

Fire verification report

July 2004



Isle of Wight Fire Authority

**Fire service pay and conditions
agreement: Local verification report
phase 2**

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Introduction

- 1 The national agreement on fire service pay and conditions which was finalised on 13 June 2003 included a condition that:
“the pay award at stages 2 and 3 are subject to:...
b) verification by the Audit Commission...that the intended benefits (including savings) of the various national changes are being delivered locally.”.
- 2 Following formal consultation, the Audit Commission agreed to carry out a study under section 33 of the Audit Commission Act 1998 to assess progress in implementing the modernisation of the fire service in line with the changes outlined in the national pay agreement and the subsequent White Paper, ‘Our Fire and Rescue Service’. The study has been undertaken in two phases corresponding to stages 2 and 3 of the pay award. The results from phase one were reported to the authority in February 2004. This report sets out the results from phase two of our work
- 3 The Commission will not be making a recommendation as to whether the stage three pay award should be made. This remains a matter for fire authorities to consider individually and collectively. However the national report will be available to the employers to assist them in reaching their decision.

Aims and objectives of phase two of the study

- 4 Phase two of the Commission’s study has assessed the further progress made in implementing the national changes set out in the pay agreement and subsequent White Paper in accordance with prescribed guidance and timetables, following up the key issues identified in phase one and focussing on the changes that have taken place since January. We have followed the approach adopted in phase one in order to ensure consistency, focussing on those changes that have taken place since January 2004.

The objectives of phase two of the local fieldwork were to:

- ◆ assess compliance with prescribed guidance and timetables, in particular in relation to IRMP and IPDS;
 - ◆ assess the systems and processes for identifying, gathering and reviewing evidence as a basis for the risk identification and prioritisation that has taken place;
 - ◆ assess the extent to which progress on implementation plans has been made in accordance with organisational aims and objectives and in line with the published IRMP;
 - ◆ assess the progress in introducing IPDS and completing the move from rank to role;
 - ◆ assess the impact of changes introduced as a result of amendments to overtime and duty systems agreed as part of the pay agreement
 - ◆ assess the financial impact of the changes made and in particular the extent to which planned efficiency savings are being, or are likely to be, realised;
 - ◆ support fire authorities in making progress on the modernisation agenda; and
 - ◆ enable the Commission to alert the ODPM to issues which require further clarification or new guidance.
- 5 The report sets out the overall progress that has been made by the authority and summarises the results for the individual diagnostic areas providing details of the key messages, any areas of good practice and barriers to progress that have been identified. A detailed analysis of the individual diagnostics is included in the appendices.

Format of the assessment

- 6 The review has provided an assessment focused around the level of progress made by the Authority in implementing the national changes set out in the pay agreement and subsequent White Paper in accordance with Government prescribed guidance and timetables. The same approach as used at phase one has been followed for each of the key issues and the diagnostic assessments. However, for the overall assessment the following scale has been used :

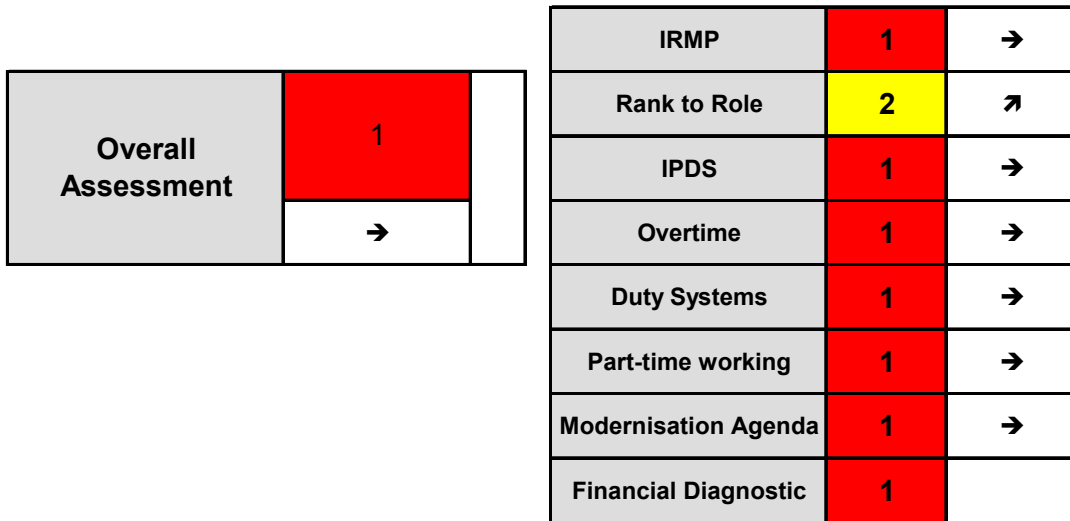
The intended benefits (and savings) of the various national changes are being delivered locally	
Little or no progress	<p>Prescribed guidance and timetables not met. No plans in place.</p> <p>No intent = no evidence, either formal or implied, of plans that could influence practice on the ground</p>
Some progress	<p>Prescribed guidance and timetables met. Most plans in place and some progress on delivery. Some evidence available to support either compliance with guidance or progress on delivery.</p> <p>Some intent = informal, implied evidence or plans at a higher level that could influence practice on the ground</p>
Reasonable progress	<p>Prescribed guidance and timetables met. All plans in place and some progress on delivery. Strong evidence available to support either compliance with guidance or progress on delivery.</p> <p>Moderate intent = formal, implied evidence or plans at a higher level that could influence practice on the ground and are starting to be implemented.</p>
Good progress	<p>Prescribed guidance and timetables met. Plans in place and being delivered. Evidence available to support both compliance with guidance and progress on delivery.</p> <p>Clear intent = comprehensive, formal evidenced examples that have changed working practices/ approach on the ground:</p>

