiveness*  
A measure of how the collaboration proposal achieves cost effective and sustainable fire and rescue services and value for money for the local tax payer, e.g. a greater buying power for equipment or the sharing of staff across all three counties
- *Risk*  
A measure of how the collaboration proposal makes the FRSs safer in what they do, e.g. making our communities and firefighters safer by reducing the danger and likelihood of someone or something being harmed
- *Staffing/management and governance*  
A measure of how the collaboration proposal minimises the impact on staff and retains the right people for the job, e.g. taking into account the effect of relocating staff to other areas.

5.2 Potential costs and savings identified in collaboration proposals will be refined as full business cases are developed. It is recommended that a set of *cost sharing principles* is developed and based on each individual workstream, with consideration given to the wider potential costs and savings from other workstreams. This is because there are different cost drivers in each workstream. A list of example cost drivers is detailed below:

Cost sharing based on:

- The number of personnel

- The population size
  - The geographical area (square miles)
  - The number of fire engines
  - The number of fire stations
  - The contributions from Council Tax.
- 5.3 The *cost sharing principles* will determine how the savings are to be shared between both FRSs. Further consideration will need to be made with regard to the risks involved in each area of collaboration and how this might affect the sharing of costs.
- 5.4 The extent of the *cost sharing principles* is dependent upon the level of *collaboration* and, therefore, the direction provided by each FRA with regard to the next steps. The following are examples of areas that will be considered in a full business case:
- Assets and liabilities
  - Staffing, human resources and TUPE [Transfer of Undertakings (Protection of Employment) Regulations 2006]
  - Contractual commitments
  - Trade unions
  - Timescales for implementation.
- 5.5 A full business case will address the above areas and also identify timescales, impacts and the requirement for consultation.

## 6. Findings from the Options Appraisal

Based upon the detail obtained from each workstream an assessment of each option is set out below:

### 6.1 Option 1 – Current Position - No Change.

- 6.1.1 There is a recognised and established level of interaction and mutual support between the two FRSs:
- Within the Response workstream there is already a Memorandum of Understanding (MOU) in place through Section 13 of the Fire and Rescue Services Act 2004, to provide mutual support to each other during conditions of exceptionally high demand or when simultaneous emergencies happen
  - A further MOU also exists which addresses support at emergency incidents involving water, e.g. rivers, lakes and flooding etc.
  - Ad-hoc examples of joint working, such as shared training provision
  - Regular meetings between the two leadership teams.
- 6.1.2 The majority of *non fire support services* are currently provided *in house* by each FRS. It is noted that this includes the provision of support services by the WCC Resources Group to WFRS.
- 6.1.3 As introduced in Section 2 of this report, both FRSs are currently engaged in and pursuing a number of collaborations with other organisations, specifically:
- HWFRS's Transformational Bid to co-locate with West Mercia Police and their fire control work with Shropshire FRS
  - WFRS's membership of a collaborative partnership programme with other fire and rescue services in the Thames Valley area, which seeks to promote a common approach to operational procedures, and their fire control work with Northamptonshire FRS.

## **6.2 Option 2 – Operational Collaboration**

- 6.2.1 Having analysed the evidence to date, it is the view of the Project Team that an operational collaboration is considered to provide the optimal level of collaboration at this time for the two FRSs. At a meeting in October 2014 the Joint Project Board and Member Reference Group supported this view.
- 6.2.2 The potential for operational collaboration has been enhanced as a result of Project Arrow through the establishment of relationships and an improved mutual understanding of each FRS.
- 6.2.3 The option to collaborate operationally within individual workstreams is an opportunity which can be progressed without a formal agreement between the two FRSs.
- 6.2.4 Such is the nature of this arrangement that the following collaboration opportunities were identified and initiated during Project Arrow as they made sense in their own right:
- An agreement to extend the WCC payroll service to HWFRS, enhancing resilience
  - The sharing of operational assessment tools through peer assessments, improving quality
  - A pilot joint response model for Bidford and Pebworth fire stations, improving availability.
- 6.2.5 There is evidence to support an operational collaboration consisting of an alignment of policy, procedure, systems, processes, equipment and best practice in the following workstreams:
- Operational Support
  - Health & Safety
  - Technical Services (including Water)
  - Training & Development
  - Prevention & Protection
  - Response.
- 6.2.6 Such an approach has the potential to remove duplication, introduce efficiency and lay the foundations for further collaborative work in the future, e.g. deepening these collaborations and enabling operational collaborations in other workstreams.
- 6.2.7 As an example, within both FRSs there are currently two sets of operational policies and this limits the full integration of some workstreams, e.g. Training & Development and Response:
- Training & Development - Instructors provide training to ensure firefighters maintain the skills they need to perform to the standards defined in policy. The harmonisation of operational policy, guidance and the training syllabus would support wider collaboration
  - Response - Working towards a single set of operational policies so that when the FRSs respond together, personnel are using the same procedures and techniques allowing the inter-changeability of crews and equipment. This will also improve operational resilience and firefighter safety because personnel will be able to provide stand-by cover for crewing deficiencies across the two FRSs.
- 6.2.8 As each proposal has been assessed to be of benefit in its own right there is no dependency on a wider organisational commitment. Additionally should either party find it necessary to withdraw from this working relationship, the impact would be manageable.

