

LONDON FIRE BRIGADE

Competency Frameworks

Report to:

Date:

Investment and Finance Board
Commissioner's Board
Deputy Mayor's Fire Board

25 April 2024
14 May 2024
4 June 2024

Report by:

Assistant Commissioner, Learning and Professional Development

Report classification:
For decision

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PART ONE

Non-confidential facts and advice to the decision-maker

Executive Summary

This report sets out the recommendation for implementing competency frameworks in London Fire Brigade (LFB) using an online competency management platform. This will support staff in understanding the knowledge, skills, and behaviours alongside, the associated learning and training required for them to demonstrate competence in their role, along with their status in relation to this.

The report seeks agreement to the initiation of a three-year project to take the work forward and to delegate authority to make the necessary expenditure up to the next decision point gateway, in April 2025.

For the London Fire Commissioner

That the London Fire Commissioner approves expenditure of up to £744,646 to initiate the competency framework project and establish a project team to carry out the next phase of and planning work and support the development and implementation of an interim learning and training dashboard.

1 Introduction and background

- 1.1 On 1 January 2023, LFB published its Community Risk Management Plan (CRMP), 'Your London Fire Brigade'.
- 1.2 Commitment five of the plan sets out that the London Fire Commissioner (LFC) 'will enable our people to be the best they can be, to serve you better,' achieved with the following:
 - **Organisational Learning Model** – We will improve our ability to learn together and develop so we have the right skills to meet your needs.
 - **Improved training systems and assets** – Staff will be equipped with the right skills and career development opportunities to serve you better.
 - **Talent development** – We will develop clear career pathways for all our staff to ensure that talent is developed, and we have the right skills for specialist roles.

- 1.3 Introducing competency frameworks forms part of an Organisational Learning Model. It helps staff understand what they need to learn and develop in, to have the right knowledge, skills, and behaviours, to meet community needs. It forms the basis for introducing career pathways and the associated competency management platform introduces an improved training system to support staff.
- 1.4 Competency frameworks will act as a control measure for risks contained in the LFC risk register and addresses HMICFRS (His Majesty's Inspectorate of Constabulary and Fire & Rescue Services) recommendations. These risks and recommendations, along with further detail on the strategic alignment is provided in the business case (Part Two Report, appendix 1).
- 1.5 The Head of Portfolio/Change Group co-chair has confirmed that this work sits in Category A (Transformation projects). This means that it involves strategic change with large internal impact, complexity, and scale. The initiative is one of the programmes of work to deliver the CRMP. The competency frameworks initiative is part of the Culture Transformation Programme (Programme 5). This reflects the new categorisation approach currently being implemented by the Portfolio team, which is also reflected in Performance, Risk and Assurance Board (PRAB) reporting. Progress will be monitored by the Culture Transformation Programme Board and the Leadership Model of Trust Project Board. Progress will be reported via the Portfolio report to PRAB as an initiative/project within the programme.

2 Objectives and expected outcomes

- 2.1 The objective of the competency framework project is to introduce competency frameworks for all roles in the LFB, so that staff are provided with a set of knowledge, skills and behaviours required for their role using a competency management platform.
- 2.2 Competency frameworks and an associated competency management platform are expected to have the following outcomes:
 - Corporate assurance by enabling individuals, line managers and the LFB to manage skill validation (including licence to operate for operational staff) and availability. Supporting the LFB values: Learning, Integrity, and Service.
 - Line managers will have visibility of individuals' competence, enabling them to put measures in place to support individuals and provide them the opportunity to improve and be confident in role. Supporting the LFB values: Equity, Learning and Teamwork.
 - Staff will understand what training and learning they are required to complete to competent in their role. Supporting the LFB values: Courage, Equity, Learning, Integrity, Learning, Service and Teamwork.
 - Improved appraisal conversations about performance, as the individual and manager are clear what is required to be competent in role and what learning and training needs to be completed. Supporting the LFB values: Equity, Learning, Service.
 - Managers will have an enhanced understanding of staff skills gaps in their team and therefore be able to monitor progress, highlight areas of risk and request for additional training or support where appropriate. Supporting the LFB values: Equity, Learning and Service.
 - The Learning and Professional Development department will have improved visibility of any skills gaps within the organisation and be able to make decisions

and necessary modifications to the training schedule/plan based on the data and reporting from the competency management platform. Supporting the LFB values: Equity, Integrity, Learning and Service.

