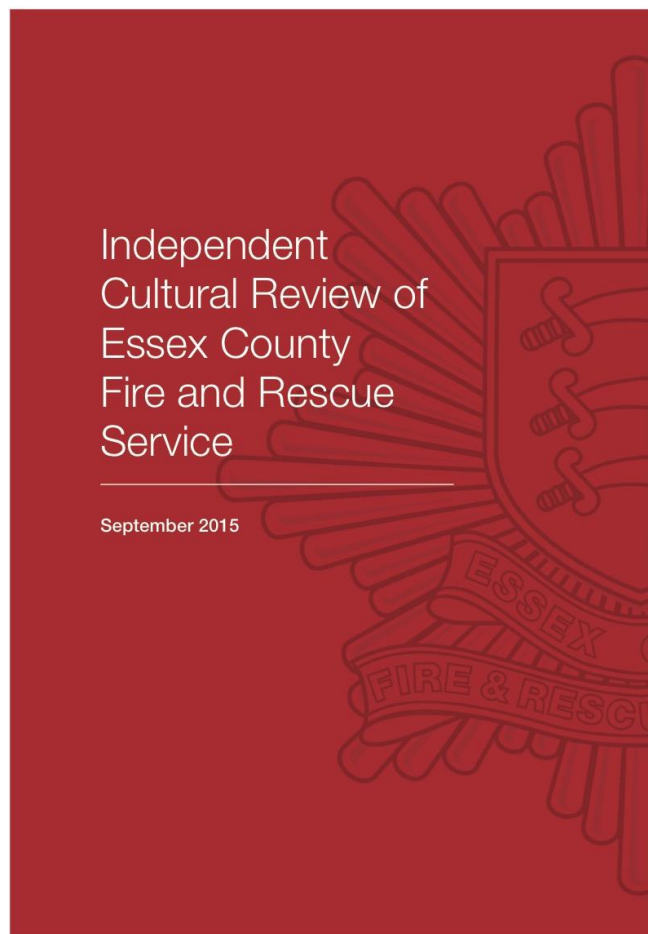

EXIT REVIEW

INDEPENDENT CULTURE REPORT – 2015



SIR KEN KNIGHT

SEPTEMBER 2017

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1. INTRODUCTION

- 1.1 This report should be read in conjunction with the Final Report of the Expert Advisory Panel (EAP) and the final commentary of the Chief Fire Officer, both of which are presented with this paper to this final meeting of Essex Fire Authority, and accompany this appendix.
- 1.2 Taken together, the three reports provide a comprehensive consideration of the culture change activity that has taken place in Essex County Fire and Rescue Service (Essex FRS) since the Lucas Report in 2015.
- 1.3 The EAP Report, especially, provides a far-reaching evaluation of the broader context and issues, as well as explaining the importance of organisational climate and culture; and, alongside this, it offers an excellent and comprehensive analysis of fire service culture.
- 1.4 The importance of this depth of understanding about the cultural challenge should not be underestimated.
- 1.5 The Police and Crime Commissioner (PCC) is shortly to take over the governance responsibility for the fire service in Essex and, for all there are opportunities presented by this major shift in governance responsibility (the first of its kind in the UK), there are also several risks identified in the Business Case submission.
- 1.6 These include risks around failing to appreciate the differences between Police Culture and Fire Service Culture and the potential impact, either of stalling the fire change programme, or trying to wedge fire culture into police culture during a transition period. Put simply, there is an opportunity for the governance change to assist the cultural change task, however there is also a risk of aggravating the issues. It would be disappointing if the benefits of governance change become a perceived stalling of the cultural change journey that Essex Fire Authority have embarked on.
- 1.7 This matter is returned to, for wider consideration, later in my report.

2. BACKGROUND

- 2.1 The objective of this Exit Review is to support the efforts of the EAP, appointed following the outcome of the 2015 Independent Cultural Review by Irene Lucas CBE - referred to as the Lucas Report.
- 2.2 This Review has sought to consider the views of stakeholders and relevant interested parties and appraise the extent to which Essex Fire Authority and Essex FRS have delivered against the report and its corresponding recommendations.

- 2.3 Additionally, I have sought to build on my previous mid-term review - one year ago - and to reflect on the additional recommendations I made at that time¹.
- 2.4 It should be stressed that this Review does not purport to be another cultural review or a rerun of the Lucas work in any way, nor was it intended to assess the efficacy of the EAP. It has not been the role of the EAP to operationalise any dimension of the Cultural Review, its role is wholly advisory and facilitative. The EAP has been there to provide advice and constructive critical support².
- 2.5 I offer my perspective, at the end of this report, on the value that has been added by the role of the EAP.
- 2.6 The ambition here, accordingly, is to provide some triangulation and assurance that the actions taken by Essex Fire Authority and Essex FRS have been suitable and balanced in seeking to resolve the fundamental issues. At the same time, they have maintained a positive direction of travel, alongside business as usual, in the rapidly evolving situation facing the whole fire and rescue sector. This is in addition to the specific culture change challenge in Essex FRS.

3. **THE LUCAS REPORT**

- 3.1 Whilst the Lucas Report and its contents will be well known to Members of Essex Fire Authority and is extensively discussed elsewhere in the Final Report of the EAP, it is worth summarising the background to that work here, for the sake of completeness and for the benefit of any wider audience reading this report in isolation.
- 3.2 In 2015, Essex Fire Authority requested Irene Lucas CBE to undertake an independent review of organisational culture within Essex FRS. This followed a series of significant events that occurred during 2013 onwards.
- 3.3 The Lucas Report was extremely critical of the culture of Essex FRS and resulted in 35 recommendations which were accepted in full by Essex Fire Authority. This resulted in a programme of change to improve behavioural culture.
- 3.4 The Report's first recommendation related to the necessary apparatus to enable change and resulted in the formation of an **Expert Advisory Panel, 'comprising of senior people, experienced in addressing challenging organisations who will provide strategic advice... on the leadership and change now needed'**.

¹ Full report to Essex Fire Authority: [Sir Ken Knight Report to Essex Fire Authority](#)

² A comprehensive governance document was produced as an early activity of the EAP and has been helpful in establishing clear roles, responsibilities and boundaries.