Management summary

Overall assessment for Isle of Wight Fire Authority

- 7 Using the results of each of the elements of our baseline review, we have made the following overall assessment of the Authority’s current progress at this stage of the implementation of the modernisation agenda:

Figure 1 - Overall assessment



- 8 On the basis of the results of the verification study fieldwork, an assessment of **little or no progress** has been made for Isle of Wight Fire Authority.
- 9 The new overall assessment of **reasonable progress** (indicated by an amber plus) has been introduced at phase two to differentiate between a level of progress insufficient to merit ‘good progress’ but clearly improved against the standard of ‘some progress’. This is summarised in the chart above, which also sets out the assessment of progress against each of the key diagnostic areas along with an arrow that indicates whether the assessment is better, the same or worse than at phase one. A high level summary of the main messages is set out below. Further details with regard to individual diagnostics are then addressed. Full details of our findings in respect of each of the key issues for all eight diagnostics are included in the appendices.

Overall key messages

- 10 The overall assessment on phase 2 in a number of areas reflects the lack of progress on phase 1 of the verification exercise. Whilst some reasonable steps have been taken, these have not yet had an impact on the judgements.
- 11 Lack of effective communication/engagement throughout the brigade is a serious barrier to progressing Modernisation.
- 12 There are no clear links between the IRMP and robust medium-term financial planning.
- 13 Joint working between brigade and council on Modernisation issues has been piecemeal.
- 14 There has been little progress in implementing changes relating to pre-planned overtime, duty systems and part-time working.
- 15 Member engagement is embryonic.

Diagnostic summary

16 Set out below is a summary of progress and the key conclusions against each diagnostic area. This is also represented graphically in figure 2 below. This identifies the overall assessment at phase two in each diagnostic area along with the underlying key issue assessments. The phase one assessments are also included for reference in the smaller boxes.

Figure 2 - Diagnostic Summary

			key issue							
			1	2	3	4	5	6	7	8
IRMP	1	→	2	1	2	1	1	1	1	2
	1		2	2	1	1	1	2	2	1
Rank to Role	2	↗	1	2	2					
	1		1	1	1					
IPDS	1	→	1	1	1	1	1	1		
	1		2	1	1	1	2	1		
Overtime	1	→	1	1						
	1		1	1						
Duty Systems	1	→	1	1						
	1		1	1						
Part-time	1	→	1	1						
	1		2	1						
Modernisation Agenda	1	→	1	1	1	2				
	1		1	1	1	1				
Financial Diagnostic	1	N/A	1	1						

Phase 1 results in small boxes

Diagnostic key messages

17 Included in the table below are a summary of the key conclusions drawn from the detailed findings contained within the appendices.

Theme	Phase 1 assessment	Phase 2 assessment	Key Conclusions
IRMP	Little or no progress	Little or no progress	<ul style="list-style-type: none"> Improved member awareness and involvement in the IRMP process. Resources identified to produce integrated risk data. Some plans to move resources to prevention. SMARTer Action Plan developed to enable monitoring of IRMP implementation. Lack of effective communication/engagement throughout the brigade is a serious barrier to progressing Modernisation. There are no clear links between the IRMP and robust medium-term financial planning.
Rank to Role	Little or no progress	Some progress	<ul style="list-style-type: none"> The pay assimilation from rank to role was completed on time. The brigade has not yet taken advantage of overall council experience in developing role maps and restructuring.
IPDS	Little or no progress	Little or no progress	<ul style="list-style-type: none"> The brigade is addressing ICT requirements for IPDS implementation. Consideration is being given to a mixed economy of training provision, including working in partnership with Hampshire. There has been no clear strategy for funding IPDS now or for the future. Joint working between brigade and council on HR issues relating to IPDS has been negligible. The brigade has failed to follow council policy and has not implemented PDPs throughout the organisation.
Overtime	Little or not progress	Little or no progress	<ul style="list-style-type: none"> There has been no comprehensive review undertaken of the opportunities for overtime. Use of pre-planned overtime has not been included in the IRMP Action Plan.

