

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of Nottinghamshire Fire and Rescue Service



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About this inspection

This is the first time that HMICFRS has inspected fire and rescue services across England. Our focus is on the service they provide to the public, and the way they use the resources available. The inspection assesses how effectively and efficiently Nottinghamshire Fire and Rescue Service prevents, protects the public against and responds to fires and other emergencies. We also assess how well it looks after the people who work for the service.

In carrying out our inspections of all 45 fire and rescue services in England, we answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

This report sets out our inspection findings. After taking all the evidence into account, we apply a graded judgment for each of the three questions.

What inspection judgments mean

Our categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Good is our 'expected' graded judgment for all fire and rescue services. It is based on policy, practice or performance that meet pre-defined grading criteria, which are informed by any relevant national operational guidance or standards.

If the service exceeds what we expect for good, we will judge it as **outstanding**.

If we find shortcomings in the service, we will judge it as **requires improvement**.

If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as **inadequate**.

Service in numbers



Public perceptions

Nottinghamshire England

Perceived effectiveness of service Public perceptions survey (June/July 2018)	87%	86%
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Response

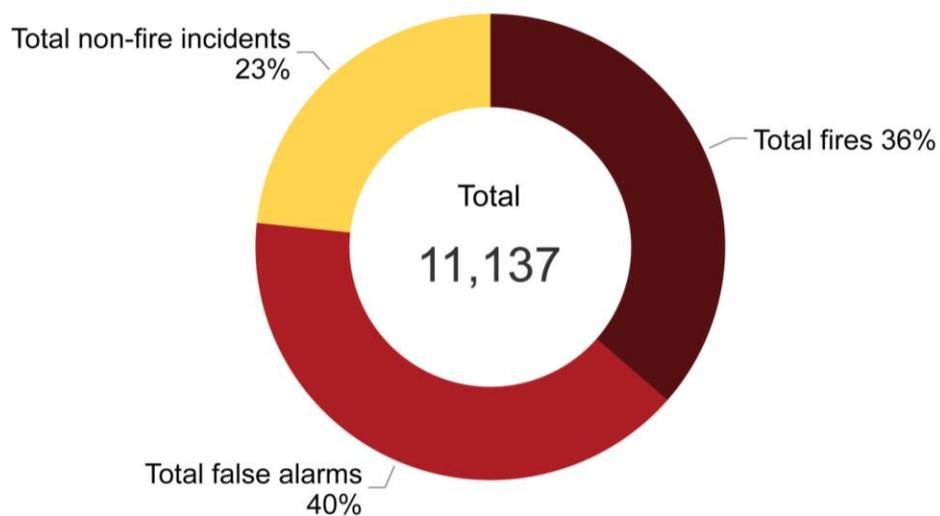
Nottinghamshire England

Incidents attended per 1,000 population 12 months to 30 September 2018	9.7	10.5
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Home fire risk checks carried out by FRS per 1,000 population 12 months to 31 March 2018	3.3	10.4
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Fire safety audits per 100 known premises 12 months to 31 March 2018	3.3	3.0
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Incidents attended in the 12 months to 30 September 2018





Cost

Nottinghamshire

England

Firefighter cost per person per year
12 months to 31 March 2018

£21.19

£22.38



Workforce

Nottinghamshire

England

Number of firefighters per 1,000 population
As at 31 March 2018

0.5

0.6

Five-year change in workforce
As at 31 March 2013 compared with 31 March 2018

-11%

-14%

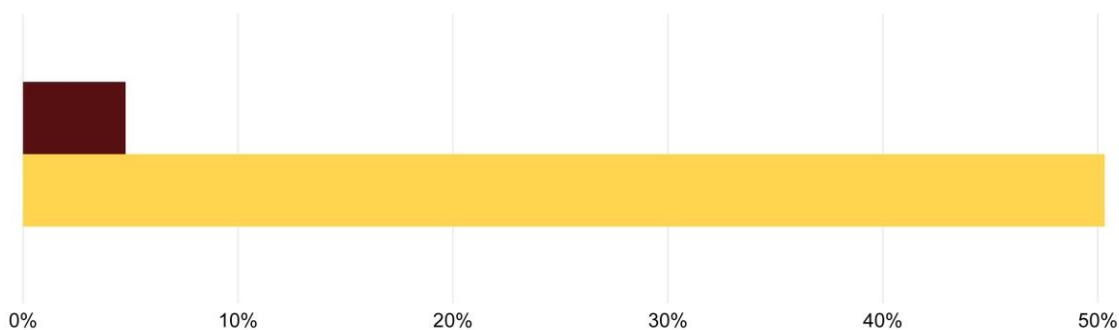
Percentage of wholetime firefighters
As at 31 March 2018