### 6.3 Option 3 – Strategic Alliance Light

6.3.1 This option goes beyond the operational collaboration identified in the above Option, and would be advised where structural changes to departments and/or the number and depth of operational collaborations between workstreams reach a tipping point, which would warrant a formal agreement between the two FRSs.

6.3.2 Under strategic alliance light the two FRSs would continue to exist as separate entities led by two FRAs, two leadership teams and retaining key strategic business elements, e.g. their respective IRMPs.

6.3.3 Both FRSs are not yet considered to be at this point. However, collaboration proposals in the workstreams below demonstrate potential to go beyond an operational collaboration and pursue a deeper collaboration:

- Operational Support\*
- Health & Safety
- Technical Services (including Water)
- Training & Development
- Prevention & Protection

\*NB – The Operational Support workstream has been identified as being a key enabler to other workstreams. The functions of each FRS within the workstream deliver operational policies and procedures which define how the FRSs operate. This ranges from the type and use of individual pieces of equipment through to the number of firefighters needed to deal with an emergency.

6.3.4 Building upon the work proposed under operational collaboration, it would be realistic to combine management structures and teams in the above workstreams.

6.3.5 The collaboration of the two FRSs as described above would lead to a reduction in the overall number of middle and strategic managers. The subsequent depletion of sector knowledge and experience would, therefore, take time to re-establish if the collaboration ceased, reinforcing the need for a formal agreement to be in place.

6.3.6 Fire officers in both FRSs work a Flexible Duty System (FDS). In essence, this is a requirement to perform two roles; a management function, e.g. running a department, and an emergency response function, e.g. being on call to attend emergency incidents. It should therefore be noted that the removal of FDS managerial roles will impact on the number of FDS emergency response roles. It is possible that the emergency response requirements may preclude the ability to remove fire officer posts from management structures.

6.3.7 These key workstreams are *enablers* that would build opportunities for greater integration between the two FRSs over the longer term. However, a common theme that emerged from workstream discussions was the need to have clarity over the longer term strategic vision for the two FRSs ahead of being able to commit to this greater level of integration.

6.3.8 These *enablers* would also influence the position taken by each workstream where alternative options are also being explored with other partners, as identified in Section 2 and 6.1.3 of this report.

### 6.4 Option 4 – Strategic Alliance Contractual

6.4.1 This option increases the level of integration even further, to the point where the *majority* of workstreams would be integrated and delivered through a single departmental management structure and combined delivery teams. In practical terms it would require a single service management team (Area Commanders and equivalents) to lead the delivery for both FRAs.

- 6.4.2 Under this option, organisational sovereignty and identity would be retained by the two FRAs.
- 6.4.3 Strategic structural change would be implicit in this with either both Chief Fire Officers or a single Chief Fire Officer reporting back to the two FRAs. In practical terms, as a minimum, all structures below Brigade Managers would be merged into a single delivery structure.
- 6.4.4 Unlike strategic alliance light, this is considered to be too advanced a step at this stage. It would require a clear intention from both FRAs with regards to the long term vision as well as significant lead in time to establish. It is possible for this option to be an iterative outcome built on the work undertaken under Options 2 and 3.

## **6.5 Option 5 – Full Combination**

- 6.5.1 Under this option the two current FRAs would be combined into a new, single combined FRA, independent of WCC and under the leadership of a single Chief Fire Officer.
- 6.5.2 There are a number of key strategic issues that would need to be specifically addressed for this option, including:
- The full disaggregation of WFRS from WCC
  - Reconstituted political control over the FRS
  - The equalisation of Council Tax levels
  - The transference of assets and liabilities to a new Combined Fire Authority
  - One off implementation costs.
- 6.5.3 To pursue this option would require a strong strategic direction from both FRAs and an understanding of the transitional period to establish a new Combined Fire Authority, enabling the stated objectives to be achieved.
- 6.5.4 This is not considered to be a realistic option at this time.