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Theme	Phase 1 assessment	Phase 2 assessment	Key Conclusions
Duty Systems	Little or no progress	Little or no progress	<ul style="list-style-type: none"> Proposals for changes to duty systems are limited. Any proposals have been reactive to the council's budgetary constraints.
Part-time working	Little or no progress	Little or no progress	<ul style="list-style-type: none"> There has been no comprehensive review taken to identify opportunities for part-time working. The council and the brigade are not working effectively together to deliver this aspect of Modernisation.
Modernisation Agenda	Little or no progress	Little or no progress	<ul style="list-style-type: none"> IRMP Action Plan 2005/06 prepared for consultation with staff and public. Phase 1 report not used as a tool to engage staff or in the Modernisation agenda. The culture of the brigade, including lack of teamworking and challenge, is a serious barrier to effective implementation of Modernisation.
Financial Diagnostic	N/A	Little or no progress	<ul style="list-style-type: none"> Planned decision not to apply for transitional funding.

18 An action plan is attached to this report which sets out the recommendations made to assist the authority is making further progress in implementing the modernisation agenda.

Appendix 1 - Findings of IRMP Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 Management arrangements for integrated risk management planning are now embedded within the fire authority.	Partly	Partly	<ul style="list-style-type: none"> • A series of Member seminars have been undertaken to raise Member awareness of the Modernisation agenda and so inform key strategic decisions in relation to priorities within the IRMP. However, the recent internal review of IRMP progress commissioned by the Executive to assess and verify priority areas indicates that both Member and overall council understanding and engagement with the Modernisation process is still at an early stage. • The portfolio holder, who chairs the IRMP Board, has developed a better understanding of and engagement with IRMP which has started to help focus Members' attention on current issues – e.g. the funding of FSEC to enable clear matching of resources to risk areas. • The fire authority is ensuring that the IRMP is linked to the council's corporate plan. The 2005/06 draft service plan for fire and rescue shows linkages to the corporate plan and contains targets which feed into the corporate performance monitoring process. • A framework is now in place for Members to have an active role in monitoring progress for IRMP through the IRMP Board, and Fire Select Committee. Although the Action Plan for IRMP 2 is due to go out for consultation with staff, partner agencies and the public in the near future, there is no clear plan/timetable in place for Member participation in this process, especially in relation to the targeting of resources within overall council expenditure priorities.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
2 The fire authority continues to identify and review existing and potential risks to the communities it serves.	Partly	Not at all	<ul style="list-style-type: none"> The Brigade is using an existing data system to identify areas of high risk in order to target resources accordingly. For example, the draft Fire Safety Inspection programme targets high risk buildings in the community and has been used to assess the resources needed to implement the inspection programme. The Brigade has secured sufficient resources to establish a dedicated FSEC team in the near future to produce integrated risk data to inform the IRMP. Existing staff have received FSEC training and will cascade this to the new team. Whilst this will support a more robust approach to risk management, progress since Phase 1 has not been driven through with any sense of urgency The service has built on existing partnerships with other public sector agencies and council departments - e.g. it has now become a member of the IOW Crime Disorder Reduction Partnership – to underpin its work on prevention.
3 The fire authority is now reassessing the effectiveness of its current preventative, protective and response arrangements with the benefit of the risk analysis reported in the published IRMP.	Not at all	Partly	<ul style="list-style-type: none"> The Brigade has taken on board comments from the Phase 1 assessment and attempted to learn/take good practice from other brigades – for example, seeking information on consultation strategies and day crewing arrangements. This approach needs to be embedded into the IRMP process. The Brigade has developed plans to reallocate resources from intervention to prevention – for example, the plan to move 8 wholetime firefighters from the watches to fire safety, including inspection. However, staff have not been fully engaged in exploring the options for these changes and this is creating a barrier to the effective implementation of the IRMP. A draft Crewing Arrangements Policy has been developed to ensure the appropriate mobilisation of appliances to comply with locally set attendance targets.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
			<ul style="list-style-type: none"> Although the Brigade is taking steps to deploy its resources to prevention, this approach has been slow to develop and has as yet made little real impact on the delivery of service.
<p>4 The fire authority has assessed and identified the opportunities for improvement and determined local policies and standards which are being implemented.</p>	Not at all	Not at all	<ul style="list-style-type: none"> The council's absence management policy has been adapted and implemented to ensure the effective management of human resources. A call challenge policy for unwanted fire signals (false alarms) has been drafted as a direct response to risk identified within the IRMP. The Brigade HR policy is only just in draft form and does not consider the wider workforce planning approach necessary to deliver an effective IRMP. The Brigade has developed a SMARTer action plan which includes performance measures and outcomes. However, it does not allocate responsibilities or set milestones and prioritisation is unclear. Although the action plan is a standing item on the Brigade Management Team agenda, there is no clear methodical assessment of progress against action plans targets and no identifiable corrective action.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