- 3.5 A Chair for the Panel, Steve McGuirk CBE QFSM, and an organisational development expert, Natasha Edmunds, were recommended and subsequently appointed. Their role was to provide support and guidance to Members and Principal Officers. The initial Panel membership was supplemented with two other members; Prof. Linda Dickens, an acknowledged expert in the field of industrial relations and the independent Chair of the National Joint Council, together with Jim Barbour, a former, senior trade union official and member of the Northern Ireland Fire Board. In addition to these core members, Jim Owen, a former Deputy Chief Fire Officer, was appointed to support the work of the Panel, and a small secretariat established for the first year of the programme.
- 3.6 The Lucas Report recommended that the duration of the role of the Panel should be two years due to the significant cultural change that was identified.
- 3.7 As the EAP Final Report identifies, two years was recognised as a point at which the Panel would have completed its task, rather than demonstrating the conclusion of a programme of change.
- 3.8 The Lucas Report additionally recommended a need for some form of independent progress review (at around six months) by way of triangulation and reassurance and I was subsequently invited by Essex Fire Authority to fulfil this assurance dimension.

4. MID-TERM REVIEW 2016

- 4.1 As part of this approach, in July 2016, I was commissioned to undertake a two-day, mid-term, independent review of progress.
- 4.2 My objective for that activity was to provide some confidence, firstly that actions had been taken against the Lucas recommendations and secondly that these were suitable and proportionate; and hopefully that improvements were being made.
- 4.3 In undertaking this work however, I felt it necessary to acknowledge the difficulty associated, not just with the challenge of culture change itself, but also that the change required was being made against a demanding set of longstanding local issues. These comprised the conclusion of the *Operation Neaton* situation, the ongoing investigation into the conduct of the former Chief Fire Officer, the consultation on Programme 2020 (to address further, budgetary issues) and the emerging change of governance proposal to shift responsibility to the Police and Crime Commissioner. It was also necessary to appreciate the implications of a rapidly changing fire and rescue and public sector landscape, by then including a general election and a change of government, as well as several ministerial and other changes that impacted on the sector.
- 4.4 This wider difficulty and the multiple factors associated are not always appreciated by every stakeholder involved in circumstances like those in Essex

FRS who, understandably, can be inclined to look at the world through their own specific and maybe narrow lens.

- 4.5 It is highly relevant to being realistic about the ability of Essex Fire Authority and Essex FRS to bring about strategic change, as it is often a failure to take proper account of a wider scenario that produces unrealistic plans, naive approaches and overly optimistic expectations.
- 4.6 During the 2016 visit, I met with a variety of key stakeholders and discussed relevant and fundamental issues, assessing whether the organisation was on track to deliver against the action plan in a timely and effective manner.
- 4.7 I consider that this was meaningful dialogue and it enabled me to get a good appreciation of progress. It also enabled me to support EAP colleagues who had identified further areas of work in addition to the Lucas Report.
- 4.8 In consequence, my review resulted in an additional 19 recommendations and I made these to Essex Fire Authority in September 2016¹.
- 4.9 The outcome of my 2016 work correspondingly resulted in the EAP taking a small, step back and applying a lighter touch to their role than had hitherto been the case.
- 4.10 The purpose here was to enable Essex FRS to make progress in a realistic timescale, but without overly burdensome and detailed examination/scrutiny by well-intentioned advisers. I should stress that the need for this was identified by the EAP itself and linked to their facilitation role, and so was something that I was pleased to support.
- 4.11 Consequently, both the Chair of the EAP and I presented the findings of the mid-term review to a meeting of the full Essex Fire Authority. Questions by Members at the meeting were conducted in an open and transparent manner, incorporating a live webcast to the whole organisation and a wider public audience³.

5. EXIT REVIEW 2017

- 5.1 Following this mid-term assessment and prior to reaching the 24 month milestone set by the originating work, I was again commissioned to undertake a final, independent exit review.
- 5.2 The purpose on this occasion was to evaluate whether change had been sufficiently embedded to the extent that the EAP's support, as well as their critical friend and monitoring role, was no longer required.

¹ Full report to Essex Fire Authority: [Sir Ken Knight's Report to Essex Fire Authority](#)

³ The webcast is available online: [Sir Ken Knight Mid-term Review](#)

- 5.3 It is important to underline that my review is not to suggest a programme of change is complete or that all the problems had been solved, more that the situation had been normalised, relative to other fire and rescue services.

6. EXIT REVIEW TERMS OF REFERENCE

- 6.1 The following terms of reference for the Exit Review were therefore agreed by Essex Fire Authority on 12 April 2017:
- ***To undertake an exit review to assess the progress made by key stakeholders against the recommendations contained in the Lucas Report;***
 - ***To provide assurance that the actions taken by key stakeholders against the Lucas Review recommendations are suitable and proportionate;***
 - ***To provide assurance that due and proper consideration is being given to the fundamental issues by key stakeholders;***
 - ***To provide assurance that the organisation has delivered against the recommendations in a timely manner;***
 - ***To identify areas where further work may be required and make recommendations as appropriate;***
 - ***To communicate the findings of the review to the Fire Authority.***

7. EXIT REVIEW APPROACH AND INFORMATION GATHERED

- 7.1 Prior to my visit, I was provided with the draft final report of the Chair of the EAP, which included the EAP Self Reflection from the Mid-Term Review as an appendix. The intention was to provide an understanding of the view of the EAP in relation to the progress made and measured⁴ against the benchmark of the situation a year earlier.
- 7.2 Before undertaking the fieldwork, I was also able to consider a range of key documents - a literature review - and these papers have been compiled into a single compendium of information. The compendium has been maintained throughout the work for audit purposes (the full content list is included at Appendix B) and provides a useful reference point.

⁴ 'Measured' is qualified by the reality that the measurement has, of necessity, been qualitative and based upon experience, impression and dialogue, rather than deploying organisational development tools such as staff surveys however staff surveys and focus groups have already been used extensively by Essex FRS and the EAP.