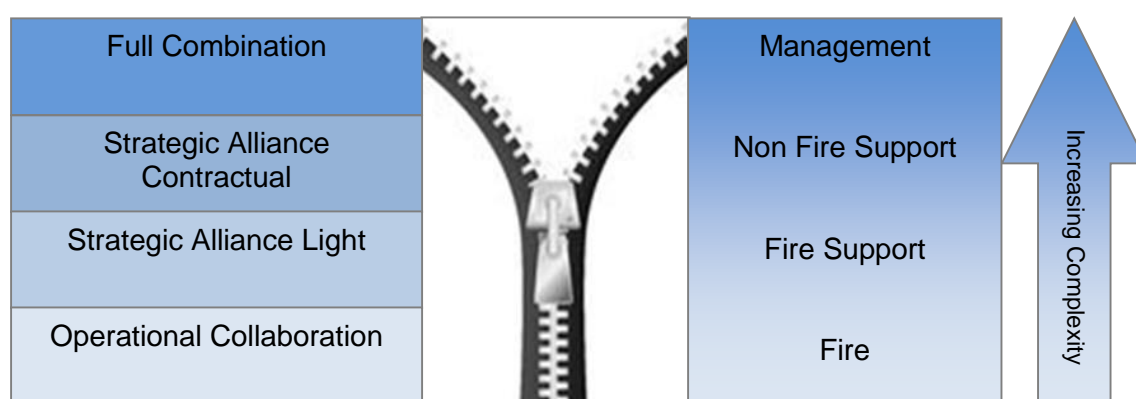
## **7. Proposed Way Forward**

- 7.1 Based upon the work undertaken to date, it is proposed that an iterative and phased approach is taken to collaboration between the two FRSs.
- 7.2 The current optimal level of collaboration between the two FRSs is assessed to be an operational collaboration for the following reasons:
- A number of opportunities have been identified within workstreams which have been proven to deliver clear benefits and make sense in their own right, and can be progressed under the guidance of the Chief Fire Officers and the Strategic Director of Resources for WCC with full business cases being developed for each to identify further collaborative opportunities
  - At present the external environment in relation to the national political and policy direction remains unclear. Recent announcements relating to the blue light integration of fire, police and ambulance services have not reached a clear conclusion
  - Similarly each FRS is currently exploring a number of collaborative options with other organisations outside the scope of Project Arrow. This is understandable and considered to be both viable and healthy. However, it does potentially restrict the scope of services that any formal collaboration between the two FRSs would cover under a more exclusive agreement

- Whilst these other options are still being explored and the national direction remains unclear, it makes it difficult for the two FRSs to commit to a deeper collaboration.

7.3 Investigations have shown that all other options remain potentially viable in the future and further work would be needed to explore these in detail:

- The collaborative work under an operational collaboration has the potential to bring the two FRSs closer together, which in turn lays the foundations and acts as *enablers* for greater integration over the longer term
- This approach would be an iterative and phased one which builds greater integration and commitment between the two FRSs over time. It would also allow the two FRSs to pilot approaches, deal with complexity and test the viability of further collaboration
- The analogy of a *zip* is used to illustrate this in the diagram below. This demonstrates a logical and phased approach to integrating workstreams in an iterative way starting with the more readily aligned departments, i.e. those in the *fire* category



- This zipped approach provides a model whereby the workstreams identified as being key enablers to the future integration and collaboration of the FRSs are developed into full business case proposals. Importantly, the integration of *fire* workstreams will enable common operational policy and procedures to be developed which are fundamental components to enabling *fire support* and *non fire support* categories to either be combined or shared across the organisations
- The business case proposals will set out how the separate departments are rationalised under single management teams overseeing the common functions. Each business case would be developed to include management structures, timescales for implementation, agreed department responsibilities and reporting lines
- To enable this, there needs to be greater clarity on the strategic vision and the desired end state of the collaboration, i.e. to what degree do the two FRAs wish to integrate in time. This would help the work on the support departments which are inherently linked to the wider organisational structure and also have a potential impact on the FRSs approach to working with other partners, e.g. the police and neighbouring fire and rescue services.

7.4 It would be prudent for the strategic vision and the desired end state of the collaboration to be revisited in May 2015, post the General Election. In the interim period between now and then, it is proposed that the Project Team and the Joint Project Board maintain their connection and that the work on an operational collaboration and a strategic alliance light is continued.