5 The fire authority has assessed and accommodated the resource requirements to implement the recommendations and changes being made.	Not at all	Not at all	<ul style="list-style-type: none"> • Staff perceive that the senior management team is not optimising the use of existing resources to deliver the IRMP. One example of this is the funding bid for new staff to manage and input data into FSEC when existing staff have the capacity to do this. • Poor financial monitoring by the Brigade is not enabling effective resource allocation for the IRMP. For example, there has been no transparent options appraisal process for the staffing of FSEC and a bid for funding from the council was made despite an under-spend being identified and minuted several months earlier. • There are no clear links between the IRMP and effective medium term, financial planning both within the immediate service and with the council overall. • There is a continuing question over the current capacity of the Brigade to deliver Modernisation. Although there has been some recognition of this issue in the recent recruitment of middle managers (station officers) who are intended to act as change agents in winning hearts and minds, there has been no transparent assessment of whether the existing structure and skills meet the challenges of this extensive change agenda and the business needs of a modern fire service. • Joint working between the council and Brigade is not sufficiently robust. The relationship with the corporate centre has not been exploited effectively by the Brigade to enhance capacity in skills and experience with, for example, complex HR issues and managing effective internal and external communication to achieve the change agenda. Although the council has given/offered support to the Brigade to progress Modernisation, this has only been achieved on a piecemeal basis and lacks an overall strategic approach to secure the delivery of the IRMP and the council's corporate priority of retaining an Island fire service.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
6 The fire authority has demonstrated effective arrangements for implementation, monitoring, audit and review of the intentions expressed in the IRMP.	Partly	Not at all	<ul style="list-style-type: none"> Despite the fact that senior officers and Members are agreed that the Commission's Phase 1 report was 'a wake up call'. the decision not to make fire service modernisation a priority area for improvement after phase 1 demonstrates a lack of focus and acceptance of the importance of this issue for service delivery. The capacity of the Fire Select Committee to effectively monitor progress against the IRMP is a concern. The council's scrutiny function is weak and the committee members lack experience of robust monitoring. Their role in monitoring the IRMP action plan has yet to be tested as progress has not yet been reported to the committee and opportunities to identify corrective action have not yet arisen. The council's corporate policy service plan for 2004/05 incorporates the action points from the Phase 1 report action plan and the corporate policy unit will monitor progress against this on a quarterly basis.
7 The fire authority consulted with its partners and the wider community on its IRMP proposals, provided feedback and communicated its final proposals.	Partly	Not at all	<ul style="list-style-type: none"> Staff are committed to the concept of IRMP and the modernisation agenda. They accept the need to change the balance from intervention to prevention and want to see such changes introduced. However, this commitment and potential energy has been stifled and diluted by a lack of clear leadership within the Brigade. This lack of confidence has been further exacerbated by the seeming inability of senior management to foster meaningful dialogue with staff to facilitate their contribution to the development of IRMP so that the current initiatives to address communications issues – such as the focus group and area meetings with support staff and firefighters - are seen as “too little too late”.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
			<ul style="list-style-type: none"> • The approach to consultation on the first draft IRMP was inadequate and the Brigade has not implemented any major changes in phase 2 to its approach to enable it to 'win hearts and minds'. The communications focus group demonstrated the strength of feeling among staff that remains from the initial consultation, for example that staff feedback was not taken into account, that the IRMP was 'steamrolled through' and that 'people need to feel they are listened to'. • Significantly members of staff and union representatives have only been informed of the results of the Phase 1 report and action plan through two routine notices which denied responsibility for the assessment . Staff cannot reconcile the mixed messages and as a result do not have a clear vision for their service and Modernisation. • The council recognises that consultation with staff on the IRMP and Modernisation was inadequate and is starting to work with the Brigade to address this. Council officers are engaged in a joint 'focus group' with the Brigade which is planning two consultation open days for staff and the public on the IRMP Action Plan for 2005/2006. This is enabling the Brigade to benefit from the advice of the council's lead officer on consultation. Also senior councillors have held briefing sessions with firefighters to raise the profile of councillors' role in relation to implementing fire modernisation. • The Brigade is starting to address its poor performance on community consultation. It now has plans in place to produce an annual report aimed at the community on its performance including the delivery of modernisation.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
8 The fire authority has complied with prescribed or available guidance and timetables.	Not at all	Partly	<ul style="list-style-type: none"> • IRMP1 approved by full council. • The Brigade is aware of timescales to produce IRMP2. • The Brigade has actioned the recommendation from the phase 1 report and produced a clearer and more focussed action plan to enable it to meet its Modernisation targets. However, there are still key areas which must be addressed with some urgency – such as determining and matching resource requirements to the service needs identified through IRMP, and effecting robust communication and consultation. • It is still unclear as to whether all Members and staff are aware of available guidance and timetables and of what their contribution is to implementing the IRMP. For example, action plan targets have not been cascaded to staff through PDP appraisals or the embryonic IPDS.
Overall assessment of progress in this topic area			
Little or no progress			