77%

70%

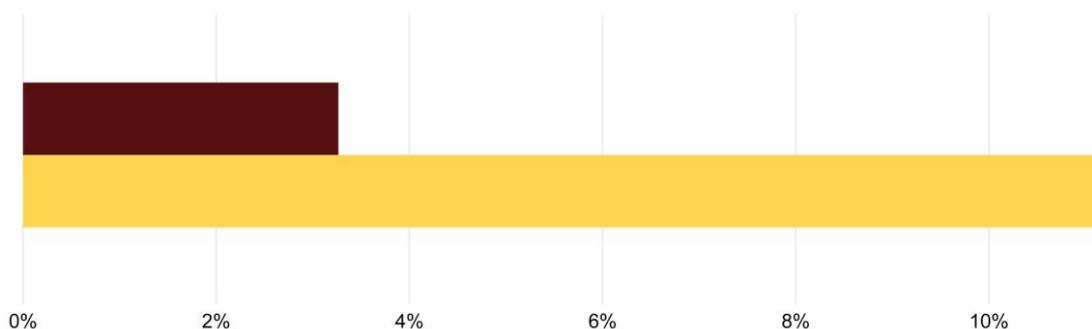
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population



Percentage of black, Asian and minority ethnic firefighters as at 31 March 2018

● BAME firefighters ● BAME residential population



Please refer to annex A for full details on data used.

Overview

 Effectiveness	 Requires improvement
Understanding the risk of fire and other emergencies	 Requires improvement
Preventing fires and other risks	 Requires improvement
Protecting the public through fire regulation	 Good
Responding to fires and other emergencies	 Requires improvement
Responding to national risks	 Good
 Efficiency	 Requires improvement
Making best use of resources	 Requires improvement
Making the fire and rescue service affordable now and in the future	 Requires improvement



People



Requires improvement

Promoting the right values and culture



Requires improvement

Getting the right people with the right skills



Requires improvement

Ensuring fairness and promoting diversity



Requires improvement

Managing performance and developing leaders



Requires improvement

Overall summary of inspection findings

We are satisfied with some aspects of the performance of Nottinghamshire Fire and Rescue Service (FRS). But there are several areas where the service needs to make improvements.

The service requires improvement to its effectiveness. It requires improvement to the way it:

- understands the risk of fire and other emergencies;
- prevents fires and other risks; and
- responds to fires and other emergencies.

But the service is good at protecting the public through fire regulation and at responding to national risk.

The service requires improvement to its efficiency, to how it uses resources and at providing an affordable service.

It requires improvement to how it looks after its people. And we judge it to require improvement at:

- promoting the right values and culture;
- getting the right people with the right skills;
- ensuring fairness and promoting diversity; and
- managing performance and developing leaders.

Overall, we would like to see improvements in the year ahead.

Effectiveness



How effective is the service at keeping people safe and secure?



Requires improvement

Summary

An effective fire and rescue service will identify and assess the full range of foreseeable fire and rescue risks its community faces. It will target its fire prevention and protection activities to those who are at greatest risk from fire. It will make sure businesses comply with fire safety legislation. When the public calls for help, the fire and rescue service should respond promptly with the right skills and equipment to deal with the incident effectively. Nottinghamshire Fire and Rescue Service's overall effectiveness requires improvement.

Nottinghamshire FRS should improve its understanding of the risk of fire and other emergencies. The service maintains a good understanding of local risks by analysing data and information. But the service doesn't use its [integrated risk management plan](#) (IRMP) to direct its activities enough, and the actions in this plan aren't easy for the public to understand.

The service should improve its prevention of fires and other risks. It has no clear fire prevention strategy but does carry out prevention work such as advising households how to prevent fires. The service doesn't monitor its performance at preventing fires, so doesn't know what impact it has on community safety. Nor does it promote road safety effectively. More positively, we were impressed by its work with people who show fire-setting behaviour.