- Competency frameworks support the understanding and embedding of the LFB values: Courage, Equity, Learning, Integrity, Learning, Service and Teamwork.

2.3 The business case considers three options (Part Two Report, appendix 1):

- **Option one:** Implement via a phased approach (a suite of reports, a more interactive dashboard, then the final solution).
- **Option two:** Move straight to building an internal ICT (Information and Communications Technology) developed platform (option 2a) or straight to procurement of an external solution via a full tender or call off arrangement (option 2b).
- **Option three:** Do nothing.

2.4 Option one was supported by the Change Group (Part Two Report, appendix 2 Change Group Meeting Notes), Investment and Finance Board (25 April 2024) and the LFC at Commissioner's Board (14 May 2024). Option one is the preferred and recommended approach.

2.5 Do nothing is not recommended. It would mean risks identified in the corporate risk register are not effectively controlled, and recommendations outlined by HMICFRS are not addressed.

2.6 A procurement process for an external solution and internal ICT developed platform will take time. Following a period for data cleansing and the creation of a specification (as outlined as part of option one) it would be up to 12 months before a final internal platform could be implemented, and, 12 to 24 months for an external platform (dependent on integration challenges). Moving straight to a final solution would mean that it would be a significant amount of time before staff experienced any benefit from the project.

2.7 Until the competency management platform specification has been produced as part of the project initiation, it is not clear what the resource requirements for the ICT department would be to implement an internally developed platform or the integration of an external platform.

2.8 Delivering with a phased approach (option one) allows time for the specification to be created and ICT to fully scope the resource requirements and associated costs. During phase one a suite of reports will be built, along with a web-based training dashboard, which has immediate benefit to staff and line managers. The decision to either implement an internally developed or externally procured platform would be taken following a gateway decision point in April 2025, when the requirement, cost and resource implications are better understood.

2.9 The dashboard created in phases one and two will be built as a web-based application, which connects data from existing LFB data sources in maintained and supported systems. It will be built using a modern developer tool and using an existing contracted developer service. This means it is expected to have longevity, with updates applied through established processes to ensure security compliance. Changes to the dashboard can be made at pace through an existing change request process managed by ICT. There are no licensing nor user costs associated with the application.

2.10 The work to create the reporting and deliver the dashboard, along with data cleansing is required regardless of the final solution recommended at the decision gateway point

in April 2025. If an external platform is recommended, work completed in phases one and two will support its implementation and staff would have access to the web-based dashboard created in phases one and two until an agreed changeover date.

- 2.11 Table 1 sets out the phasing and benefits of option one. The detailed benefits and disadvantages of all options are set out in the business case (Part Two Report, appendix 1).

Table 1. Phases and benefits of option one

Phase description	Benefits
Phase one: • Create a suite of reports and web-based dashboard application, using existing data from multiple sources.	Quick visibility to staff of where they are with their training/learning in core operational skills (operational staff) and central mandatory training (all staff). Demonstrates a step change and move to greater visibility, competencies and individual responsibility for training and learning. Data cleansing and improvements in data accuracy. Can be achieved by June 2024.
Phase two: • Further develop the dashboard including DaMOP (Development and Maintenance of Operational Professionalism) data. • Develop platform specification. • Decision point to recommend long term solution with decision.	Integrate data into a single platform as core operational skills and mandatory training. Enhanced interactive platform for the user, by October 2024. Decision point following governance processes April 2025.
Phase three: Implement long term solution. Either an internally developed, or, external ‘off the shelf’ platform.	Additional governance stage to ensure the most appropriate solution is implemented. Allows for comprehensive platform specification and facilitates an evidential and robust analysis

	against this to make a recommendation for a long-term solution.
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- 2.12 Developing a web-based dashboard requires ICT department resource. The ICT department have confirmed the staff resource has been secured and that this can be achieved as part of 'business as usual' work, without additional cost or delay to exiting ICT work priorities.
- 2.13 To initiate the competency framework project and complete the work required over a three-year period, additional Learning and Professional Development department staff resource is required. The resource requirement is set out in the business case (Part Two Report, appendix 1) and the cost and funding provided in section three below.