Appendix 2 - Findings of Rank to Role Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has made progress on its action plan to deliver the move from rank to role.	Not at all	Not at all	<ul style="list-style-type: none"> The Assimilation from rank to role for pay purposes was completed and payment made in salaries February 2004. This was in accordance with the national guidelines and agreement. Rank to role is another area of the modernisation agenda where the council and brigade are not working effectively together. The brigade did not initially understand the full implications of the transition from rank to role believing it to be a pay assimilation exercise only and subsequently sought external advice on this but did not involve the council or utilise its experience of job evaluation in 'sizing' jobs and assessing job responsibilities. Delays to progressing rank to role resulted from this initial lack of understanding and absence of effective joint working so that cross matching of job descriptions to roles maps has only just been undertaken.
2 The fire authority has fully assessed and provided for the resource implications of the move from rank to role.	Not at all	Partly	<ul style="list-style-type: none"> The costing of assimilation for pay purposes is complete and was contained within the 2003/04 budget. This growth was rolled forward into the 2004/-5 budget. The cost for protection or any other transitional arrangements have yet to be quantified.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
3 Employees and other key stakeholders continue to be kept fully aware of the plans and processes involved and the role they have to play.	Not at all	Partly	<ul style="list-style-type: none"> • BMT have mapped out new roles and discussed these individually with staff. • The brigade is ensuring that its recruitment processes adhere to IPDS principles. A recent recruitment for station officers emphasised the requirement for candidates to undertake a managerial role and demonstrate leadership qualities. • Staff welcome rank to role and see it as a positive aspect of modernisation which will enable staff to make full use of their skills and potential and remove exams being a barrier to this. • In general it is too early to assess the effectiveness of support to staff as they have not yet moved into their new roles. However, control staff who are aware of the planned regionalization of their function have had to organize their own support counseling and guidance.
Overall assessment of progress in this topic area			
Some Progress			