Nottinghamshire FRS is good at protecting the public through fire regulation. The service directs its fire safety enforcement work using a nationally recognised strategy. It prioritises this work based on its understanding of risk. The service works with businesses to make sure they comply with fire safety regulations and takes further action if needed. It also works with other organisations to enforce these rules.

The service should improve its response to fires and other emergencies. It knows it doesn't have enough on-call fire engines available and is addressing this. It shares information with the public in various ways. Control room operators confidently give

lifesaving information to callers. Staff can identify [vulnerable people](#) and refer them for [safeguarding](#).

The service responds well to national risks. It holds several [national resilience assets](#) and can maintain Nottinghamshire's fire cover if other services are using these assets. The service's arrangements for working with other services are effective, as its response to a recent railway station fire showed. However, the service knows it needs to carry out more cross-border exercises.

Understanding the risk of fire and other emergencies



Requires improvement

Areas for improvement

- The service should use its integrated risk management plan to ensure it keeps the public safe and secure from the risks identified.
- The service should ensure its firefighters have access to relevant and up-to-date risk information.

All fire and rescue services should identify and assess all foreseeable fire and rescue-related risks. They should also prevent and mitigate these risks.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Understanding local and community risk

Nottinghamshire FRS has a good understanding of the risks in the Nottinghamshire area. It achieves this through the use of a wide range of information. This includes social, health, demographic and previous incident data.

The service uses computer software to create a visual map of the low, medium and high-risk areas of the county. Nottinghamshire FRS uses this map to make sure it places fire stations correctly to respond proportionately to incidents. It repeats the analysis process every six months, so the information is current.

A fire cover review in 2010 highlighted that risks in Nottinghamshire FRS's service area had changed. The service came up with proposals to meet the new risk pattern. These included changing working arrangements at some fire stations – for example, upgrading Edwinstowe from on-call to [wholetime](#). Nottingham Trent University's Emergency Services Research Unit confirmed that the service had based its changes on correct planning assumptions.

Nottinghamshire FRS drew up its proposed 2014–2019 IRMP following the fire cover review and presented it to the public for consultation. The consultation exercise

included face-to-face meetings, focus groups and questionnaires. The service used an external company to make sure the process was open and honest. Following the results of the consultation, the [fire authority](#) approved the proposals.

The service is highly regarded within the Nottinghamshire [local resilience forum](#) (LRF). This is the Nottingham and Nottinghamshire management group for the co-ordination of emergency planning and response organisations. Nottinghamshire FRS is responsible for the forum's training plan and is a member of the risk advisory group.

The service takes account of future challenges such as financial pressures, wide-scale flooding, cyber-attack and trade disputes.

Having an effective risk management plan

Nottinghamshire FRS has informed members of the public of the main risks they face through its 2014–2019 IRMP. This document contains six strategic priorities:

- service delivery;
- employees and workforce;
- improvement and governance;
- engagement and partnerships;
- environment; and
- inclusion and equality.

Each strategic priority has its own action plan, but Nottinghamshire FRS hasn't been acting on these plans. Staff, from strategic managers to firefighters, told us the service hasn't been using the IRMP to direct its activities. Also, as the action plans aren't easy to read, it is difficult for the public to understand how the service will reduce risk. However, in line with the [national framework](#) document, the service publishes an Annual Statement of Assurance.

At the time of our inspection, the fire authority approved Nottinghamshire FRS's new IRMP, Strategic Plan 2019–2022, which comes into force from April 2019.

Maintaining risk information

Nottinghamshire FRS routinely gathers information on the risk to its firefighters. Not only is this essential for their safety, but it is a legal requirement under [section 7\(2\)d](#) of the Fire and Rescue Services Act 2004. However, this risk information wasn't integrated into the 2014–2019 IRMP.

The service's firefighters access the risk information using the [mobile data terminal](#) (MDT) in the front of every fire engine. This information includes specific risks relating to, for example, hospitals and shopping centres. Staff can also access effective plans for and information about temporary events in their station area, such as Winter Wonderland and the Goose Fair. However, it is of concern that some of Nottinghamshire FRS's information isn't accurate and some is out of date. There are long delays – in some cases of several months – between a risk inspection and the updating of the file about it, and information isn't routinely checked for accuracy. At 31 December 2018, the service held risk information on 433 sites. Between 1 April 2018

and 31 December 2018, the service had inspected 164 of these sites. The service completed a range of between 40 and 60 percent of follow-up visits within the target time. The service knows about these problems and has trained a member of staff at every fire station to improve the co-ordination of this work.

