Norfolk Fire and Rescue Service People Strategy 2018-2020

Introduction

In 2017 the National Fire Chief’s Council developed a draft National Fire and Rescue Service People Strategy which is intended to offer a response to the recommendations in the Sir Ken Knight ‘Facing the Future’ and Adrian Thomas ‘Independent Review of Conditions and Service for Fire and Rescue Staff in England’ reports but also to draw out the main drivers for change over the next five years and the impact on our people. This national strategy was intended to form the basis for Fire and Rescue Services locally to develop people strategies.

The development of Norfolk’s People Strategy is therefore based on the national strategy but also relates to the current IRMP and Service Plan. It is important that the People Strategy supports the IRMP and enables the delivery of the Service Plan objectives. The Strategy will therefore set out some key principles but also be able to flex to meet evolving priorities. A formal review of the strategy will follow the next IRM.
National drivers for change

It is vital that the workforce can respond positively to the changes needed:

- Legislative change including devolution and the creation of Mayors, the ability for a PCC to take on responsibility for a FRS and the general duty for blue light services to collaborate in England
- English Fire Reform programme
- The draft National Framework for England
- The establishment of HMIP&FRS

IRMP strategic objectives

As a council-based service, the NFRS 2020 Strategic Vision is aligned with the Norfolk County Council’s priorities.

The NFRS 2020 Strategic Vision is to be delivered through three key areas of activity:

- **Prevention** - prevent fires and other emergencies happening through data analysis and planning to reach those most at risk in our communities
- **Protection** - reduce the impact of fires and other emergencies through advice, guidance and enforcement, particularly with regard to safety of people whilst they are at work and play
- **Response** - respond effectively, efficiently and appropriately to calls for assistance

**Service plan priorities**

**Reduce fires, improve road and water safety**

- Reduce accidental dwelling fires
- Reduce arson incidents
- Reduce accidental non domestic premises fires
- Reduce dangerous driving and accidental drowning through education

**Ensure operational readiness and firefighter safety**

- Ensure our fire crews are competent and well prepared to respond to emergencies
Improve the availability and response times of our fire appliances

- Improve the availability of our fire appliances and our attendance times

Develop a diverse, skilled, safe and high performing workforce

- Strengthen leadership and line management to support organisational change and delivery for customers
- Developing cultural values and behaviours which make the fire and rescue service a great place to work
- Ways of working that respond to service model needs
- Provide excellent training and education to ensure continuous improvement of services to the public
- Strengthen our ability to provide good services by attracting and developing a diverse workforce and ensuring a fair and equal place to work.

- We will increase the number and diversity of RDS applications.

- Maximise the wellbeing of our workforce
People strategy priorities

6 key components of the national People Strategy are:

- Strengthen leadership and line management to support organisational change and delivery for customers
- Developing cultural values and behaviours which make the fire and rescue service a great place to work
- Ways of working that respond to service model needs
- Provide excellent training and education to ensure continuous improvement of services to the public
- Strengthen our ability to provide good service by diversifying our staff and creating a fair and equal place to work
- Maximise the wellbeing of our people

This also builds on the outcomes of Sir Ken Knight’s “Facing the Future” and the Independent review of conditions of service for fire and rescue staff in England (The Thomas review).

Locally we need to ensure the “golden thread” of performance and activity, namely that every thing that every members of staff does clearly had a direct or indirect impact on the strategic objectives for the service.

In developing a local People Strategy it is important that form follows function. Workforce planning works best when it supports what an organisation is trying to achieve.
The introduction of an Independent Standards Board will expect to see cohesion in workforce development across the sector.

**Underpinning principles to a Workforce strategy**

- We want to be an Employer of Choice for everyone
- Fire fighter safety and the safety of all our people is of paramount importance to us
- Clarity on the decision making architecture in our Services and moves to ensure decisions are taken at the right level, without unnecessary hierarchy, and with acceptance of accountability
- Clarity on whether people have a consultative or decisive voice
- A focus on good communication of key messages in an open way but more than that a development of engagement methods, IT forums for debate, frontline people embedded in projects or acting as consultees for projects
- Developing an internal customer service culture – making processes easy to use for people, reflecting on self-service wherever possible and encouraging an attitude of supporting each other – breaking down barriers between support and frontline
- Support for well-being and specific actions to attack stigma about mental illness
- Leadership at all levels which understands situational needs – balancing authority, facilitation, coaching and change agency
- There be more open career paths that more readily allows talent to rise to the most senior roles in FRSs.
- Recognition that failure is part of growth and learning from this to be welcomed – fail fast, solve problems and work together to improve
• Building trust in relationships to encourage new ways of working by challenging the status quo and providing ideas for improvement. Unquestioning behaviours stifles creativity and needs committed cultural change to enable people learn to voice their ideas.