- 7.3 My visit to Essex FRS took place on 3 and 4 August 2017⁵, where I met with a range of key stakeholders. This has helped me to consider different opinions and perspectives and discuss the organisational progress against the Lucas Report as well as consider this against my previous reflection (details of these discussions are noted in Appendix A).
- 7.4 It will be noted from the programme that, although I had a limited amount of time, I did engage with a cross section of the Essex stakeholder community encompassing:
- ***Police and Crime Commissioner***
 - ***Principal Management***
 - ***Service Leadership Team***
 - ***Fire Authority Members***
 - ***Representative Bodies – FBU, RFU, FOA, UNISON***
- 7.5 I acknowledge that my time was spent at Service Headquarters and focused exclusively on meeting Members, Principal Managers and Representative Bodies, rather than visiting stations and/or meeting large groups of personnel. I make no apologies for this and I accept the potential criticism of a narrowness of point of view and incomplete feedback. As I have been clear already, my role in this respect has not been to rerun the Lucas Review, to check on the EAP or to fulfil any of the functions associated with the responsibilities either of Essex Fire Authority or the Management of the Service, nor am I an inspector and, I have been determined to ensure there is no confusion or ambiguity.
- 7.6 What I believe I have been able to acquire is a good insight and understanding around important issues that require a combined approach and a shared endeavour to continue the progress with Essex FRS.

8. LEADERSHIP AND THE LEVERS FOR CHANGE

- 8.1 Essex Fire Authority should be credited for its political leadership in having initiated the Lucas Report with its very challenging findings, it unanimously accepted the recommendations and took decisive action in setting up the EAP and agreeing the action plan.
- 8.2 There have been other examples of fire authorities being subject to inspection and externally imposed Improvement Boards, however Essex Fire Authority's initiative was very different and demonstrates a model worthy of consideration in the future by other Fire and Rescue Authorities.
- 8.3 The recognition of the need for cultural change was vital. However, the programme was also required to reflect the challenges of the external

⁵ I did arrange to meet the PCC separately due to necessary changes to the timetable.

environment of a clear transformational agenda, set for all fire and rescue services by a new Government Department, together with ongoing budgetary pressures.

- 8.4 This state of significant change promoted the political and professional leadership to pursue a strategic, medium term, Option for Change to address these real world financial issues. It is noticeable, in this context, that the whole change agenda was taken up and advanced in a greater spirit of workforce co-operation and consideration than appears to have been the case for many years in Essex FRS.
- 8.5 There have been mixed views expressed to me about the importance of the Dispute Resolution Agreement that followed the decision of Essex Fire Authority around the Options for Change, which brought the long running dispute highlighted in the Lucas Report, to an end.
- 8.6 I recognise that some stakeholders see compromise where others see capitulation in such difficult dispute resolution. However, it has been important to develop a better industrial relations framework, as there has been a very significant, and negative impact on culture, brought about by the constant state of dispute/industrial action.
- 8.7 The dispute/industrial action issue also lies at the heart of some (though not all) of the bullying and harassment cultural behaviours described in the Lucas Report. This is explained more fully in the EAP Final Report.
- 8.8 Having read the Dispute Agreement and met all parties, I believe how the agreement is taken forward to meet the underlying objectives, is as important as the detail.
- 8.9 There is now the potential for many of the longstanding issues that have aggravated the situation in Essex FRS to be resolved. The opportunity for success and delivering these long outstanding changes are good, but it is not guaranteed.
- 8.10 It is vital that the changes are driven forward and the Dispute Resolution Agreement honoured, in spirit as much as in the letter, and not cherry picked by any party.
- 8.11 This will now be a significant issue for the Police and Crime Commissioner to consider as part of the transition planning to the new governance arrangements.
- 8.12 In terms of professional leadership, like EAP colleagues, I have found the length of time taken to resolve the situation of the former Chief Fire Officer – described as urgent two years ago – to be a source of frustration and concern. It is an important organisational milestone that the matter has been concluded, and I

would endorse the EAP recommendation that the lessons learned are shared with the Home Office.

- 8.13 I also share the view that it has been important for Essex Fire Authority to have demonstrated due diligence and to ensure those at the top of an organisation are held to account in a fair and equitable manner, in the same way as everyone else.
- 8.14 I have observed at first hand the conduct and constructive approach to positive change by the recently appointed Chief Fire Officer, and I have received positive feedback from several key stakeholders.
- 8.15 Most telling, in this respect, was my meeting with the family of a firefighter who had taken his own life (in part due to reported bullying and harassment in the workplace). In their conversation with me they described a transformational change in attitude and transparency which, given the emotional sensitivity involved, is extremely encouraging and laudable. It is a case study worthy of sharing more widely in fire and rescue services.
- 8.16 The Management Review undertaken by the EAP that enabled and supported the Acting Chief Fire Officer to bring about significant changes to the Service Leadership Team is further evidence of positive change. As well as the new Directors, this has opened the management of Essex FRS to a more diverse group of people and I have been impressed by their determination in continuing to make change.
- 8.17 I was disappointed to encounter some stakeholders that did not fully acknowledge the diversity of senior managers as important or that they didn't relate to non-operational Directors as Principal Officers.
- 8.18 This is a matter that the Police and Crime Commissioner should be made aware of, in order to maintain the experience of mixed professional leaders. In doing so, it is important that all the managerial leaders remain influential and visible throughout the organisation.
- 8.19 The EAP Final Report covers the issues of equality and diversity very well, and I do not propose to duplicate that commentary here. However, I would strongly endorse the recommendation to advance the equality and diversity agenda at pace. Fairness and transparency is central to culture change in an organisation that embraces equality and diversity at its heart.

9. POLICE AND CRIME COMMISSIONER

- 9.1 I would wish to comment on the opportunity and risk associated with the transfer of governance to the PCC.