Nottinghamshire FRS has numerous systems in place to share other safety-critical information. Teams share information using briefings and handover sheets. A central team also issues important and critical information, such as the correct use of defibrillators, using short documents known as safety critical information. Staff value these for the accessible way in which they are written.

Preventing fires and other risks



Requires improvement

Areas for improvement

- The service should review and update its prevention strategy to take account of risks.
- The service should ensure it targets its prevention work at people most at risk.
- The service should evaluate its prevention work, so it understands the benefits better.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Prevention strategy

Although Nottinghamshire FRS's prevention activities, carried out by a central prevention team and staff at fire stations, meet legal requirements, its prevention strategy isn't clear. Although it contains action plans, it doesn't show how these will be carried out. It also doesn't show how they are aligned with local community risks and will be evaluated. Staff told us the service doesn't use the strategy.

Nottinghamshire FRS works well with partner organisations, including local authorities and the health service. This has had a positive effect – for example, through close working with health professionals, the service has increased the scope of [home fire safety visits](#). These now follow a [safe and well checks](#) model, which includes:

- identifying potential fire risks;
- taking action to reduce fire risks;
- ensuring working smoke alarms are fitted;
- advising on social welfare;

- advising on avoiding slips, trips and falls; and
- advising on other measures such as fire-retardant bedding.

However, Nottinghamshire FRS has no performance management in place to ensure staff are making these checks effectively. The service uses the mnemonic CHARLIE (care and support; hoarding; alcohol; reduced mobility; lives alone; inappropriate smoking; and elderly, namely over 65) as an easy-to-remember reminder for partner organisations of the characteristics of those people it considers at greater risk of fire. However, some referrals from those organisations don't meet the service's own targeting profile.

Nottinghamshire FRS has no targets for the completion of safe and well checks, and the number carried out by each station varies considerably. In the year ending 31 March 2018, the service carried out 3 checks per 1,000 of the population. This is lower than the England rate of 10 per 1,000 of the population.

As Nottinghamshire FRS doesn't monitor, manage or evaluate its prevention activities, it can't determine the effect of its work on reducing risks in the community.

There is an effective process in place to aid the police 24 hours a day in cases where domestic violence raises fire risk. We saw examples where Nottinghamshire FRS firefighters had visited the victim's property, conducted a home safety check and supplied free safety equipment.

Promoting community safety

Nottinghamshire FRS partners with a range of organisations to promote community safety. Examples of the good work it does as part of the Nottinghamshire Safety Education Partnership include the Safety Zone days it has developed to provide information to large numbers of schoolchildren.

The service also works with occupational therapists and other health professionals to improve the mutual understanding of vulnerability. Its CHARLIE mnemonic (see above) helps occupational therapists to know who to refer for safe and well checks.

Nottinghamshire FRS's approach to working with young people who display fire-setting behaviour is encouraging. The service uses a team of 11 trained volunteers to deliver its Fire Safe scheme. The scheme educates youngsters – 107 in 2018 – about the dangers of fire and the damage it can cause.

Staff across the service have a good understanding of safeguarding and are appropriately trained. There is an effective process in place so staff can take immediate action to safeguard both adults and children.

Nottinghamshire FRS plans community safety campaigns in line with the [National Fire Chiefs Council](#) calendar. This includes road, water and fire safety. However, we found an inconsistent approach. While some fire station activity is co-ordinated by local prevention officers, at others fire station staff decide which campaigns they carry out, meaning there is no process in place to make sure it targets its campaigns effectively. The service carries out some themed prevention work after incidents – for example, several stations promoted water safety following a fatality.

There are some areas of good work and a variety of approaches to promoting community safety, but Nottinghamshire FRS isn't evaluating the effect of its prevention activities. If it did, this would help it understand how those activities could be more focused.