**Equality, diversity and inclusion principles**

NFRS has responded to the NJC Inclusive Fire Service Group Improvement Strategies report and the Equality Framework self assessment and will embed those actions into its strategy.

General principles are:

• We respect the rights of individuals, including the right to hold different views and beliefs. We will not allow these differences to be manifested in a way that is hostile or degrading to others.
• We expect commitment and involvement from all our staff, partners and providers of goods and services in working towards the achievement of our vision.
• We will not tolerate bullying or unfairness in the workplace and will support staff that report bullying and investigate cases quickly and fairly.
• We will have an up to date and communicated whistleblowing policy.
• Our recruitment processes will be fair and transparent.
• We will involve people internally and externally in the co-design of services to achieve excellence in service delivery.
**Service delivery model that will form the basis of a Workforce strategy**

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<tr>
<th>Change Factor</th>
<th>Impact on the People</th>
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<td><strong>Fires.</strong> We are going to less fires and there are more complex building materials in use and many differences in construction. Prevention of fire fatalities and reduction of injury, where possible, remains our constant goal. There is an impact on the NJC of changes in what FRS do with reduction of fires and a recognition of reform of Grey Book as we expand our role at pace and in response to local factors so one size fits all doesn’t always work.</td>
<td>The fundamental change to what we do requires that we can lead change effectively in partnership with others. Understanding how commissioning, influencing, negotiation and joint development of projects works are becoming the skills needed. Fire fighters fatalities are still primarily because of fires so safety needs to remain our underpinning priority for all activity. Less fires means more training and simulated experience including emerging virtual learning methods and e-learning as skills can fade with less exposure. As with any profession continuous learning is important. We are also going to lose a generation of expertise over the next five years and we need to find ways to transfer that knowledge through development of e-learning and simulation activity. Frontline operational staff will need to be multi-skilled and flexible as fire will be a constant but smaller part of the job.</td>
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There are now competency frameworks for Business Fire Safety Regulators and a forthcoming framework for fire scene investigators. We will need to ensure sufficient development and work time to allow multi-skilled staff to undertake their roles to the required high standard and consider the need for increasing specialised posts.

We want to attract and train people who can work in someone’s home, at an open day and at an incident – adaptable, people focused, public service values and resilient.

Messaging that the job is different now is vital and selection techniques need to find those multi skilled people.

There is an impact on the RDS workforce as we need to ensure they can gain new skills at a reasonable pace.

*Road traffic collision* activity sadly remains constant though with an increased complexity of extrication because of new vehicle technology. There is increased

| Fire and RTC incidents mean exposure to horrific scenes – Well-being which includes mental health is and should be a cornerstone of how we develop people plans – a focus on encouraging people to talk and removal of stigma coupled with strong support mechanisms. |
emphasis through joint working on reduction of Killed and Seriously Injured. Prevention activity is increasing as is a more joined up approach at incidents.

We need people who can work across organisational boundaries (JESIP) to serve the public. That requires emotional intelligence, wider knowledge of other agencies and good influencing/assertion skills.

Our staff need the skills to influence behaviour change and work effectively with key road safety professionals to maximise the impact we can make

**Specialist Rescues**

Everything from cliff rescue, mud, animals, people in wells, trapped in various ways - there are a myriad of situations that require our assistance. With the increasing health issue of obesity we also carry more bariatric rescues.

In workforce planning there is a balancing act between skilling the majority to be able to respond to different incidents and creation of specialisms. Costs, including training, is one of the determinants in that debate. It is dependent on local need to an extent but we seek to ensure as many as possible have multiple skills so we can flex our response. A further determinant is the split between the capacity and capabilities of whole time and retained/part time firefighters and officers.

Health and safety issues remain at the heart of response and it is important not to lose sight of the basic manual handling skills which prevent muscular-skeletal problems.