- 9.2 I have considered the Business Case and spoken to the PCC directly, and I have been impressed with the desire to make a success of the change and to enhance public safety for the Essex community.
- 9.3 The PCC will take responsibility for Essex FRS as it emerges from a low ebb of a longstanding poor industrial relations landscape and the evidence of culture issues that are entirely unacceptable and demonstrated by the Lucas Report.
- 9.4 However, the current Essex Fire Authority has shown clear political leadership in taking the steps it has and, in doing so, set out a positive way forward as it transfers its responsibility.
- 9.5 As the EAP report demonstrates, whilst much has been achieved, Essex FRS is only at the start of its journey of recovery to embed an acceptable organisational culture for the future. It would therefore be remiss of me not to register concerns expressed about the risks associated with the change, as much as the opportunities it presents.
- 9.6 The Business Case, for example, recognises the benefits of collaboration and sharing resources through a single political lead, with a democratic mandate, for both Police and Fire and Rescue Services. However, there is a risk of seeing the two blue light services as being more alike than they are. In reality, there are significant differences that are worth considering, as they will undoubtedly affect the ability to continue progress with the necessary culture change.
- 9.7 As an example, currently, the legal responsibilities and operational duties for the Police Service remain the domain of the Chief Constable and the role of the PCC is focused on strategy, community safety and public accountability/scrutiny. Whilst the transfer of fire responsibilities may look similar, it is very distinctive.
- 9.8 In the case of Essex FRS, it is Essex Fire Authority – shortly to rest with the PCC – that is the body corporate. In other words, the Chief Fire Officer (which is not a statutory position) is not ascribed clear, legal responsibility, rather that he/she is delegated to fulfil operational roles and other responsibilities. The duties of providing for a holistic strategy to address the prevention, protection and response roles of Essex FRS, therefore, remain with Essex Fire Authority/PCC.
- 9.9 This is not purely a theoretical distinction, as the fire at Grenfell Tower illustrates. There is a significant obligation for the regulation and enforcement of the built environment, together with emergency response, and this can bring attendant complexity, the results of which become apparent when tragedies occur.
- 9.10 In addition, there is a very different historic governance context for the fire and rescue sector, which is borne out of local governance and from where

organisational cultures derive. There are now seven governance models of fire and rescue authorities in England, the majority of which are aligned to local government.

- 9.11 There are also very different terms and conditions arrangements involving a National Joint Council (a Whitley Body) as opposed to a national pay review body, and a significantly different industrial relations context. It is unlawful for police officers, for example, to take industrial action, where there has been a very significant industrial action dimension to the fire sector, as the EAP Report identifies. It therefore follows that industrial relations is a greater significant aspect of the fire landscape than it is for the police.
- 9.12 This is not intended to be a comprehensive or exhaustive commentary; it is to illustrate a point. Further, I consider that none of these issues need provide a barrier and the governance change brings with it as much opportunity as it does risk. The importance here is in highlighting the importance of recognising the differences between the services, as much as similarities, and to stress the need to view fire issues on an equal footing to police issues.
- 9.13 In this context, it is important to ensure the right level and seniority of management capability and capacity to support the period of transition and maintain the behavioural cultural change that has been embarked upon by a highly motivated, and refreshed, service leadership team. Put simply, it is important that the succession planning arrangements being developed should take account of this risk and recognition taken of the journey so far - and yet to be travelled - to embed the required cultural norms.
- 9.14 In this regard, it is encouraging to see the recent formation of a joint Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). I am confident that HMICFRS will already be aware of the issues that emerged from the Lucas Report. I hope that the Inspectorate can now take a keen interest in supporting the momentum for change that has been started in Essex FRS, together with the organisational governance change to the PCC. The EAP Report makes recommendations in support of this.

10. ACKNOWLEDGEMENTS AND ROLE OF EAP

- 10.1 I would like to express my appreciation to Essex Fire Authority for the opportunity to assist in progressing this important work.
- 10.2 I deem that there are important lessons learned from the work in Essex FRS that are applicable to many other fire and rescue services.
- 10.3 As indicated, I would therefore support the recommendations to share the work and the EAP Report more widely including with the Home Office, HMICFRS,

NFCC and the LGA⁶. The EAP Report touches upon recent announcements around the Inspection of Avon Fire and Rescue, as well as the Thematic Review around Culture and Diversity being proposed by the new Fire Inspectorate, and I think the work done here has much to offer the sector, thus, and as part of that change.

- 10.4 I acknowledge that much work remains to be done in Essex FRS, it is only at the stage of foundations having been built and the EAP Report does not seek to paint a roseate picture in this regard. I agree with that position.
- 10.5 I would also be remiss if I failed to comment here on the wider role of the EAP.
- 10.6 The model of an EAP, as deployed in Essex FRS, had not been utilised before in the fire and rescue sector and had only been used in limited circumstances in wider local government.
- 10.7 Initially, relationships were understandably tense, and the role of EAP was confusing to many stakeholders. The discussion document assembled was excellent and helped reduce ambiguity to a degree, but there was also a need for excellent interpersonal relationship management, as well as professional relationship building, as there were tough issues to be addressed and taken forward. It was necessary for the EAP to apply pressure, scrutinise and challenge the seriousness of the intent of the organisation to make change, and they fulfilled that role well.
- 10.8 In consequence of the need to strike a chord somewhere between scrutiny and support, the perspective of different stakeholders towards the role and the efficacy of the EAP has been - and remains - mixed.
- 10.9 There are some stakeholders who acknowledge the personal credibility of the expert advisers and consider their contribution helpful, so in that respect, they do not hold a negative view. By the same token, they had hoped that the EAP would bring about more extensive and faster change than they currently observe or feel, given the strength of the language in the Lucas Report. In that sense, they retain a degree of disappointment.
- 10.10 Whilst this is an entirely legitimate point of view, and should be acknowledged in the spirit of openness, it is a minority perspective. The clear majority of the feedback I have received about the EAP has been overwhelmingly positive.
- 10.11 Most stakeholders agree that little would have changed had the EAP not been involved, pushed where required and supported where necessary. It also added breadth and expertise to a stretched management team. The positive impact the EAP has been able to achieve is impressive, given the tension and difficulty

⁶ Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services, National Fire Chiefs Council and the Local Government Association.

in the immediate aftermath of the publication of the Lucas Report, and the complexity of the background and context of the issues that have also needed to be addressed.

10.12 Although I have acknowledged considerable work remains to be done, I welcome and commend the excellent contribution, and the enormously important role played by the EAP collectively, but also the expertise of individual members of the team.

10.13 I can only concur with the view expressed that little would have happened without the EAP, and any initiatives commenced would likely have quickly run out of steam.

10.14 In the EAP Chair's Report, he comments on the costs of the EAP and openly questions the issue of value for money. In my assessment, Essex Fire Authority has had extremely good value from the work of the EAP.

10.15 In the introduction to this report, I outlined my purpose being to evaluate whether the time had come to stand down the EAP.

10.16 My view is that the change of governance in October and the associated transition arrangements, alongside the assessment of a more normalised organisation, represent a milestone.