Appendix 3 - Findings of IPDS Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has fully embedded and functioning management structures to support the implementation of IPDS.	Partly	Not at all	<ul style="list-style-type: none"> Two Members’ seminars have been run recently to raise awareness of the Modernisation agenda, Members are starting to gain a basic understanding of IPDS and the resourcing implications for the fire service and council as a whole. IPDS is included within the IRMP Action Plan with targets and outcomes. However, there is no regular, standing monitoring of this by the Brigade Management Team or IRMP Board. Although various bids for funding for IPDS have been made, the lack of a strategy for implementation with clear priorities has delayed implementation. The Executive review recognises these issues and recommends a more robust and thorough assessment needs to be undertaken with some urgency and within the budget constraints of the council to ensure resource requirements are properly assessed and allocated. The council has not taken a strategic lead in enabling the implementation of IPDS. The council has not effectively deployed its HR resources to work with the brigade on IPDS. Opportunities for the council to assist the Brigade are being missed, for example the brigade is experiencing some difficulty in rolling out the council's PDP system for retained firefighters. The Brigade is addressing the ICT requirements of IPDS implementation. A project team has been established and budget allocated for an improved HR ICT system which will enable the service to monitor progress on PDPs, analyse overall training needs, allocate appropriate training to match identified training needs and enable staff to update new learning on the system.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
			<ul style="list-style-type: none"> The Brigade is starting to look at a mixed economy of training provision to meet training needs within current resources. For example, collaboration with Hampshire Fire & Rescue Service has enabled the Brigade to acquire NVQ satellite Status. This gives it access to a refined process of training action plans, training records and training passports for assessment centre application and promotion application. However, more work is needed to identify and cost further alternative providers to provide value for money and flexibility to meet the needs of all groups of staff (for example, retained firefighters) and this is underway.
2 Employees and other key stakeholders continue to be kept fully aware of the plans and processes involved and the role they have to play.	Not at all	Not at all	<ul style="list-style-type: none"> In direct conflict with overall council policy, most staff have neither regular supervisory meetings nor scheduled six-monthly appraisals. There has been no systematic or consistent introduction of IPDS or mechanism established for feeding back either progress to staff or for staff to raise individual or group enquiries on a regular basis. The opportunities for all staff to raise issues relating to IPDS on a one-to-one basis with their managers are limited. Staff welcome IPDS and have a general understanding of competencies and the way in which IPDS will enable them to gain promotion based on competencies, for example, staff are actively exploring the new opportunities this gives them to move disciplines. Copies of the IPDS booklet have been circulated to all firefighters and Junior Officers have been briefed on the implementation of IPDS and training providers.
3 The fire authority has complied with prescribed guidance and timetables.	Not at all	Not at all	<ul style="list-style-type: none"> A gap analysis has been produced which measures current performance against the eight IPDS elements. However, there is no clear assessment of where the Brigade stands in comparison to national timetables and targets and this prevents appropriate and timely allocation of resources to expedite implementation.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
4 The fire authority continues to implement the action plan drawn up on the basis of the IPDS gap analysis undertaken.	Not at all	Not at all	<ul style="list-style-type: none"> Although the Brigade has done some work on predicting and addressing shortfalls at middle manager level, it has not explored different options for providing the necessary training to equip its new managers to deliver the modernisation agenda. There are insufficient links between the IPDS gap analysis, IPDS Compliance report and the IRMP action plan to ensure that outstanding issues are adequately resourced or priorities set.
5 The fire authority is fully prepared for and introducing workplace assessments on a programmed basis.	Partly	Not at all	<ul style="list-style-type: none"> A “state of readiness” analysis for workplace assessments has been carried out in line with guidance (FSC14/03). However, many of the working arrangements are not yet in place – for example, linking individual performance to service objectives or introducing Personal Development Plans (PDPs) for all staff. Although there is a target within the IRMP Action Plan to deliver PDPs to all staff by April 2005, there is no project plan for the implementation of workplace assessments with milestones for the completion of PDPs for managers or frontline staff. The limited number of PDPs already undertaken have been approached in a seemingly haphazard fashion, so that there is no logical cascade of targets from the top down. Training to enable managers to undertake PDPs effectively is only just underway. All staff seem to be unclear about how and when PDPs will be undertaken. Support staff, in particular, feel disenfranchised and question the commitment of senior management to ensure equitable treatment and opportunities. The Brigade management team have as yet to address how they will provide PDPs to each retained firefighter.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
6 The fire authority has fully assessed and provided for the resource implications of IPDS in 2004/05.	Not at all	Not at all	<ul style="list-style-type: none"> Resource implications have not been clearly accounted for in 2004/05 budget and in the medium term financial planning of both the Brigade and the council. A recent assessment of funding to implement IPDS was made by the council which identified that further work is required to evaluate alternative approaches to resourcing for IPDS. Following the 2004/05 bid for IPDS being unsuccessful, the reserve training budget of £100K has been allocated to meet immediate training needs. Future funding remains uncertain.
Overall assessment of progress in this topic area			
Little or no progress			

Appendix 4 - Findings of Overtime Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has reviewed and revised its policies on the use of overtime.	Not at all	Not at all	<ul style="list-style-type: none"> The Brigade has not undertaken a comprehensive review of the opportunities available to maximise resources through the use of pre-planned overtime. Whilst it has developed a new overtime policy to address adequate shift cover, this is only one area where overtime could be used. The new policy has been discussed at BMT but there has been no formal consultation with the unions/staff.
2 The fire authority has communicated its revised policies on the use of overtime and action plans are in place to implement any changes in line with key priorities.	Not at all	Not at all	<ul style="list-style-type: none"> The use of pre-planned overtime has not been incorporated in the IRMP Action Plan with clear targets and outcomes. Although the proposal to use pre-planned overtime for shift cover has been costed, there has not been a systematic assessment of financial implications in the short or medium term either within the brigade or with the council as a whole.
Overall assessment of progress in this topic area			
Little or no progress			

