

West Midlands Fire and Rescue Authority

Collaboration and Transformation Committee

You are summoned to attend the meeting of Collaboration and Transformation Committee to be held on Monday, 07 October 2019 at 10:30

at Fire Service HQ, 99 Vauxhall Road, Nechells, Birmingham B7 4HW

for the purpose of transacting the following business:

Agenda – Public Session

- 1 To receive apologies for absence (if any)
- 2 Declarations of interests in contracts or other matters
- 3 Collaboration and Transformation Committee Terms of Reference **3 - 6**
- 4 Strategic Collaborations - An Overview **7 - 22**
- 5 Collaboration - Developing Strategic Collaboration Definition **23 - 28**

Distribution:

Nicolas Barlow - Member, Jasbinder Dehar - Chair of the Collaboration and Transformation Committee, John Edwards - Member, Peter Hogarth - Member, Zafar Iqbal - Member, Seamus Walsh - Member, Patricia Young - Vice Chair of Collaboration and Transformation Committee

Agenda prepared by Julie Connor

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This agenda and supporting documents are also available electronically on the West Midlands Fire Service website at www.wmfs.net

WEST MIDLANDS FIRE AND RESCUE AUTHORITY

7 OCTOBER 2019

1. **COLLABORATION AND TRANSFORMATION
COMMITTEE – TERMS OF REFERENCE**

Report of the Clerk.

RECOMMENDED

1.1 THAT Members approve changes to the terms of reference for the committee.

1.2 THAT members submit these changes for approval at Fire Authority.

2. **PURPOSE OF REPORT**

To support members in the consideration and determination of the more detailed role of the committee.

3. **BACKGROUND**

3.1 West Midlands Fire and Rescue Authority (WMFRA) collaborates with a wide range of partners locally, regionally and nationally. This approach ensures the delivery of effective and efficient services to members of the community.

3.2 The Authority's commitment to collaboration is a commitment which is set out in our 3 year rolling Strategy, Our Plan, and has always been an accepted way of working for the Fire Service in delivering joint community outcomes.

3.3 The Collaboration and Transformation Committee was approved at the Annual General Meeting of the Authority in June 2019, to ensure the appropriate consideration and oversight of new and developing areas of strategic collaborations.

- 3.4 Its terms of reference set out the role of the committee in ‘the strategic development and assurance of transformational collaborative working agreements (up to implementation) aligned to the ‘Duty to Collaborate’ (Policing and Crime Act 2017) and/or the delivery of the Authority’s Strategy.’
- 3.5 The Authority’s review of future governance and the outcomes of the Future Governance Working Group clearly highlighted the benefits of wider collaboration in services delivered for local communities. Members may want to consider the following points in the review and enhancement of the current terms of reference:
- The role of the committee in championing digital transformation across the Service as a core consideration for collaboration;
 - The role of the committee in enabling the Service to improve and evolve new and existing areas of collaboration through providing clear strategic direction, aligned to the Authority’s strategy, Our Plan.
 - Member involvement in supporting collaborative relationships through links within respective local authorities.

4. **EQUALITY IMPACT ASSESSMENT**

In preparing this report an initial Equality Impact Assessment is not required and has not been carried out.

5. **LEGAL IMPLICATIONS**

The detail in this report provides a high-level overview of how the Authority and Service are meeting the requirements of the Duty to Collaborate.

6. **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

7. **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications.

BACKGROUND PAPERS

Governance of the Authority Report, AGM 24 June 2019

The contact for this report is Karen Gowreesunker,
Strategic Enabler, (Strategic Hub) Clerk to the Authority,
0121 380 6678.

Karen Gowreesunker
CLERK

WEST MIDLANDS FIRE AND RESCUE AUTHORITY

COLLABORATION AND TRANSFORMATION COMMITTEE

7 OCTOBER 2019

1. STRATEGIC COLLABORATIONS – AN OVERVIEW

Report of the Chief Fire Officer

RECOMMENDED

THAT Members note the ongoing areas of Strategic Collaboration across the Service.