10.17 The EAP Report summarises the view well and is worth restating:

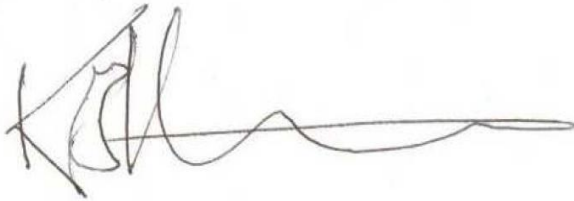
- ***Members of the EAP have never tried to suggest that, at the end of their period associated with Essex there would be industrial harmony, or that all the sensitive issues that have bedevilled Essex (and others) for many years would be resolved.***
- ***Quite the opposite and there is little doubt, as we have conceded all along, that some people will have negative feelings that change isn't happening quick enough – or at all. So, an optimistic view will not be universally shared or likely to be unanimously endorsed.***
- ***On the other hand, it also feels to many people that the manner of the way in which difficult issues can now be dealt with in Essex, is much more like any other fire and rescue service, rather than being different or extreme. The future may still involve industrial action and/or dispute, as this is the reality of the world we live in. The difference is that our hope would be that now, in Essex, this more antagonistic approach would be a last resort, instead of a first step.***

11. **CONCLUSIONS**

- 11.1 As mentioned in the introduction above, this document should be read in conjunction with the EAP Chair's Final Report and the overview of the Chief Fire Officer. I do not propose to repeat the commentary in either of those documents here.
- 11.2 I consider that the Final Report of the EAP, and to a large degree the report of the Chief Fire Officer, both provide extensive commentary on the activity that has occurred in Essex FRS to develop culture change over the last two years. Although each document provides a slightly different perspective, when considered together they provide a wide-ranging and far-reaching picture and overview.
- 11.3 I would stress that I consider the analysis and commentary offered in the EAP Final Report around Organisational Climate, Organisational Culture and Fire Service Culture is particularly useful in providing vital context for the new leadership of the PCC. It is imperative that this is given serious consideration, not just through the transition process, but also during the many years that will follow under the new governance arrangements.
- 11.4 Instead of duplication, I have restricted my comments here to a consideration of the feedback I received and my interaction with key stakeholders during my time in Essex FRS, as well as my review of the documentation and reports referred to.
- 11.5 It is apparent that this has been an enormously complex situation unfolding over several years. While there were several catalysts for the Lucas Report, the circumstances encountered did not occur overnight. The events that initiated the review were more the symptoms of a deeper problem than they were the cause.
- 11.6 As the Adrian Thomas Review⁷ identifies, there is a culture issue across the whole fire and rescue sector, as well as in Essex FRS, that has similarly unfolded over many years. However, the issues have been patently worse and have come to a head in Essex FRS for several reasons. These reasons must include the situation around the professional leadership of the organisation over the last few years, exacerbated by the troubled and turbulent character of the industrial relations setting in Essex FRS.
- 11.7 My conclusion is that now is the right time for the EAP to withdraw from their official role in Essex FRS.

⁷ [Independent review of conditions of service for fire and rescue staff in England. February 2015. Adrian Thomas](#)

- 11.8 Moreover, I would add the caveat and a recommendation, considering the difficult issues touched upon, that the PCC considers the use of any or all the experts to support his transition programme.
- 11.9 I conclude by again thanking Essex Fire Authority and Essex FRS for the privilege and opportunity to contribute and may I wish elected Members, the PCC and members of Essex FRS every success in their future endeavours.

A handwritten signature in dark ink, appearing to be 'Ken Knight', followed by a long, horizontal, wavy line that tapers off to the right.

Sir Ken Knight CBE QFSM DL FIFireE

LIST OF MEETINGS AND ATTENDEES

1 August 2017 - meeting with Roger Hirst - Police and Crime Commissioner

1 August 2017 - meeting with Susannah Hancock - Chief Executive; Office of the Police and Crime Commissioner

3 August 2017 - meeting with Senior Essex County Fire and Rescue Service Officers:

Chief Fire Officer Adam Eckley
Assistant Chief Fire Officer Dave Bill
Director of Transformation Mark Stagg

3 August 2017 - meeting with Essex Fire Authority Vice Chairman - Councillor Ann Holland

3 August 2017 - meeting with Service Leadership Team:

Chief Fire Officer Adam Eckley
Assistant Chief Fire Officer Dave Bill
Director of Transformation Mark Stagg
Finance Director and Treasurer Mike Clayton
Service Solicitor Roy Carter
Head of Corporate Communications Emily Osborne
Head of Information & Communications Technology Jan Swanwick
Assistant Director HR Colette Black
Deputy Finance Director Glenn McGuinness
Assistant Director Operations Matt Furber
Assistant Director Performance & Data Management Tracy King

4 August 2017 - meeting with Essex Fire Authority Chairman - Councillor Anthony Hedley

4 August 2017 - meeting with recognised Staff Representatives:

Alastair Castle, James Collins and Tristan Ashby - Retained Firefighters' Union
Alan Chinn-Shaw and Gary Critch - Fire Brigades' Union
Peter Suarez and Craig Thomson - Fire Officers' Association
Sharon White - Unison

4 August 2017 - meeting with XXX Family (Family of a firefighter who had taken his own life)

LIST OF BACKGROUND DOCUMENTS

1. Essex Fire Authority and Essex County Fire and Rescue Service Change Narrative for consideration by the Sir Ken Knight Progress Review
2. Expert Advisory Panel Self-Reflection for consideration by the Sir Ken Knight Progress Review
3. 11 February 2015: Essex Fire Authority - Essex Fire Authority Cultural Review Report
4. 17 February 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
5. 17 March 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
6. 18 March 2015: Policy and Strategy - Programme 2020 report
7. 18 March 2015: Policy and Strategy - minutes of the meeting
8. 15 April 2015: Essex Fire Authority - Programme 2020 report
9. 15 April 2015: Essex Fire Authority - Employee Engagement Survey update report and presentation
10. Make some Noise (First Employee Engagement Survey) next steps guidance
11. 15 April 2015: Essex Fire Authority - minutes of the meeting
12. 21 April 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
13. 11 May 2015: Members Workshop - Programme 2020 agenda and presentations
14. 19 May 2015: Programme 2020 Board – agenda, related documents and minutes of the meeting
15. 10 June 2015: Essex Fire Authority - Integrated Risk Management Plan consultation document report
16. Integrated Risk Management Plan Consultation Document 2015 - 2020
17. 10 June 2015: Essex Fire Authority - minutes of the meeting
18. 16 June 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting

19. 21 July 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
20. 11 August 2015: Programme 2020 Trade Union Workshop - minutes of the meeting
21. 18 August 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
22. 2 September 2015: Independent Cultural Review of Essex County Fire and Rescue Service report by Irene Lucas CBE
23. 2 September 2015: Essex Fire Authority - minutes of the meeting
24. 15 September 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
25. 21 September 2015: Programme 2020 Trade Union Workshop - agenda, related documents and minutes of the meeting
26. 7 October 2015: Essex Fire Authority Independent Cultural Review of Essex County Fire and Rescue Service report
27. 7 October 2015: Essex Fire Authority Independent Cultural Review of Essex County Fire and Rescue Service Initial Response report
28. 7 October 2015: Essex Fire Authority - results of first stage Integrated Risk Management Plan consultation report
29. 7 October 2015: Essex Fire Authority - minutes of the meeting
30. 21 October 2015: Managers Conversation agenda and presentation
31. 21 October 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
32. 27 October 2015: Programme 2020 Trade Union Workshop - agenda, related documents and minutes of the meeting
33. November 2015: Programme 2020 the story so far
34. 13 November 2015: Programme 2020 Trade Union Workshop - agenda, related documents and minutes of the meeting
35. 17 November 2015: Principal Officers' Human Resources Committee - establishing a sub group of the Principal Officers' Human Resources Committee to provide the governance oversight and scrutiny to the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service report

36. 17 November 2015: Principal Officers' Human Resources Committee - the appointment of nominated 'experts in their field' and a 'project officer' to support the work of the Expert Advisory Panel report
37. 17 November 2015: Principal Officers' Human Resources Committee - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
38. 17 November 2015: Principal Officers' Human Resources Committee - minutes of the meeting
39. 17 November 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
40. 18 November 2015: Programme 2020 Trade Union Workshop - agenda, related documents and minutes of the meeting
41. 19 November 2015: letter to all Essex MP's regarding the future of the Fire and Rescue Service in Essex, Southend and Thurrock and update on Integrated Risk Management Plan development
42. 2 December 2015: Essex Fire Authority - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
43. 2 December 2015: Essex Fire Authority - minutes of the meeting
44. December 2015: Your Voice Employee Engagement Forum terms of reference
45. 4 December 2015: Programme 2020 Trade Union Workshop - agenda, related documents and minutes of the meeting
46. 7 December 2015: Inaugural Your Voice Employee Engagement Forum
47. 10 December 2015: Principal Officers' Human Resources Committee - proposed governance arrangements to be adopted for Expert Advisory Panel supporting Essex County Fire and Rescue Service's Cultural Change Programme report
48. 10 December 2015: Principal Officers' Human Resources Committee - minutes of the meeting
49. 15 December 2015: Programme 2020 Board - agenda, related documents and minutes of the meeting
50. 18 December 2015: Members workshop - Programme 2020 agenda and managing organisational change presentation
51. 18 December 2015: Members workshop - Programme 2020 presentation

52. January 2016: Expert Advisory Panel newsletter
53. January 2016: Management review report
54. January 2016: Expert Advisory Panel terms of reference for reviewing disciplinary and grievance cases
55. January 2016: Expert Advisory Panel review of discipline and grievance draft report
56. 7 January 2016: Principal Officers' Human Resources Committee Cultural Review Sub-Group - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
57. 7 January 2016: Principal Officers' Human Resources Committee - minutes of the meeting
58. 13 January 2016: Essex Fire Authority - approval of proposals for the Authority's second public consultation in respect of changes to the Fire and Rescue Service in Essex, Southend and Thurrock report
59. Consultation document for Essex Fire Authority - Options for Change 2016 - 2020
60. 13 January 2016: Essex Fire Authority - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
61. 13 January 2016: Essex Fire Authority - Independent Review Action Plan report
62. 13 January 2016: Essex Fire Authority - minutes of the meeting
63. January 2016: Managers briefing
64. 19 January 2016: Expert Advisory Panel minutes of the meeting
65. 19 January 2016: Programme 2020 Board - agenda, related documents and minutes of the meeting
66. January 2016: Cultural review action plan highlight report
67. 25 January 2016: Programme 2020 Trade Union workshop - agenda, related documents and minutes of the meeting
68. 25 January 2016: Your Voice Employee Engagement Forum
69. February 2016: Managers briefing presentation

70. 10 February 2016: Principal Officers' Human Resources Committee Cultural Review Sub-Group - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
71. 10 February 2016: Principal Officers' Human Resources Committee - minutes of the meeting
72. 16 February 2016: Expert Advisory Panel minutes of the meeting
73. 16 February 2016: Programme 2020 Board - agenda, related documents and minutes of the meeting
74. 17 February 2016: Essex Fire Authority - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
75. 17 February 2016: Essex Fire Authority - minutes of the meeting
76. 22 February 2016: Employee engagement survey results presentation
77. 23 February 2016: Letter to Essex MPs regarding the options for change to Essex County Fire and Rescue Service 2016-2020
78. 29 February 2016: Programme 2020 Trade Union workshop - agenda, related documents and minutes of the meeting
79. March 2016: Expert Advisory Panel newsletter
80. March 2016: Expert Advisory Panel improving industrial relations report
81. Consultation and Negotiation Framework Agreement
82. March 2016: Cultural Review Action Plan Highlight Report
83. 10 March 2016: Principal Officers' Human Resources Committee - Senior Management Review report
84. 10 March 2016: Principal Officers' Human Resources Committee - minutes of the meeting
85. 10 March 2016: Your Voice Employee Engagement Forum
86. 15 March 2016: Programme 2020 Board - agenda, related documents and minutes of the meeting
87. 15 March 2016: Expert Advisory Panel minutes of the meeting
88. 16 March 2016: Members workshop - Options for Change 2016-2020 presentation
89. 16 March 2016: Policy and Strategy Committee – Blue light collaboration report