There is also an impact on Control staff as we expand our role and we need to focus on training and the nature of how we take calls so there is a clear focus on
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<th>National terrorist threat and increased emphasis on national resilience given the level of threat – introduction of MTFA and mechanisms for national resilience. Everyone is now working to JESIP principles but we need to maintain focus on this.</th>
<th>The emphasis again is on multi-skilled, adaptable people. The ability to own personal learning and development and a capacity to keep learning new skills. Keeping JESIP training in our plan and using every opportunity to rehearse working together for national resilience and major incidents. We should seek to deeply embed JESIP principles. Effective training is vital as is a good relationship with people who are volunteering to respond to MTFA – dialogue and responsive support are key. Agreeing the right reward for this role is pending nationally.</th>
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<td>Duty to collaborate with emergency and other services. Local Resilience Forums have been in place for some time and are becoming more effective. In some areas we are also seeing joint Resilience Teams being formed to pull together governance and support for major incidents and training.</td>
<td>In developing the FRS's broader role, leaders are faced with increasingly complex problems. The process of successfully addressing such problems requires the bringing together of different, diverse perspectives. Within this context it will be important for FRS's to increase the diversity of people in leadership roles. Joint training with Police/Ambulance for leadership roles in the future would be helpful. The traditional command and control ability can be needed in certain situations such as the fire ground but we now need to recruit and train people at all levels to</td>
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use different styles and skills so they can work in partnership and can collaborate, they can run multi-professional teams and projects, can negotiate and “do deals”. They will recognise that culture is the determinant of success and have the people skills to facilitate change and manage people effectively.

More teams are becoming multi-agency in structure. We need people who can work effectively in multi-professional teams using JESIP principles and have the personal skills to negotiate and influence.

We are seeing a merging of job roles where firefighters also carry out wider tasks including co-responding.

Control staff may increasingly be working in joint control rooms with police or fire and that requires new skills to work in a different environment.

Increased partnership with Health with a focus on helping people stay safely in their homes and reduction of admissions into A&E.

Working with partners to provide targeted work on Falls prevention, frailty identification, Safeguarding, safe and well

There is a need to attract people who want to work in a wider role with a recognition of need for flexibility.

Marketing that there is wider role and an interesting career in Fire is important. Career planning is also a consideration – it’s not just about skilling people to take promotion but also discussing issues such as how long people want to work on the frontline? The increasing recognition that firefighting is a profession and
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<th>visits, winter warmth advice etc.</th>
<th>career planning is not just about promotion but continuous learning. Many community safety and technical fire safety teams now seek Green Book staff to work with vulnerable people and this allows attraction of people who have previous experience and expertise in social care and good people skills. We need diversity in our skill sets and in our thinking to ensure we can meet the demands of our customers and understand vulnerability. Education about issues such as dementia, impact of poverty, drink and drugs and mental health are necessary as is a focus internally on the importance of respect for equity, fairness and respect for difference. What we want in response to our customers externally has to be the mirror of how we are treated internally and an ability to respond to different communities and their particular risk characteristics.</th>
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<td>Joint working with Police on activity ranging from counter terrorism, civil defence, anti-social behaviour, looking for missing people (often people with Dementia), RTC prevention, crime prevention etc.</td>
<td>Attracting scarce specialist support staff is vital to supporting people at the frontline who will be changing their focus. Making the fire and rescue service attractive to work for Green Book who will have the professional skills to develop training, well-being support, develop lean systems and partner managers in managing delivery. Cross agency training and education is going to be vital.</td>
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We need to be able to create joint technological solutions so we can integrate data and work together on projects in our communities. Ability to use data and have good IT skills is now vital. In our support functions we need to be able to attract highly IT literate people and specialist IT staff.

Working with Local authorities and Districts/parish councils to build resilient communities, community safety partnerships, and targeted task forces dealing with people who have multiple issues. Recognition that efficiency is key and creating projects and actions which deliver and are cost effective. Learning project management skills at every level is becoming important and also a focus in communication about budget so people are to understand and accept limits to activity but also work out ways to tackle joint problems.

We are working in schools through our education programmes to help change human behaviour for the long term. Being able to uses data, systems and processes in an efficient and effective way is also important as we do more complex work.