2. PURPOSE OF REPORT

To advise members of the new Collaboration and Transformation Committee of the areas in which the Authority and Service collaborates with other public service and blue light service providers.

3. BACKGROUND

- 3.1 West Midlands Fire Service (WMFS) collaborates with a wide range of partners and agencies both in local command areas as well as on a more strategic level regionally and nationally. This approach ensures the delivery of effective and efficient services to members of the community.
- 3.2 Our commitment to collaboration is a commitment which is set out in our 3 year rolling Strategy The Plan and is an accepted way of working for the Fire Service in delivering joint community outcomes. More recently this approach to joint working has been legislated for through the Policing and Crime Act 2017.
- 3.3 This Act has set out a ‘duty to collaborate’ with other blue light services, stating that *“the three emergency services should consider opportunities to collaborate with other services.*

Ref. C&T/2019/Oct/12409195

(Official – WMFS – Public)

If it is in the interests of the efficiency or effectiveness of at least one of the parties to collaborate, then the relevant service (i.e. the service that originally considers the opportunity) must notify the other services of the proposed collaboration.”

- 3.4 Whilst the Act is specific regarding blue light collaborations it does not prevent collaboration with other partner organisations and this is encouraged where it is appropriate.
- 3.5 The duty was introduced in the recognition that whilst good partnership work already existed in many areas, more can be done to encourage wider and deeper collaboration. It was this desire to broaden and deepen collaboration that gave a clear signal that a step change was required to fully realise the benefits that cross-service collaboration can provide.
- 3.6 Collaboration provides us with a real opportunity to create innovative responses to current and future challenges whilst strengthening future resilience, effectiveness and efficiency.
- 3.7 WMFS currently collaborates successfully across a variety of service areas where it has been agreed value can be achieved for both service providers in delivering community outcomes.
- 3.8 Each collaboration is focused on being able to support and achieve the priorities and outcomes the Authority strategically commits to in the agreement of its 3 year rolling strategy, The Plan. The value to be derived from potential collaboration should be established (finance/skills/brand association) together with a clear understanding of outcomes being sought; this to ensure commitment is purposeful and structured.
- 3.9 These arrangements exist through commissioned services, shared service agreements and national arrangements.

Examples of these collaborations exist with:

- National Fire Chiefs Council Support Hub
- West Midlands Police – sharing of estates
- West Midlands Combined Authority – Road Safety

- Strategy, Digital, Portfolio and Project Management
- Staffordshire Fire and Rescue Service – Shared Fire Control
- Local Resilience Forum
- Digital – Shropshire, Staffordshire and South Wales Fire and Rescue Services
- Primary Authority Scheme – Fire Safety
- High Rise Training Oldbury – FRSs
- Health Consensus Statement
- Emergency Services Working Group
- National Procurement Framework

This is not an exhaustive list of collaborations but covers some of the most substantial collaborative relationships that the Service has with other public sector organisations. In 2017 for every £1 spent with us, West Midlands communities receive £5 of 'social value'.

A brief overview of each of these areas of collaboration is provided in appendix 1.

4. **EQUALITY IMPACT ASSESSMENT**

In preparing this report an initial Equality Impact Assessment is not required and has not been carried out.

5. **LEGAL IMPLICATIONS**

The detail in this report provides a high-level overview of how the Authority and Service are meeting the requirements of the Duty to Collaborate.