Road safety

Nottinghamshire FRS isn't promoting road safety effectively enough to reduce the numbers killed and seriously injured on the region's roads. It contributes financially to the Nottinghamshire Road Safety Partnership but isn't an active member and has very few examples of campaigns and initiatives. The service should consider a more co-ordinated approach. It acknowledges this is an area in which it needs to improve.

Protecting the public through fire regulation



Good

Nottinghamshire Fire and Rescue Service is good at protecting the public through fire regulation. But we found the following area in which it needs to improve:

Areas for improvement

- The service should ensure it makes better use of its specialist resources in implementing its risk-based inspection programme. It should also ensure it allocates and quality-assures these inspections appropriately.

All fire and rescue services should assess fire risks in buildings and, when necessary, require building owners to comply with fire safety legislation. Each service decides how many assessments it does each year. But it must have a locally determined, risk-based inspection programme for enforcing the legislation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Risk-based approach

Nottinghamshire FRS has a fire safety enforcement strategy that is in line with national guidance. It uses its risk-based inspection programme to plan audits and inspections. In the year ending 31 March 2018, 3.3 fire safety audits were carried out per 100 known premises. This is slightly above the England rate of 3.0 fire safety audits per 100 known premises over the same timeframe. Of the 853 audits carried out in the year ending 31 March 2018, 68 percent resulted in a satisfactory rating.

Staff record the outcomes of audits on a template and store them in a computer database. However, there is no quality assurance process. Such a process would make sure the service completes audits in a consistent way.

Nottinghamshire FRS defines high-risk premises as those that have sleeping accommodation, such as hospitals, care homes and hotels. It uses previous incident and property risk information to identify such premises. The service recently changed how it defines high-risk premises. However, it doesn't have data on the resulting new number of such premises or how many it audited after this change. Nottinghamshire FRS should make sure it has clear systems in place to performance-manage such audits. Staff told us the service prioritises other reactive work over high-risk premises. The service is aware of this problem and aims to address it by training its firefighters to assist with fire safety work.

The service carries out building regulation consultation work and deals with complaints when these have not been followed. Between 1 April 2018 and 31 December 2018, it received 503 consultation requests. It responded to 460 (91 percent) of those within the required timeframe.

Nottinghamshire FRS staff are available 24 hours a day to deal with complaints, concerns and enforcement, if necessary. Specialist staff are well trained and have either completed or are working towards a [level 4 diploma](#) or higher in fire safety. There is no clear plan in place for managing the workload of protection officers, however.

Enforcement

The service works with businesses to help them comply with fire regulation. If this approach isn't effective, it takes further steps, including enforcement, prohibition and prosecution action. In the year to 31 March 2018, the service issued 19 enforcement notices and 9 prohibition notices. It didn't issue any alterations or prosecutions. Businesses requiring further action included hotels, housing and restaurants.

Nottinghamshire FRS's approach to taking legal action, where necessary, is good. All protection officers are trained in legal procedures, and the service has its own enforcement team to gather and record evidence. In November 2018, the successful prosecution of a hotel owner resulted in a six-month prison sentence.

The service's work with Nottinghamshire County Council's environmental health and housing departments to organise community impact days is good. These days encourage a joint approach to enforcement and give the organisations the opportunity to share information.

Working with others

Nottinghamshire FRS took immediate action following the Grenfell Tower fire. The service worked closely with the council to identify all high-rise buildings in the county. Its protection officers then conducted a programme of risk-based audits to identify buildings with cladding. The prevention team supported this by offering every resident in the buildings identified a home safety check.

The service manages two [primary authority schemes](#) (PAS) for retail companies. The PAS allow businesses and organisations with premises in more than one fire authority area to receive fire safety advice from a single service. Nottinghamshire FRS's protection team has developed a series of workshops with the companies to promote fire safety compliance – for example, through risk assessment training.

The service uses social media to promote fire safety to local businesses. It is a member of Nottinghamshire's business development hub, where it gives information to those setting up a new company. It also runs workshops at community events.

Nottinghamshire FRS has a joint agreement with Derbyshire and Leicestershire FRSs to reduce the number of false emergency calls. All three services have adopted a process to challenge such calls: if a call operator identifies it as a false alarm, a fire engine may not make an attendance. It is service policy that protection officers visit properties that generate six or more false alarms to investigate the cause.