Flooding activity has increased and more forecasted through environmental factors – increased emphasis on helping communities build resilience and working together through Resilience Forums. IT skills are a must for the future.

Working across boundaries (multi-agency and organisational) requires communication skills and leadership ability at all levels. Specialist training is required and needs to be maintained.
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<th>International response has increased through USAR and ISAR and their specialist skills are also used in complex rescues in the UK.</th>
<th>The ability to put significant resource into the operational field at very short notice is notable – however the ability to continue to resource this over an extended period requires flexibility, commitment and pre-planning.</th>
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<tr>
<td>Community safety activity is more targeted now on Vulnerable groups – dementia, mental health, joined up crime and fire prevention deprivation. Stronger links with Community Safety partnerships have been forged and we are seeing in some areas the growth of joint community safety teams which include Fire. We need to really understand the issues of vulnerability and frailty Increasing use of social marketing</td>
<td>Specialist teams require different training and support. Career succession is important as skills are complex and take time to acquire. However, we should ensure that the opportunity to move into specialist roles is available at recruitment stage. Leadership skills in the team are important.</td>
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<td></td>
<td>We need people who can shift from station to community settings and can be careful about data protection and also have good knowledge about the people they serve and the nature of vulnerability. The ability to work with different people without prejudice and being responsive to need is vital. Working across boundaries, clinical and organisational, will require that people can work effectively in multi-professional teams. We are likely to see more multi-agency neighbourhood projects and that again will require project management skills, ability to influence and focus on customer. We need to plan and manage to ensure the right skills are available to provide the highest quality of care to customers. Well-developed succession plans and clarity on people who are single points of</td>
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<td><strong>Approach and service delivery design with customers.</strong></td>
<td>failure – i.e. scare skills is important – ensuring that we have skills that can take us forward.</td>
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<td>Working with business in a different way through Better Business regulation initiatives and more focus on education and keeping business in business</td>
<td>We need people who can offer credible advice and work in partnership with business. Attracting Green book staff is increasingly the norm with a mix of specialist fire safety engineers who are highly knowledgeable. They need to be able to work across boundaries with other enforcers and offer better business regulation. Skills to work in a range of settings and recognise the needs of small and big business with a respect for equality and difference and good underpinning knowledge of different needs. Helping business will increasingly mean use of technology and guided websites so we need to attract those skills or have the client side ability to commission this work and then share with others.</td>
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<tr>
<td>Working with Ambulance services to provide a Red One response and co-responding, campaigning on public access de-fib and support at emergencies</td>
<td>Presently subject to national negotiation, however… Our attraction image and information needs to change so people recognise it is a worthwhile career choice and also to highlight to those who join to “put out fires”</td>
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that the job is very different now.

DBS (disclosure and barring) checks for all firefighters needs to become the norm.

Health considerations such as Hepatitis B and impact on well-being of seeing and experiencing more trauma – support mechanisms are needed.

Effective on-going training is required and a focus on joint training.

Support staff will be working in different ways with colleagues from other agencies whether through merger or more joint collaboration. There are different models including outsourcing, shared service or emergent models of joint teams with pooled expertise.

Existing, different governance arrangements, as well as new emerging structures will see staff working in different ways.

Transferable skill development is a key issue. People will need to be able to transfer or apply for new jobs or jobs that are significantly changing and that means ensuring that training is available to continuously learn.

Professional qualification and continuous professional development is also vital and our support staff will need access to maintain their knowledge and trade skills to ensure we are getting best practice techniques but also individuals are protecting their career.
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<tr>
<th>Changes in processes and systems such as procurement, transparency, project management, budget management and IT impact on the way people need to work. HR processes are also changing and there is an increasing focus on different levels of support from self-service to business partner approaches. New innovation is being developed and introduced in firefighting and rescue equipment and techniques.</th>
<th>Engaging people in process reviews is vital and that means building a culture where people understand engagement and learn new skills. There is also an impact in ensuring all staff understand new processes and are compliant. People need help to be able to change and supporting new skills and ways of working.</th>
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<tr>
<td>Impact of Brexit</td>
<td>Something of an unknown but we recognise that employment law may change and working practices. Currently exploring the impact of an EU ruling relating to time spent on call being considered as “working time”.</td>
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<td>Increasing expectation of local communities, in all their forms, to be engaged and involved in decisions that impact on services provided to them</td>
<td>People will need to appreciate and be able to operate as local community leaders, in their operational capacity, alongside their political leadership. Able to influence, communicate and engage with people from diverse backgrounds in a manner that inspires confidence and trust.</td>
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## Responding to the changing service delivery model