Appendix 5 - Findings of Duty Systems Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has comprehensively reviewed its duty systems and considered alternative approaches	Not at all	Not at all	<ul style="list-style-type: none"> The IRMP Action Plan identifies the review of duty systems as an action to be achieved by January 2005. The assessment of duty systems has not been extended to the retained firefighters. It is a concern that although Modernisation looks for efficiency savings, the Brigade is evaluating the duty system at the wholetime station more as a response to council budgetary constraints than the needs of the service and the dictates of IRMP.
2 The fire authority has made / planned changes that are in accordance with the outcome of the IRMP and / or objectives of the organisation	Not at all	Not at all	<ul style="list-style-type: none"> The Brigade plans to achieve the changes in the duty systems at nil cost. However, this is not translated in the IRMP Action Plan into actions, milestones or financial savings. Although the Brigade has started to seek the views of staff about duty systems, there is a perception from all groups and individuals interviewed that the senior management team has a limited approach to this issue and is not open to debating a range of options. Poor attendance at the function focus groups and a lack of clearly documented outcomes demonstrate the lack of confidence in senior management's commitment to meaningful staff engagement. A work-life balance survey is planned which will include questions to staff about duty systems and other areas such as part-time and flexible working.
Overall assessment of progress in this topic area			
Little or no Progress			

Appendix 6 - Findings of Part Time Working Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has comprehensively reviewed its part-time working and other conditions of service and considered alternative approaches.	Partly	Not at all	<ul style="list-style-type: none"> The Brigade has not undertaken a comprehensive review of the opportunities for part-time working. Although the Brigade has produced a paper on overtime and part-time working to respond to the need to implement fire safety checks in high risk areas, the proposed solutions only offer part-time opportunities to retained firefighters rather than to all existing staff or new applicants. Part-time working is another example where the council and the Brigade are not working effectively together in delivering the modernisation agenda. The council's HR resources have not been deployed to assist the Brigade moving forward on part-time working.
2 The fire authority has made / planned changes that are in accordance with the outcome of the IRMP and / or objectives of the organisation.	Not at all	Not at all	<ul style="list-style-type: none"> The above changes have as yet to be discussed with staff and the unions. The IRMP Action Plan contains no reference to planned or implemented changes to part-time working.
Overall assessment of progress in this topic area			
Little or no Progress			

Appendix 7 – Findings on Financial Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has properly costed all major action plans.	N/A	Not at all	<ul style="list-style-type: none"> Although the IRMP Action Plan has some costings, there is no robust, systematic approach to short/medium financial planning. The Brigade has been unable to provide comprehensive budgetary information to evidence expenditure on many of the key areas of the IRMP. There is no effective monitoring of the IRMP Action Plan and its associated resource implications. In addition, there are no financial milestones within the Action Plan and this has led to confused funding bids and the Executive’s decision to review funding arrangements against priority areas.
2 The fire authority has plans in place to both use and repay the transitional funding that are consistent with the delivery of the modernisation agenda.	N/A	No progress	<ul style="list-style-type: none"> The council took a planned decision not to apply for transitional funding as its ability to repay the funding was uncertain.
Overall assessment of progress in this topic area			
Little or no Progress			

Appendix 8 - Findings of Modernisation Agenda Diagnostic

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
1 The fire authority has a clear and well communicated vision of what it is trying to achieve in respect of modernisation updated for recent changes.	Not at all	Not at all	<ul style="list-style-type: none"> Ownership of the change agenda by staff has been hindered by a lack of clear leadership from both members and senior management Both the council and the Brigade senior management team failed to effectively manage the difficult messages in the phase 1 report and did not use the report as an opportunity to engage staff in the change agenda. Although the fire authority is starting to develop an internal shared vision which was lacking in Phase 1 this is at a late stage in the Modernisation process. The two briefing sessions held for councillors in May 2004 covering the main aspects of the modernisation agenda including IRMP and the Executive review have enabled the council to start to understand and address some of the barriers which have so far hindered progress on Modernisation since phase 1. The breakdown in local relations with the main union, regardless of the national context, is a further barrier to the effective delivery of the Modernisation agenda. The Brigade and the FBU have not met formally for four months and the Brigade and council have not worked effectively together to address this issue. The council has not used its HR resources to advise the Brigade in this matter or to suggest any fresh approaches locally which could improve the local negotiating environment between the Brigade and the unions. Plans have been developed with the support of the corporate centre to expand public and staff consultation on IRMP Action Plan 2005/06.