6. **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

7. **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications

BACKGROUND PAPERS

Our Plan 2019-2022

The contact officer for this report is Karen Gowreesunker, Clerk and Strategic Enabler (Strategic Hub) Tel.No. 0121 380 6678

Phil Loach
CHIEF FIRE OFFICER

Area of Collaboration	Purpose	Value
National Fire Chief Council Service Support Hub	The provision of value-based support services to the Chief Fire Officers Organisation (CFOA) supporting services provided to the National Fire Chiefs Council (NFCC)	Aligns to our commitment to blue light collaboration Provides commissioned income for WMFS Enables wider involvement and influence in the development of national agenda's for the fire sector Supports the development of the National Fire Chiefs Council as a national voice for fire.
West Midlands Combined Authority Road Safety Strategy	Working in partnership with WMCA and other partners to reduce road traffic casualties in the West Midlands, with the agreed objectives listed below: • Adopting an iterative approach to evaluating the cause of personal injury collisions and develop a consistent approach to casualty reduction.	Aligns to the delivery of WMFS strategic prevention priorities. Joint West Midlands Regional Road Safety Strategy (RRSS) has been approved with partner agencies, which aligns to WMFS priorities A Station Commander is seconded to enable direct and experienced contribution to and influence of direction.

	<ul style="list-style-type: none"> • Developing a consistent approach to the intelligence led enforcement of road traffic violations and driver awareness. • Agreeing the West Midlands Road Safety Action Plan which is aimed at achieving casualty reduction targets. 	<p>The data enabled through WMFS core activity will provide valuable data against the five pillars listed below:</p> <ul style="list-style-type: none"> · Road Safety Management · Safer Roads and Mobility · Safer Vehicles · Safer Road Users · Post-Crash Response
<p>West Midlands Police - Estates</p>	<p>To provide joint locations for West Midlands Neighbourhood Policing teams, supporting the more efficient use of resources and enabling greater closer working.</p> <p>Billesley, Kings Norton, Haden Cross and Northfield fire stations now provide joint locations for fire and police officers.</p> <p>Further sites are currently being explored to determine if the number of co-located sites could be extended.</p>	<p>Demonstrates commitment to enabling blue light collaboration. Makes more efficient use of the Fire Service's estate. Provides a basis for much closer and collaborative working across fire and police to enhance the services provided to local communities.</p>

<p>Shared Fire Control – West Midlands and Staffordshire since 2014</p>	<p>The provision of shared control services which supports improved service delivery to communities, resilience and delivered financial savings.</p> <p>The Fire Control Centre is a true shared facility from which resources are mobilised across both counties through a single team of people. This differs from other models where estate and technology is shared but the services are not fully integrated.</p>	<p>Demonstrates early blue light collaboration.</p> <p>This collaborative partnership has successfully delivered a change in culture which has supported this joint working.</p> <p>It continues to deliver effectively against jointly agreed service expectations, realising over £1 million per year compared to the previous arrangements.</p>
<p>Local Resilience Forum (LRF) – BREXIT and Common Wealth Games</p>	<p>To ensure the conurbation is better prepared for the potential impacts of a no deal BREXIT, thereby supporting our responsibilities as a Category 1 responder (Civil Contingencies Act 2004)</p>	<p>A co-ordinated, integrated response to the potential impacts of BREXIT.</p> <p>Maintenance of key role and strategic relationships with the LRF</p> <p>Provides opportunity for WMFS to be the 'lead' agency.</p>

	<p>The aim of the Common Wealth Games collaboration is to provide a safe, secure and sustainable environment which brings people together, that helps the health and well-being of our communities and encourages sustainability and growth for all.</p>	<p>Enables effective protection measures to be put in place to support community safety.</p> <p>Enables legislative duties to be met</p>
<p>Digital Collaboration – Fire and Rescue Services</p>	<p>To provide chargeable services to other Fire and Rescue Services.</p> <p>Collaborations with Staffs, Shropshire and South Wales FRS’s currently exist in providing data application services.</p>	<p>Provides an income generation stream and cost effective solutions, but importantly one collaboration has contributed to the design of systems and provided valuable resources to support testing.</p>
<p>Primary Authority Scheme</p>	<p>To develop our partners’ organisational understanding of the responsibilities placed upon them by the Regulatory Reform (Fire Safety) Order 2005.</p>	<p>Increasing the number of partner organisations enables WMFS fire safety expert access to different industry and commercial sectors, thus supporting the continued development of its staff.</p>