<table>
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<tr>
<th>Key priority area</th>
<th>What do we want to achieve</th>
<th>How will we do this</th>
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<tr>
<td>Strengthen leadership and line management</td>
<td>Develop the right leaders at all levels who can work across boundaries, who can take people with them to a shared goal and who take responsibility for their own personal development</td>
<td>Utilisation of NCC leadership development tools (e.g. senior manager assessment centres and leadership and management apprenticeships). Continue to set a basic educational standard for Firefighter entry in recognition that we are recruiting leaders of the future and in recognition of a requirement for base level English, maths and IT skills. Use the ADC in a bespoke way to ensure that promotion is based on the right attributes. Complete the development programmes for all levels to AM Explore shared mentoring with other services Build people skills development into training programmes or through the apprenticeship framework Explore apprenticeships where there are nationally accredited frameworks Balance by necessity the need for command control leadership in the operational environment with empowering coaching leadership</td>
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<td>Maximise the</td>
<td>Ensure that the service</td>
<td>Undertake a self-assessment process to benchmark current position and</td>
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<td>Wellbeing of our people</td>
<td>Demonstrates that it cares about the wellbeing of its people through modelling appropriate behaviours and recognising the factors that contribute to poor mental health. Work to reduce musculo-skeletal problems</td>
<td>Develop an action plan Embed a holistic approach to supervision based on performance, wellbeing and development ensuring managers know what tools are available to assist and how to access these Ensure support mechanisms and occupational health are well established to support wellbeing Establishment of TRIM</td>
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<tr>
<td>Develop cultural values and behaviours which make NFRS a great place to work</td>
<td>Promote a culture of openness, honesty, respect, learning and constructive challenge where people genuinely feel they have a voice</td>
<td>Establish organisational values and ensure these are communicated and demonstrated through behaviours Support people through change Effective communication Effective industrial relations Zero tolerance of poor behaviours and bullying Ensure we learn from failure rather than blame.</td>
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<tr>
<td>Provide excellent training and education to ensure continuous</td>
<td>Develop professional skills and multi agency working</td>
<td>Embed the fire professional framework and NOG guidance Ensure we continue to meet our number one risk of firefighter safety through training and operational excellence Ensure development programmes and effective maintenance of competence</td>
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**Way of working that respond to service model needs**

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<tr>
<th>Improvement of services to the public</th>
<th>Frameworks are in place</th>
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<tr>
<td>Create a more flexible and adaptive workforce and align firefighter availability to planned workload whilst providing response cover aligned to the service delivery model. Be clear about the type of workforce we need – green v. Grey book, multiskilled or specialist and recognise training needs and succession planning.</td>
<td>Embed community safety work into all operational roles Utilise staff on modified duties for prevention work Review rostering and duty systems where appropriate to drive flexibility Review mobilisation to increase the use of RDS staff Review non-operational Grey Book roles to see if these would be better as Green Book roles Be cognisant of working time regulations with increased flexibility Create a workforce that would be ready for any potential governance change.</td>
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**Improve our ability to provide good service by attracting**

| There is a need for visible senior ownership and leadership - to lead by | CFO to be lead officer but leadership demonstrated by all throughout the organisation. |
and developing a diverse workforce and creating a fair and equal place to work. Example and to ensure that local strategies and initiatives become reality on the ground, thereby embedding inclusion as the norm. This should be at chief officer level. Within a fire authority a specific member of the authority should hold the portfolio.

Fire and Rescue Services should promote a culture where challenge is accepted and welcomed as a positive contribution. This should be in both directions.

Fire and Rescue Services should develop an internal communications strategy to

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<td>The service will continue to run positive action campaigns and these will become the “norm”. We believe that this is more effective than a</td>
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explain the difference between positive action and positive discrimination in order to counteract the view of some that an individual has only been employed/promoted because they are female/BME/LGBT. This would be supportive to such individuals and also be helpful in terms of encouraging progression.