Key Issue	Assessment		Findings
	Phase 1	Phase 2	
2 The fire authority has taken effective action to deliver its key early priorities on the wider modernisation agenda.	Not at all	Not at all	<ul style="list-style-type: none"> The IRMP has been approved by full council in April 2004. However, the Brigade has difficulty in driving forward the IRMP Action Plan in a focused way that ensures outcomes are delivered. Although the Brigade is starting to learn from other brigades and council services, for example, on achieving effective communication/consultation, it has not maximised these opportunities to increase capacity in knowledge and skills.
3 The fire authority has made good progress to date in delivering on some key aspects of modernisation.	Not at all	Not at all	<ul style="list-style-type: none"> Little real progress has been made to date in delivering key aspects of Modernisation. The culture of the organization is still a barrier to true teamworking or engagement of staff at the right time in the proposed policy changes. Staff are still unclear as to what progress has been made on the IRMP Action Plan and their contribution to this. Targets in the Action Plan have not been cascaded to individual staff as contrary to council policy the majority of PDPs have not been undertaken.
4 The fire authority has set in place effective plans to further deliver its (revised) priorities, aims and objectives.	Not at all	Partly	<ul style="list-style-type: none"> A 2005/06 IRMP Action Plan has been drafted by the Brigade management team and will go out for public/staff/stakeholder consultation in July/August 2004.
Overall assessment of progress in this topic area			
Little or no progress			

Isle of Wight Fire Authority

Action plan

July 2004

Version: 1.0

NOTE - Phase one recommendations

Progress has also been assessed against the action plan agreed at phase one. Where relevant, details are included in the findings and the following action plan. However, recommendations 1, 2, 4 and 6 remain relevant as they each had agreed implementation dates beyond the timeframe for this work. They are not repeated here as it is recognised that the authority continues to work towards implementing these actions.

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
<i>IRMP</i>						
9	Members should be actively involved in the consultation process for IRMP, especially in relation to targeting resources within overall council expenditure priorities and acting as agents of challenge and scrutiny.	3				
10	The brigade needs to ensure that using good practice from other brigades/organisations is seen as the norm when developing IRMP and the corporate plan.	2				

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
10	Lack of effective communication/engagement throughout the brigade is a serious barrier to progressing all aspects of Modernisation. The brigade needs to work jointly with the council, using their expertise, to develop a robust communications/consultation strategy, with clear leadership, as a matter of some urgency.	3				
11	The brigade needs to allocate responsibilities, set milestones and identify clear priorities to enable a clear methodical assessment of progress against action plan targets.	3				
12	The Brigade needs to ensure that there are clear links between the IRMP and effective medium term financial planning, both within the immediate service and with the council overall.	2				

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
12	There needs to be a transparent assessment of whether the existing structure and skills meets the challenges of the extensive change agenda and the business needs of the modern fire service. This should be approached jointly with the council's HR team.	3				
12	Joint working with the council needs to be more robust and become through regular, programmed and specific contact, become integrated into the work of the brigade.	3				
<i>Rank to role</i>						
16	The brigade needs to take better advantage of overall council experience to develop role maps and to match service needs with capacity.	2				

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
IPDS						
18	The brigade needs to ensure that there is a clear strategy for funding IPDS now and in the future. This must have member "buy-in".	3				
19	More work is needed to identify and cost further alternative training providers to ensure value for money and the flexibility to meet the needs of all groups of staff.	2				
19	The brigade needs to introduce regular PDPs/supervisory meetings to all staff as soon as possible. Training to enable managers to undertake PDPs effectively needs to be expedited.	3				
20	A project plan for the implementation of workplace assessments with milestones for the completion of PDPs for manager and staff should be developed in the near future.	3				

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
<i>Overtime</i>						
22	The Brigade needs to undertake a comprehensive review of the opportunities available for pre-planned overtime to maximise resource capacity.	2				
22	The use of pre-planned overtime should be incorporated into the IRMP action plan with clear targets and outcomes.	2				
<i>Duty Systems</i>						
22	The brigade needs to have a more wide-ranging debate on the options for changes to duty systems. This will secure staff engagement and commitment and allow all opportunities to be explored to meet IRMP aspirations.	3				
<i>Part Time Working</i>						
23	The brigade needs to undertake a comprehensive review of the opportunities for part-time working.	2				

Page	Issue to be addressed / Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
24	The brigade needs to work more effectively with the council in delivering this aspect of the Modernisation agenda.	3				
<i>Financial Diagnostic</i>						
25	There needs to be a robust and systematic approach to short/medium term financial planning.	3				
25	There needs to be effective monitoring of the IRMP Action Plan and its associated resource implications. The Action Plan should include financial milestones to underpin funding arrangements, and any new funding bids and to review such funding arrangements against priority areas.	3				

<i>Modernisation Agenda</i>						
26	Senior managers and members need to give all staff clear leadership on the Modernisation agenda.	3				
26	The verification exercise should be used as an opportunity to engage staff in the change agenda.	2				
26	Corporate HR should be used to facilitate better and more productive working relationships and behaviours with the unions.	3				
27	Senior management need to ensure that staff understand the progress made on the IRMP Action Plan and how they have contributed to this. Action Plan targets should be cascaded to individual members of staff through PDPs.	3				