90. 16 March 2016: Policy and Strategy Committee - minutes of the meeting
91. 31 March 2016: Expert Advisory Panel report regarding 31 March 2016 workshop
92. April 2016: Expert Advisory Panel newsletter
93. April 2016: Service Strategy Employee Engagement and Internal Communication plan
94. April 2016: Cultural Review Action Plan highlight report
95. 4 April 2016: Principal Officers' Human Resources Committee - appointment of the Director of Transformation - minutes of the meeting
96. 5 April 2016: Principal Officers' Human Resources Committee Cultural Review Sub-Group - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
97. 5 April 2016: Principal Officers' Human Resources Committee Cultural Review Sub-Group - minutes of the meeting
98. 13 April 2016: Essex Fire Authority - progress report on the delivery of the work programme required to improve the culture within Essex County Fire and Rescue Service
99. 13 April 2016: Essex Fire Authority - minutes of the meeting
100. 15 April 2016: Programme 2020 Board - agenda, related documents and minutes of the meeting
101. 15 April 2016: Expert Advisory Panel - minutes of the meeting
102. 18 April 2016: Your Voice Employee Engagement Forum
103. 27 April 2016: Members workshop - Programme 2020 agenda and presentations
104. 18 May 2016: Programme 2020 Trade Union workshop - agenda, related documents and minutes of the meeting
105. 20 May 2016: Programme 2020 Board - agenda, related documents and minutes of the meeting
106. 20 May 2016: Expert Advisory Panel minutes of the meeting
107. May 2016: Expert Advisory Panel newsletter
108. May 2016: Cultural Review Action Plan highlight report

109. May 2016: Essex County Fire and Rescue Service report on uniform considered at the May 2016 Expert Advisory Panel formal meeting
110. 26 May 2016: Leadership Forum session 1 (session re-run on 1 July 2016)
111. 26 May 2016: Letter to all Essex MPs regarding Essex County Fire and Rescue Service Options for Change 2016-2020
112. 31 May 2016: Your Voice Employee Engagement Forum
113. June 2016: Expert Advisory Panel updated improving industrial relations report first presented in March 2016 (see item 80)
114. 8 June 2016: Essex Fire Authority - presentation by Acting Chief Fire Officer and Acting Chief Executive
115. 8 June 2016: Essex Fire Authority - Corporate Strategy 2016-2020 report
116. 8 June 2016: Essex Fire Authority - Integrated Risk Management Plan 2016-2020 report
117. 8 June 2016: Essex Fire Authority - Options for Change 2016-2020 consultation results report
118. 8 June 2016: Essex Fire Authority - Options for Change 2016-2020 change programme report
119. 8 June 2016: Essex Fire Authority - minutes of the meeting
120. 9 June 2016: Principal Officers' Human Resources Committee - appointment of Director for Prevention, Protection and Response - minutes of the meeting
121. 9 June 2016: Letter to all Essex MPs and Chief Executives regarding Programme 2020 options and details of the outcome of the 8 June Essex Fire Authority meeting
122. 22 June 2016: Programme 2020 Trade Union workshop - agenda, related documents and minutes of the meeting
123. 22 June 2016: Policy and Strategy Committee - progressing the Lucas review recommendations for Essex Fire Authority Members; specifically, in relation to the outcomes of facilitated workshops held February-March 2016 report
124. 22 June 2016: Policy and Strategy Committee – proposed approach for the independent review of progress made against the Lucas Review recommendations
125. 22 June 2016: Policy and Strategy Committee - minutes of the meeting
126. July 2016: Current version of the Independent Cultural Review Action Plan

127. July 2016: Expert Advisory Panel - Succession Pooling and Leadership and Management Development report
128. July 2016: Essex County Fire and Rescue Service - Succession Pooling and Leadership Management Development report
129. Essex Fire Authority and Essex County Fire and Rescue Service Change Narrative for consideration by the Expert Advisory Panel 30-31st March 2016
130. 1 July 2016: Leadership Forum – Agenda
131. 6 July 2016: Your Voice Employee Engagement Forum – Agenda and feedback from meeting
132. 13 July 2016: Audit, Governance & Review - Agenda, documents and meeting minutes
133. 18 July 2016: Values Workshop – from this meeting a Values Statement was created. Essex Fire Authority Strategy 2016-2020 attached
134. 17 August 2016: Your Voice Employee Engagement Forum - Agenda
135. 31 August 2016: Manager Briefing – Toolkit and presentation
136. September – November 2016: List of 2020 Fire Station Visits
137. 6 September 2016: Leadership Forum – Presentation and feedback from the forum
138. 7 September 2016: Essex Fire Authority Committee - Agenda, document and minutes from meeting
139. 19 September 2016: Manager Briefing – Toolkit and presentation
140. 21 September 2016: Programme 2020 Board - Agenda, document and minutes from meeting
141. 21 September 2016: Policy and Strategy Committee - Agenda, document and minutes from meeting
142. 27 September 2016: Your Voice Employee Engagement Forum - Agenda
143. September 2016: Highlight report where People Structures Project including Management Review II and Talent Pool/Promotion Process

144. 5 October 2016: Audit, Governance & Review: Agenda, documents and meeting minutes
145. 19 October 2016: 2020 Programme 2020 Board - Agenda, document and minutes from meeting
146. 24 October 2016: Your Voice Employee Engagement Forum – Agenda
147. 1 November 2016: Leadership Forum – Session plan and presentation
148. 2 November 2016: Policy and Strategy Committee – Agenda, documents and meeting minutes
149. 3 November 2016: 2020 Programme Planning Advisory Workshop – Agenda
150. 10 November 2016: Programme 2020 Board - Agenda, document and minutes from meeting
151. 21 November 2016: Manager Briefing – Toolkit and presentation
152. 28 November 2016: Letter from the Fire Brigades Union Essex and email correspondence regarding Dispute Resolution
153. 30 November 2016: Solace Workshop Part 1 – Agenda and documents from meeting
154. 1 December 2016: Leadership Forum – Agenda, session plan and feedback from the forum
155. 6 December 2016: Your Voice Employee Engagement Forum - Agenda
156. 7 December 2016: Essex Fire Authority Committee – Agenda, document and minutes from meeting
157. 14 December 2016: 2020 Programme Planning Advisory Workshop – Agenda and documents
158. 14 December 2016: The People Project Structure Workshop – Presentation and feedback
159. 19 December 2016: Solace Workshop Part 2 – Agenda and documents
160. January 2016: Highlight report where People Structures Project shown as starting January 2017