3 Costs and funding

- 3.1 Funding for the project has been secured via approved departmental and programme investment proposals as part of the 2024/25 budget round. The funding amounts to £1,049,000 over three years. A breakdown of the funding along with the costs up to the decision gateway point are provided in table two.

Table 2. Funding and costs up to the decision gateway

Item	2024/25 £	2025/26 £	2026/27 £	Total £
Funding by source:				
Departmental	220,000	233,000	233,000	686,000
Culture Transformation programme	363,000	TBC	TBC	363,000
Total funding	583,000	233,000	233,000	1,049,000
Cost estimate (up to gateway)	204,302	266,179	274,164	744,646
Surplus/(deficit)	378,698	-33,179	-41,164	304,354
Cumulative surplus/(deficit)	378,698	345,519	304,354	304,354

- 3.2 This report is seeking approval to commit expenditure of £744,646 against the funding amount of £1,049,000, which would cover the cost of the project team for the period from 1 April 2024 until 31 March 2027. The approval provided would also enable phases one and two of option one of the business case to be completed, which includes work to be undertaken by the ICT Department (which has no additional cost impact as it is being absorbed via existing budgets). A breakdown of the £744,646 figure is provided in appendix 6 of the business case (Part Two Report, appendix 1).
- 3.3 Additional costs are expected to be incurred following the decision gateway in April 2025. A new business case (or an updated version of the original business case) will be submitted through the appropriate governance to request approval to proceed to phase three of the project and commit the additional expenditure.
- 3.4 The additional costs that could be incurred following the gateway have been the subject of a high-level estimate, in respect of both an internally developed or externally procured system and can be found in appendix 6 of the business case. Those indicative additional costs are not in scope for this report.

4 Equality comments

- 4.1 The LFC and the Deputy Mayor for Fire are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 4.2 It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 4.3 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage, and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), race (ethnic or national origins, colour or nationality), religion or belief (including lack of belief), sex, and sexual orientation.
- 4.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
- eliminate discrimination, harassment and victimisation and other prohibited conduct,
 - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it,
 - foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 4.5 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic,
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it,
 - encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 4.6 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 4.7 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- tackle prejudice,
 - promote understanding.
- 4.8 Having a single platform which displays individual competency within an

organisational competency framework will promote equality in the LFB. Staff will have consistent up-to date skills information and be afforded the opportunity to effectively progress their learning journey.

4.9 The platform is expected to improve the LFB's training needs analysis and the understanding of the development needs across the workforce. Thereby, having a positive impact on protected groups with improved access to professional development across the workforce.

4.10 An equality impact assessment (Part One Report, appendix 3) has identified a potential negative impact on people with neurodiversity with the implementation of a new IT platform and their experience of it. Engagement with the LFB Learning Support team and Equality Support Groups (Disability Working Group and Neurodiverse Support Group) will take place to ensure the impact of staff groups are considered as part of the platform development or procurement process. The following principles will also be considered during the platform research and development stage to ensure they are available to users:

- Not too many steps to access information
- Background colour/font size and colours
- Compatibility with Assistive Technology
- Ensuring staff have the software they need
- Plain English / straight forward language used (standard Brigade terms used)
- Simple navigation
- Accessible user guide
- Web accessibility tools.