Responding to fires and other emergencies



Requires improvement

Areas for improvement

- The service should ensure staff know how to command fire service assets assertively, effectively and safely at incidents.
- The service should ensure it implements the process to monitor incident commanders and provide feedback following operational incidents.
- The service should ensure that, when responding to a 999 call, mobile data terminals are reliable to allow staff to access risk information.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing assets and resources

Nottinghamshire FRS carried out a thorough risk assessment to decide on its current response strategy. As of 31 March 2018, the service had 8 wholtime fire stations, 12 on-call stations and 4 mixed stations, with 30 operational fire engines. It decides where to place its stations by mapping low, medium and high-risk areas. All fire engines are fitted with an automatic vehicle location device. This allows an emergency control room operator to send the nearest available fire engine to an incident.

The service uses a mixture of staffing arrangements, including [wholtime](#) and [on-call](#) staff. They are supported by specialist teams for incidents in confined spaces and for water rescues and rescues from height.

Nottinghamshire FRS has too few on-call fire engines available, particularly during the day. Between April 2018 and December 2018, the overall average monthly fire engine availability ranged from 77 percent to 86 percent. However, some on-call stations have far lower availability. For example, in December 2018, one on-call fire engine was available only 51 percent of the time. The service is aware of this problem. It has recently introduced an on-call sustainability group that can be sent anywhere in

the service to increase the availability of fire engines. As well as providing extra crewing capacity, the group is working on other solutions to improve on-call availability, which is a positive step.

The service is also trialling, for six months, an alternative crewing system at its on-call stations. It allows a reduced crew of three firefighters to keep a fire engine available and respond to low-risk incidents. These don't include building fires where people are reported to be trapped.

Nottinghamshire FRS has a policy that allows its wholetime firefighters to work at on-call stations to increase the availability of fire engines. However, it isn't managing this effectively – for example, some staff are working excessive hours without enough rest periods.

The service has the right range of people with the right skills to meet its operational demands. Its on-call and wholetime staff are trained to the same standard, using a mixture of face-to-face and e-learning packages. A specific team teaches critical competencies such as breathing apparatus and incident command.

Response

Nottinghamshire FRS is working with five fire and rescue services in the East Midlands to make sure its operational policies meet national guidelines and has made good progress. Staff have a good understanding of how they can sometimes step outside of policy when responding to emergencies, and incident commanders know how to implement [operational discretion](#). This allows them to exercise flexibility in rare or exceptional circumstances where strictly following procedure would be a barrier to resolving an incident.

Nottinghamshire FRS has a [mobilising](#) agreement with Derbyshire and Leicestershire FRSs. This allows staff in the control room to send the nearest fire engine to an incident in any service area. Each service can receive and manage emergency calls in any of their three areas. They support each other when there is a large volume of calls as well as during major incidents such as wide-scale flooding.

In the year ending 31 March 2018, its average response time to a [primary fire](#) was 10 minutes 22 seconds. Over the same period, it also had one of the highest average call-handling times for primary fires in England (1 minute 57 seconds).

As of 1 April 2018, the service's response standard was to attend 90 percent of incidents within 10 minutes. Between 1 April and 31 December 2018, it achieved this for 61 percent of incidents. This means it isn't currently meeting its response standard.

The service has agreed a new response standard of 8 minutes from the time of mobilisation to all incidents as part of its 2019–2022 IRMP.

Nottinghamshire FRS staff use their MDTs effectively. As well as displaying site-specific risk information, the MDTs show where the nearest water supply is and the locations of airbags in vehicles. However, some staff told us they aren't reliable and don't always work. The service needs to make sure staff have consistent access to risk information when responding to incidents.

Staff at all levels in the service are competent at providing information on incidents using standard messages.

Command

In general, staff at all command levels of Nottinghamshire FRS have the skills to manage fire engines, people and equipment safely. Those in the [fire control](#) room are skilled at adjusting up or down the number of fire engines they send depending on the information from the caller.

The service has a structured process to ensure staff at crew and [watch](#) manager levels take part in command training, they are assessed every two years. However, this wasn't in place for staff at station manager level and above. The service is aware of this and is now implementing the same process for all levels.