- 161. 4 January 2017: Representative Body Project Updates – Projects agreed and in progress
- 162. 10 January 2017: Service Leadership Team Weekly Meeting – meeting minutes talking about future recruitment and the affect this has on the 2020 plans
- 163. 11 January 2017: Essex Fire Policy & Strategy Committee - Agenda, document and minutes from meeting
- 164. 12 January 2017: People Structure Project Workshop – Agenda
- 165. 16 January 2017: Manager Briefing – Toolkit and presentation
- 166. 18 January 2017: Audit, Governance & Review - Agenda, documents and meeting minutes
- 167. 18 January 2017: Programme 2020 Board - Agenda, document and minutes from meeting
- 168. 26 January 2017: Solace Workshop Part 3 – Agenda, documents and review of all Solace workshops
- 169. January 2017: Staff Survey
- 170. 1 February 2017: Representative Body Project Updates – Projects agreed and in progress
- 171. 2 February 2017: People Structures Project Working Group – Agenda and action points discussed
- 172. 2 February 2017: Dispute Resolution Proposal – Letters, Version 3 of proposal
- 173. 9 February 2017: People Structure project – Management Review Phase 2
- 174. 13 and 17 February 2017: People Structures Project Manager Session – Presentation
- 175. 15 February 2017: Essex Fire Authority Committee – Agenda, documents and minutes from meeting
- 176. 15 February 2017: Programme 2020 Board – Agenda, documents and minutes from meeting
- 177. 15 February 2017: Management Review II Working Group – Agenda

178. 16 February 2017: People Structures Project Group – Agenda, presentation and action points
179. 28 February 2017: Leadership Forum – Agenda and feedback from all sessions from July 2016 to February 2017
180. 13 March 2017: Cultural Review Sub-Group of the Principal Officers Human Resources Committee – Agenda and documents
181. March 2017: Fire Station Plan
182. March 2017: Staff Survey Results
183. March 2017: Dispute Resolution Agreement
184. 1 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FBU and Unison) – Agenda and Meeting Notes
185. 2 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FOA) – Agenda and Meeting Notes
186. 9 March 2017: Grey/Green Book Workstream Meeting – Agenda and Meeting Notes
187. 13 March 2017: Cultural Review Sub-Group of the Principal Officers Human Resources Committee – Agenda, Documents and Meeting Minutes
188. 14 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FBU) – Agenda, Action Points and Meeting Notes
189. 14 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FOA) – Agenda and Meeting Notes
190. 15 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (Unison) – Agenda and Meeting Notes
191. 15 March 2017: Policy and Strategy Committee – Agenda, Documents and Meeting Minutes
192. 15 March 2017: Programme 2020 Board – Agenda, Documents and Meeting Minutes
193. 15 March 2017: Management Review II Meeting - Meeting Notes

194. 16 March 2017: People Structure Project Monthly Workstream Meeting – Agenda, Action Points and Meeting Notes
195. 20 March 2017: Managers Briefing – Presentation
196. 20 March 2017: Diversity Action Group – Agenda and Action Points
197. 21 March 2017: Rank to Role Workstream Meeting – Agenda and Meeting Notes
198. 22 March 2017: Flexi Duty Rota Workshop – Agenda, Presentation and Meeting Notes
199. 28 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FBU) – Agenda and Meeting Notes
200. 28 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (Unison) – Agenda and Document
201. 30 March 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FOA) – Agenda
202. 3 April 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FOA) – Agenda
203. 4 April 2017: Rank to Role Workstream Meeting – Agenda and Meeting Notes
204. 5 April 2017: Leadership Forum – Feedback from the forum
205. 11 April 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FBU) – Agenda and Meeting Notes
206. 12 April 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (Unison) – Agenda and Meeting Notes
207. 12 April 2017: Essex Fire Authority Committee – Agenda, documents and minutes from meeting
208. 12 April 2017: Managers Briefing – Presentation
209. 18 April 2017: Rank to Role Workstream Meeting – Agenda and Meeting Notes
210. 19 April 2017: Programme 2020 Board – Agenda, Documents and Meeting Minutes

- 211. 20 April 2017: People Structure Project Monthly Workstream Meeting – Agenda and Meeting Notes
- 212. 20 April 2017: Grey/Green Book Workstream Meeting – Agenda and Meeting Notes
- 213. 25 April 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (FBU) – Agenda and Meeting Notes
- 214. 26 April 2017: Formal Consultation Meetings held with Rep Bodies for all People Structure Projects (Unison) – Action Points
- 215. 27 April 2017: Flexi Duty Rota Workshop – Presentation and Meeting Notes
- 216. 2 May 2017: People Structure Project Development Evenings – Agenda, Action points and Meeting Notes
- 217. 2 May 2017: Corporate Planning Day Agenda
- 218. 8 May 2017: Managers Briefing – Presentation
- 219. 10 and 11 May 2017: Flexi Duty Rota Consultation Meeting with Rep Bodies (FBU & FOA) – Meeting Notes
- 220. 17 May 2017: Programme 2020 Board – Agenda, Documents and Meeting Minutes
- 221. 18 May 2017: People Structure Project Monthly Workstream Meeting - Agenda, Action Points and Meeting Notes
- 222. 14 June 2017: Essex Fire Authority Committee – Agenda and Meeting Minutes
- 223. 19 June 2017: Diversity Action Group – Agenda, Action Points and Meeting Minutes
- 224. 21 June 2017: Programme 2020 Board – Agenda, Documents and Meeting Minutes
- 225. 21 June 2017: Policy and Strategy Committee – Agenda, Documents and Meeting Minutes
- 226. 12 July 2017: Audit, Governance & Review: Agenda, Documents and Meeting Minutes
- 227. 17 July 2017: Managers Briefing – Presentation

- 228. 20 July 2017: People Structure Project Monthly Workstream Meeting
- 229. 27 July 2017: Programme 2020 Board – Agenda, Documents and Meeting Minutes
- 230. July 2017: Staff Survey Results
- 231. People Strategy 2017 – 2020
- 232. Evolving our Culture – Building on Firm Foundations and Appendices
- 233. July 2017: EAP Closure Report