Fire and Rescue Services should encourage interest in promotion in general and through talent spotting by including leadership training, opportunities for development such as job swaps, taster communications strategy.

NFRS has many acting up / temporary promotion opportunities but is looking to enhance its management and leadership development offer so it builds a cadre of managers “ready for promotion”.

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<th>weeks and acting-</th>
<th>up/temporary promotion (so that an individual can experience the different role). This should be underpinned by a fair and transparent policy which sets out clearly the criteria by which such opportunities will be offered.</th>
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<td>Where Fire and Rescue Services do not already conduct exit interviews they should now do so. The outcomes from such interviews should be recorded and monitored to ensure early identification of any themes which can then be resolved for the future.</td>
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<td>We will review the outcomes of a leaver survey to better inform our approach to retained recruitment and retention.</td>
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## Action plan 2018/19

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<th>Key priority area</th>
<th>Action</th>
<th>Measure</th>
<th>Lead</th>
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| Strengthen leadership and line management     | New and aspiring managers complete the level 5 or 6 management and leadership apprenticeships and explore management and leadership bitesize training for RDS  
  Ensure the ADC or any related promotion tool delivers candidates with the right leadership attributes. Procure a partner provider to deliver this or look at in house options or opportunities for partnership with other FRSs  
  Development programmes for all roles up to and including AM in place and incorporate key people management skills | Improvement in leadership and management skills as evidenced through employee engagement and wellbeing surveys  
  ADC candidates promoted into leadership roles and skills evidenced through employee engagement and wellbeing surveys  
  Formal competency assessment process in place | HRBP T&D GM  
  HRBP T&D GM  
  T&D GM          |
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<th>Maximise the wellbeing of our people</th>
<th>Recruit WT firefighters against the National Apprenticeship standard where possible</th>
<th>No of apprentice firefighters recruited</th>
<th>HRBP T&amp;D GM</th>
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<td>Undertake a self-assessment process to benchmark current position and develop an action plan and undertake a wellbeing survey</td>
<td>Survey shows improvement since the last survey</td>
<td>Employee engagement and wellbeing improves as evidenced by survey data</td>
<td>HRBP T&amp;D GM AM SS</td>
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<td>Embed a holistic approach to supervision based on performance, wellbeing and development ensuring managers know what tools are available to assist and how to access these</td>
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<td>Reduced incidence of bullying and harassment cases.</td>
<td>HRBP T&amp;D GM E&amp;D Officer</td>
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<td>Undertake unconscious bias and behaviour training to tackle bullying and harassment</td>
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| Develop cultural values and behaviours which make NFRS a great place to work | Establish organisational values (NCC are developing) and ensure these are communicated and demonstrated through behaviours | Engagement survey results. Reduced incidence of grievance and bullying and harassment cases. | SMT AM SS / |
from survey.

Embed zero tolerance of poor behaviours and bullying

Ensure we learn from failure rather than blame.

| Provide excellent training and education to ensure continuous improvement of services to the public | Embed the fire professional framework and NOG guidance
Ensure we continue to meet our number one risk of firefighter safety through training and operational excellence
Ensure development programmes and effective maintenance of competence frameworks are in place | Training rated good or very good
Continued re-certification by Edexcel
Indicator 13 core skills training | HRBP, SMT

| Ways of working that respond to service model needs | Embed community safety work into all operational roles
Utilise staff on modified duties for prevention work
Review rostering and duty systems where appropriate to drive flexibility
Review non-operational Grey Book roles to see if | Appropriate service structure 2018/19 | SMT

Head of Service Delivery

Norfolk County Council
| Improve our ability to provide good service by attracting and developing a diverse workforce and creating a fair and equal place to work | Reduce barriers to firefighter recruitment and ensure that people have an equal opportunity to apply competitively for posts. We will do this through positive action campaigns and signposting prospective candidates to how they can get themselves “applicant ready” to apply for opportunities. Advertise all Firefighter vacancies externally and, in accordance with the national Framework, all posts AM and above. Consider advertising other posts externally to improve diversity and introduce fresh thinking, balancing this with ensuring development opportunities for existing staff | Increase in the proportion of applicants from women and minority groups and in the number from those groups appointed. | HRBP / E&D Officer |
Free from discrimination, harassment and bullying by rolling out unconscious bias training. Improved monitoring indicates positive results.