Keeping the public informed

Nottinghamshire FRS shares information with the public in a variety of ways. It does this via its website and social media platforms, including Twitter and Facebook. It uses these tools to promote safety messages – for example, about the dangers of drink driving. The service also provides 24-hour information during major incidents and emergencies via an on-call team.

Staff in the fire control room are effective at giving lifesaving advice to the public during emergency calls. For example, operators are confident using scripts to give vital information to callers involved in incidents in high-rise buildings.

Staff show a good understanding of how to identify vulnerable people at incidents and make safeguarding referrals where necessary.

Evaluating operational performance

Nottinghamshire FRS has good systems to evaluate operational incidents and make improvements in its performance. Incidents that have provided useful information include fires involving vehicles, large buildings and a train. The service has developed a computer programme to capture and share what it learns across all departments and any member of staff can start the debrief process after an incident.

The service also has an operational assurance process, but it isn't consistently applied. Staff at all levels are not undergoing regular assurance audits nor always receiving or being asked to give feedback following operational incidents.

As part of our inspection, we carried out a survey of Nottinghamshire FRS staff to get their views of their service (please see Annex A for more details). Some 216 staff members responded to this survey, equating to 24 percent of the workforce. Of the 144 respondents who are firefighters or specialist support staff, 63.2 percent agreed the service listened to their feedback about operational incidents, 26.4 percent disagreed and 10.4 percent didn't know.

The recent introduction of the new operational bulletins is good practice. Their aim is to make sure learning is shared in a more digestible, user-friendly way. The service also shares national and joint operational learning with all staff on an internal system.

Responding to national risks



Good

Nottinghamshire Fire and Rescue Service is good at responding to national risks. But we found the following area in which it needs to improve:

Areas for improvement

- The service should ensure operational staff have good access to cross-border risk information.
- The service should arrange a programme of over-the-border exercises, sharing the learning from these exercises.

All fire and rescue services must be able to respond effectively to multi-agency and cross-border incidents. This means working with other fire and rescue services (known as intraoperability) and emergency services (known as interoperability).

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Preparedness

Nottinghamshire FRS has a range of dedicated national resilience assets, that is, equipment that can be used to provide back-up nationwide, when required. For example, the service sent crews and equipment to wildfires in Lancashire in June and July 2018. The assets include a high-volume pump, enhanced logistical support, water rescue and terrorist incident trained staff. The service makes sure these fire engines are available through its recall-to-duty policy. This means that when it supports national incidents, it can also maintain fire cover for Nottinghamshire.

Staff at all levels are clear about how they can mobilise and request national resilience assets when needed.

The service also has well-established response plans for incidents at high-risk premises, including sites requiring [control of major accident hazards](#).

Working with other services

Nottinghamshire FRS has effective arrangements in place to provide mutual aid for large incidents and uses its resources to support cross-border working.

However, there is limited evidence of cross-border training and exercising. Of the 144 respondents to our survey who are firefighters or specialist support staff, 47 percent disagreed when asked if the service regularly trains or exercises with neighbouring fire and rescue services. Nottinghamshire FRS recognises this is an area in which it needs to improve.

Nottinghamshire FRS staff can access risk information via their MDTs when working in Derbyshire and Leicestershire. However, staff were unable to access it for South Yorkshire and Lincolnshire.

Working with other agencies

Overall staff had an understanding of the [Joint Emergency Services Interoperability Principles](#). These principles help incident commanders from all the emergency services work together. Staff at crew and watch manager level haven't received training in this area for some time. However, those at station manager level and above were better informed.

The service takes account of the Nottinghamshire LRF community risk register and is a named participant in its plans, including the East Coast Tidal Plan and the Nottingham Infrastructure Delivery Plan.

In April 2018, the service conducted a major multi-agency exercise, Exercise Silver Siren, to simulate a military aircraft crash on the A46 in Nottinghamshire. Afterwards, the organisations involved held a multi-agency debrief to share learning.

The service saw its multi-agency response plans tested for real during an incident in January 2018: a large fire at Nottingham railway station caused major disruption to the city. Senior officers told us how they worked with the police and other agencies to resolve what was a challenging incident.

Nottinghamshire FRS has a dedicated team that responds to incidents related to terrorism. It is made up of operational staff who are called on if an incident occurs. They have taken part in a range of exercises to assess their skills and capabilities.

Efficiency



How efficient is the service at keeping people safe and secure?