	<p>Effective Primary Authority partnerships help businesses to demystify fire safety legislation, which supports business growth and success and also develops a safer environment for its staff and customers.</p> <p>There are currently 11 Primary Authority Scheme partnerships</p>	<p>It also allows for an increase in the funding that can be made available to support community schemes such as those currently being provided by SafeSide supporting our Service Delivery Model, Making the West Midlands Safer, Stronger and Healthier</p>
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<p>High Rise Training</p>	<p>The purpose of this collaboration is to enable an effective and robust approach to High Rise training for the Fire and Rescue Services and the ability to generate income.</p> <p>WMFS is also building a positive reputation for the quality and standard of the training we provide.</p> <p>Income generation contracts for 2019 currently exist with:</p> <p>Warwickshire FRS 19 days South Wales FRS 4 days</p> <p>Planned contracts for 2020:</p> <p>Warwickshire FRS 8 days South Wales 4 days</p>	<p>Currently the income generated enables 2 W Manager roles and is forecast after all costs to generate a circa £36k contribution to the Authority's overall funding by financial year end.</p> <p>This additional income will be fed back into the Service Delivery Model.</p>

	<p>There is scope for delivery throughout 2020 for further training contracts to include other areas of training such as high rise smoke travel and wind driven fires.</p>	
<p>NFCC Health Consensus statement</p>	<p>The purpose of this collaborative statement is to agree to develop a new working relationship with the shared aim of identifying and improving the quality of life of those who could benefit the most from early engagement with local services; for example, older people and people with multiple long term conditions and complex needs.</p> <p>This consensus statement represents a joined-up multi-agency approach to put into practice the national commitment to more integrated care, closer to people’s home. Its emphasis is on local initiatives to deliver preventive interventions to our people</p>	<p>Working with a wider pool of partners from a health and social care background widens the reach of WMFS in delivering its core prevention strategy, to reduce the risk of fire and other emergencies to the most vulnerable members of its communities.</p> <p>It allows WMFS access to the most up to date partner data and intelligence to identify trends, forecast future risk and modify delivery of its prevention activities.</p> <p>Working in this way with partners to identify and manage risk in the community ensures compliance with the National framework Document</p>

	<p>who would benefit most in their own homes and supports local action to deliver better health and well-being outcomes.</p> <p>The consensus statement describes the FRS intent to work together to encourage joint strategies for intelligence-led early intervention and prevention; ensuring people with complex needs get the personalised, integrated care and support they need to live full lives, sustain their independence for longer and in doing so reduce preventable hospital admissions and avoidable winter pressures/deaths.</p> <p>Partners include representatives from NHS England, Public Health England (PHE), the Local Government Association (LGA), Age UK and National Fire Chiefs Council</p>	
Emergency Services Working Group	The Emergency Services Collaboration Working Group	WMFS engagement in this cross sector group enables the Service to maintain