## 8. Recommendations

8.1 Members are asked to note the progress made to date and to consider the recommendations which represent the detailed findings of the Project Team that are supported by the Joint Project Board and the Member Reference Group.

- *Recommendation 1* - Members are asked to support the progression of an *operational collaboration* between the two Fire & Rescue Services under the direction of the two Chief Fire Officers and the Strategic Director of Resources, WCC.
- *Recommendation 2* – Members are asked to support the continued exploration of greater collaboration between the two Fire & Rescue Services, working towards a *strategic alliance light* by late 2015 under the direction of the Joint Project Board.

8.2 Subject to the approval of either or both of the above recommendations:

- *Recommendation 3* - A report is submitted to the Joint Project Board in the summer of 2015 detailing the progress made
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Joint Project Board

Name	Role	Organisation
Cllr Derek Prodger MBE (Joint Chair)	Chair of HWFA	HWFA
Cllr Les Caborn (Joint Chair)	Portfolio Holder for Community Safety	WCC
Mark Yates	Chief Fire Officer	HWFRS
Andy Hickmott	Chief Fire Officer	WFRS
David Carter	Strategic Director of Resources	WCC
Martin Reohorn	Director of Finance and Assets	HWFRS
John Betts	Head of Corporate Finance	WCC
Nigel Snape	Head of Legal Services	HWFRS

Member Reference Group

Name	Organisation
Cllr Izzi Seccombe	WCC
Cllr Jenny Fradgley	WCC
Cllr Sarah Boad	WCC
Cllr Richard Chattaway	WCC
Cllr John Holland	WCC
Cllr Brigadier Peter Jones CBE	HWFA
Cllr David Taylor	HWFA
Cllr Fran Oborski	HWFA
Cllr Richard Udall	HWFA

Workstream Details

Category	Workstream	Description
<b>Fire</b>	Control	All elements of operational call handling including both emergency and non emergency incidents, and the management and mobilisation of fire and rescue service vehicles and assets.
	Response	All elements of fire station based operations and emergency response activities, including district management structures and the management of national resilience programme assets.
	Prevention & Protection	Prevention – The provision of community safety activities, including; home fire safety checks, fire awareness, schools education, road safety education, arson reduction and signposting. Protection - The provision of inspection, audit and review, enforcement of Regulatory Reform (Fire Safety) Order 2005, education, information and advice.
	Operational Support	The provision and maintenance of operational policies, procedures and instructions, risk assessments and national guidance.
<b>Fire Support</b>	Fleet & Maintenance	The management, servicing and maintenance of all service vehicles and vehicle equipment.
	Technical Support	The management and provision of supplies and equipment across the fire and rescue service.
	Water Services	The management and assurance of water supplies (fire hydrants) across the fire and rescue service area.
	Training & Development	The design, provision and delivery of all training courses, development programmes and assessment requirements for the fire and rescue service; this includes the running of assessment centres and promotion processes.
	Health & Safety	The provision of competent health and safety advice, investigation and enforcement to all levels and to safeguard the health, safety and welfare of our employees or third parties affected by the fire and rescue service's activities.
<b>Non Fire Support</b>	Property Services	The provision and maintenance of a safe, comfortable and efficient built environment for all staff of and visitors to the fire and rescue service.
	Finance	The provision of financial services which are accurate, comprehensive, efficient, economic and effective for both internal and external customers; this includes the management of income, expenditure, budgets, reporting systems and processes.

	Legal & Democratic Services	Supporting the work of the Fire Authority through the production and publication of agendas, reports and decisions, the maintenance of information about the Authority and its Members, and the provision of legal advice ensuring that the Authority maintains high ethical standards and good corporate governance.
	ICT	The management and development of all information and communication technology systems, processes, assets, resources, policies and procedures.
	Strategy	Supporting all fire and rescue service departments in their delivery and implementation of activities and assisting with peer assessments, information management, partnerships, performance, planning (including IRMP) and projects.
	Human Resources	The management and development of strategy, policy, occupational health, equality, diversity, casework, workforce planning, workplace assessment & development, health & wellbeing, succession planning, recruitment and sickness absence.
	Media & Communications	The department is responsible for the publicity, public relations, marketing, and internal and external communications for the fire and rescue service.
	Procurement	The management and acquisition of goods, services or works from external sources.
<b>Management</b>	Brigade Managers (Including Area Commanders)	A principal officer team consisting of the Chief Fire Officer, the Deputy Chief Fire Officer, the Assistant Chief Fire Officer and a team of uniform and non uniform area commanders responsible for the strategic vision and direction of the fire and rescue service.