5 Other considerations

Workforce comments

- 5.1 Implementing competency frameworks and a supporting platform demonstrates LFB is taking necessary steps to mitigate potential areas of risk, in addition to maintaining the LFB staff remain effective and efficient in its service delivery.
- 5.2 The project is a sizeable change project, impacting the staff across the whole of LFB. Advice from the Transformation team is to resource a Change Manager post as part of the project. This post will help support a successful delivery and is included as part of the business case (Part Two Report, appendix 1).
- 5.3 Representative bodies and the equalities support groups will be engaged throughout the life cycle of the project and important in ensuring all staff groups see the benefit of introducing competency frameworks and an associated platform.
- 5.4 Implementing a platform in a phased approach (option 1) provides greater opportunity for engagement and full change management methodology to be adopted.

Sustainability comments

- 5.5 There are no sustainability implications arising from this report.
- 5.6 The Sustainable Development Impact Assessment (SDIA) checklist has been completed. The checklist will be reviewed throughout the lifecycle of the project to ensure the sustainability implications are considered at all stages.

Procurement comments

- 5.7 There are currently no procurement implications arising from this report.
- 5.8 Procurement implications will arise if an external competency platform is recommended at the decision point gateway in April 2025. Any implications will be included in a subsequent business case to the Change Group and subsequent report to Investment and Finance Board.
- 5.9 Implementation with the recommended phased approach gives greater opportunity for procurement implications to be considered, a detailed specification to be generated and the Procurement team to plan the required work.

Communications comments

- 5.10 Communications is key to the change management methodology that will be followed and the success of the competency framework project. Engagement with enabling services has taken place as part of the business case and will continue throughout the project.
- 5.11 Stakeholder mapping has commenced with support of the Transformation team, and a communications plan will be developed with support of the Internal Communications team. Communication will be via multiple channels and will draw on support of HR Business Partners.
- 5.12 Implementing with a phased approach allows for greater communication and engagement with enabling services, staff, representative bodies, and equality support groups.

6 Financial comments

- 6.1 This report is seeking authorisation to commit expenditure of up to £744,646 over a three-year period to initiate the competency framework project and establish a project team.
- 6.2 The £744,646 expenditure is split across three years as follows: £204,302 in 2024/25, £266,179 in 2025/26, and £274,164 in 2026/27.
- 6.3 Funding was approved as part of the departmental and programme investment proposals as part of the 2024/25 budget round.

7 Legal comments

- 7.1 This report seeks approval to commit expenditure of up to £744,646 to initiate the competency framework project and establish a project team to carry out the next phase of and planning work and support the development and implementation of an interim learning and training dashboard.
- 7.2 Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner ('the Commissioner') is established as a corporation sole with the Mayor appointing

the occupant of that office. Section 327D of the Greater London Authority Act 1999, as amended, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.

- 7.3 Section 1 of the Fire and Rescue Services Act 2004 states the Commissioner is the fire and rescue authority for Greater London.
- 7.4 By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire (the "Deputy Mayor").
- 7.5 Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...". The Deputy Mayor's approval is accordingly required for the Commissioner to expend the monies requested in this report as the expenditure exceeds that threshold.
- 7.6 When carrying out his functions, the Commissioner is required to "have regard" to the Fire and Rescue National Framework prepared by the Secretary of State ("Framework") (Fire and Rescue Service Act 2004, section 21).
- 7.7 The production of an Integrated Risk Management Plan (IRMP) is a requirement of the Framework. In line with guidance from the National Fire Chiefs' Council, the Commissioner refers to the IRMP as a Community Risk Management Plan (CRMP)
- 7.8 The statutory basis for the actions proposed in this report is provided by sections 7 to 9 of the Fire and Rescue Services Act 2004 ("FRSA 2004"). The Commissioner must secure the provision of personnel, services, and equipment necessary to efficiently meet all normal requirements for firefighting, road traffic accidents and other emergencies. Those sections also make specific duty to secure the provision of training for personnel.

List of appendices

Appendix	Title	Open or confidential*
1	Competency Frameworks Business Case	Confidential
2	Change Group Meeting Notes	Confidential
3	Equalities Impact Assessment	Open

Part two confidentiality

Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part Two form, together with the legal rationale for non-publication.

Is there a Part Two form: YES