<p>(ESWG)</p>	<p>(ESCWG) exists as a cross sector group, across blue light services and government departments, which aims to facilitate and encourage greater collaboration between the emergency services in England and Wales where it will enhance efficiency, effectiveness, or public safety, with a goal to embed the principles and practices of collaboration within the sector</p> <p>In early 2019 the ESCWG set out to become more agile and focused. Consequently, sector leads agreed to replace the ESCWG's format, in favour of 'task and finish' groups, headed up by the leads to focus on specific issues identified by the sector. These three task and finish groups will report directly to the Ministerial Board on Emergency services collaboration and Interoperability (ESCIB). Currently WMFS officers represent the Service</p>	<p>awareness of national developments as well as being influential in how these agenda's develop.</p>
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	<p>as part of this group and this can also be seen as a collaboration.</p> <p>1. Principles of Collaboration - to establish a set of core principles for Emergency Services Collaboration. The expectation is that these set of principles will work closely other two TFG to ensure that the principles support the development of collaboration at the highest level.</p> <p>2. Duty to collaborate and Inspections – to inform better evaluation by HMICFRS and CQC of the collaborative projects being undertaken. These supporting principles will offer an improved framework for inspection in order to guide services towards more effective approaches to collaboration.</p>	
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	<p>3. Financial barriers to Collaboration - to improve learning and understanding of financial barriers to collaboration, for example legal barriers using certain funding streams and other systemic problems that are preventing collaboration, with a view to recommending potential solutions.</p>	
<p>National Procurement Framework</p>	<p>West Midlands Fire and Rescue Service are an active participant in the NFCC Fire Commercial Transformation Programme (FCTP) which was established approximately 2 years ago.</p> <p>The FCC Fire Commercial Transformation Programme (FCTP) seeks to address the national Sector spend on goods and services using a Category Management approach. This has led to the establishment of 6 category areas each of which was assigned a national Category Lead and CFO sponsor. The six Category</p>	<p>Standardisation, aggregation of demand and strategic Contract Management. This is already proving to be successful and reported savings through collaboration have nearly doubled from £1.9m in FY16/17 to £3.7m in FY17/18.</p> <p>There are now a number of sector led and specific commercial arrangements available in the Fleet (Emergency Response Vehicles, Fuel Cards), Clothing (PPE and Workwear) and Operational Equipment Categories (Breathing Apparatus, Smoke Alarms, Gas Monitors). A particularly successful</p>

	<p>areas are Fleet, Clothing, Operational Equipment, FM & Construction, Professional Services and ICT.</p> <p>Phil Loach is the CFO Sponsor for Operational Equipment and Mandy Beasley (Head of Procurement) is the national Category Lead for Operational Equipment. The main principles of the FCTP aim to improve the professionalism, effectiveness and accountability of Fire and Rescue Services by supporting services to transform commercially through more efficient procurement and collaboration.</p>	<p>example in the Operational Equipment Category is the Framework for Smoke Alarms which has been utilised by nearly all FRS's and has produced savings of £2m on a £10m spend.</p>
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WEST MIDLANDS FIRE AND RESCUE AUTHORITY Item 5

COLLABORATION AND TRANSFORMATION COMMITTEE

7 OCTOBER 2019

1. **COLLABORATION – DEVELOPING STRATEGIC COLLABORATION DEFINITION**

Report of the Chief Fire Officer

RECOMMENDED

THAT Members consider the contents of this report and approve the definition of Collaboration, to support the development of future strategy, for recommendation to the Fire Authority.

2. **PURPOSE OF REPORT**

To enable Members to consider the key factors which contribute to collaborative working across the Service and to determine a definition for Collaboration for the Authority, which will support the Service in considering future strategic direction.

3. **BACKGROUND**

3.1 Collaboration is a crucial approach to delivering efficient and effective services to local communities and this is recognised in the Authority's Plan 2019 – 2022. The value of working in collaboration to West Midlands Fire Service and its communities can be demonstrated through the detail provided in the previous Overview paper.

3.2 The 'Duty to Collaborate', as set out in the Policing and Crime Act 2017, requires all blue light services to look for transformational ways to enhance public safety and efficiency through collaboration with other blue light services but does not restrict wider collaboration with other public service organisations.

Ref. C&T/2019/Oct/12409194

- 3.3 The duty does not specify how services should collaborate but does seek to enable it and provides a few 'high level provisions' and in particular the development of a 'collaboration agreement', setting out how the parties that sign up to it will work together in discharging their functions.
- 3.4 The Duty to Collaborate aims to strengthen and deepen cross-emergency service collaboration opportunities, providing a wide range of benefits, both for the services themselves and for the public.
- Keeping Communities safer
 - Increasing collaborative momentum
 - Developing a wider understanding of good collaborations
 - Value for money
- 3.5 The Emergency Services Collaboration Working Group is a cross blue light service group, which reports into government and provides an example of how the sector is focusing on embedding the principles of collaboration, as well as enabling the delivery of the legislation itself in a collaborative way.
- 3.6 The Duty to Collaborate does not provide a specific definition for collaboration but indicates that it exists between two or more blue light services providers. The Overview paper provides examples of different approaches to collaboration that exist across the Service. Our commitment to collaborations exists both across and outside of blue light services.
- 3.7 The (dictionary) definition of collaboration is:
"the situation of two or more people working together to create or achieve the same thing".
- 3.8 The (dictionary) definition of transformation is:
"A change in the appearance or character of something or someone, especially so that that thing or person is improved".

- 3.9 In developing our definition there should be alignment of purpose for the respective organisations in the collaboration and preferably in wider organisational values, strategy and process. Understanding of resource implications is critical to implementation and risk management. Collaboration often enables all parties involved to diversify the use of its resources (people, finance and assets) to deliver services with common aims and outcomes. Shared resources can often facilitate closer dialogue and better working relationships between the partner organisations, generating increased efficiencies in ways of working and service delivery.
- 3.10 Whilst achieving financial or cost savings can be a benefit of collaboration, this is not the one goal. Rather it is part of several considerations that ultimately ensures communities receive the most effective service, delivered in the most effective and efficient way. Some of these considerations include:
- The level of investment and commitment required by each party and how value will be delivered and shared equitably in light of investment;
 - The most effective approach to dedicating resources to the transformation process, to ensure that outcomes are provided on time and that all parties are co-ordinated in their approach;
 - Agreement on how risk will be apportioned between the parties to achieve best value for all;
 - The management of internal communications in a sensitive and pro-active way
 - It is important to have a clear perspective on who the potential collaborative partner(s) might be. In this the strategic priorities of the Service should be a primary factor.
- 3.11 The use of shared resources to achieve joint priorities with more efficient and effective community outcomes forms an approach across a number of the Service's collaborative partnerships. This provides a basis for the transformational delivery of the Service's priorities as often collaborations are focused on the delivery of core activity and dedicated resources, ensuring achievement of our priorities as well as the ability to influence the direction of the collaboration.

3.12 Considering the collaborations that exist across the Service, the commitment of the Service for public sector wide collaboration aligned to the delivery of The Plan and the aim of the duty to collaborate, collaboration for WMFRA could be seen as where:

‘two or more public service organisations agree to work together to deliver something of public value (public safety, efficient and/or effectiveness), which supports the priorities of the organisations and community outcomes’

‘Collaborations will use the IRMP to forecast risk and future capability and will meet digital expectations as set out in the Service’s Digital Declaration’.

In recommending this definition for the Authority, members will be enabling the strategic direction for collaboration to be determined by the Authority, in alignment with the approval of strategic priorities and outcomes and the Authority budget setting meeting in February 2020.

3.13 Officers will, in line with the delegations set out in the Authority’s constitution, work within this framework to develop and engage in structured collaborative relationships, which support the strategic direction for collaboration and the priorities set out in the rolling 3 year strategy, Our Plan.

3.14 The agreement of a definition of collaboration for the Authority will enable further exploration for the committee in its November meeting, to determine future approach for strategic collaborations, including how resources will be used to support these.

4. **EQUALITY IMPACT ASSESSMENT**

In preparing this report an initial Equality Impact Assessment is not required and has not been carried out.

5. **LEGAL IMPLICATIONS**

The detail in this report enables the Authority to ensure alignment to the National Framework for Fire and Rescue Authorities 2018 and the Duty to Collaborate as set out in the Policing and Crime Act 2017.

6. **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

7. **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications

BACKGROUND PAPERS

The Policing and Crime Act 2017

The contact for this report is Karen Gowreesunker, Clerk and Strategic Enabler (Strategic Hub). Tel. No. 0121 380 6678

Phil Loach
CHIEF FIRE OFFICER

Ref. C&T/2019/Oct/12409194