Requires improvement

Summary

An efficient fire and rescue service will manage its budget and spend money properly and appropriately. It will align its resources to its risk. It should try to keep costs down without compromising public safety. Future budgets should be based on robust and realistic assumptions. Nottinghamshire Fire and Rescue Service's overall efficiency requires improvement.

Nottinghamshire FRS requires improvement at using its resources. It lacks targets and performance reporting, so doesn't know if it is meeting its objectives. It also doesn't know how productive it is, or how good or bad its service is.

The service knows it doesn't always align resources to the risks identified in its IRMP. It doesn't manage performance against this plan, so can't assure itself it is meeting its priorities.

The service has saved £2m since 2016. But it doesn't invest these savings in improvements. Instead, it mainly uses them to meet budget shortfalls.

The service works with other organisations to reduce costs. It has some continuity plans, so it can still provide fire cover if something goes wrong. But it doesn't test these plans.

Nottinghamshire FRS should improve its affordability, now and in the future. The service doesn't use its financial [reserves](#) sustainably or save for future investment. So, it may find it difficult to invest to improve efficiency. The service's trading arm supplies fire safety equipment, maintenance and training. It expects an income of £15,000 a year from this.

The service understands the financial risks it faces. It set out potential savings in its sustainability strategy and is making some of these savings.

The service has strategies for its capital spending but should monitor these, so it knows if it is benefiting from them. It has tried new methods to meet its financial targets but should check these to make sure they are effective.

The service has an information communication technology (ICT) strategy and invests in this area, but staff told us ICT systems were inefficient. The service should find out how it can invest in ICT to improve efficiency.

Making best use of resources



Requires improvement

Areas for improvement

- The service should implement a clear performance management framework that directly supports the objectives identified in the IRMP.
- The service should make sure it has a testing programme for all business continuity plans.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

How plans support objectives

Nottinghamshire FRS acknowledges that risks identified in its IRMP aren't always aligned with its resources. There is no performance management against the 2014–2019 IRMP. Departmental and business plans such as workforce planning don't link to it. And staff told us prevention and protection business plans needed updating to provide clearer direction. All of this means it can't evaluate capacity across the service.

We were told that, because of resourcing difficulties, staff were struggling to maintain the risk-based inspection programme and safe and well referrals. The service is aware of this problem and proposes to address it by training its firefighters to assist with fire safety work.

Nottinghamshire FRS has made savings of £2m since 2016. This has been through management restructuring and new crewing models. It mainly uses the money it saves to balance budget shortfalls, rather than investing them for the future.

The service is looking to collaborate to reduce costs. Nottinghamshire and Derbyshire FRSs' control rooms are to merge from June 2019. There are also plans to have a joint police and fire headquarters from 2021.

Productivity and ways of working

In the year to 31 March 2018, Nottinghamshire FRS's firefighter cost per head of population was £21.20. This compares to the England rate of £22.38 over the same time period. However, many factors influence this cost – for example, the ratio of wholetime to on-call staff, which is influenced in part by the rurality of the service. As of 31 March 2018, 77 percent of FTE firefighters were wholetime.

The service acknowledges it needs to improve its on-call availability across the county, particularly for daytime cover. It has assembled an on-call sustainability group to meet this need. But it needs to be clear how it will measure the success of the new project.

During 2019, the service will be implementing different shift patterns at two fire stations. It has also introduced a six-month trial for alternatively crewed vehicles, using crews of three, in some low-risk circumstances. The intention of this new approach is to increase fire engine availability.

The consistent lack of targets and performance reporting throughout Nottinghamshire FRS is of concern. It means it doesn't know enough about how productive it is or how good or otherwise its services are. As a result, it can't always be sure it uses its staff in the best way to meet its aims and priorities. It has acknowledged it needs to improve its approach to performance management.

The service has a process by which it records station-based activity such as training and community safety. But it isn't clear how it uses this information to meet its overall objectives. It hasn't yet made the best use of ICT to make sure this process is productive. Staff told us that having to record their training on three separate IT systems was time-consuming.

Collaboration

Nottinghamshire FRS shares the fire control function between Nottinghamshire, Derbyshire and Leicestershire. This means each service can mobilise each other's fire engines. Nottinghamshire FRS is to merge control rooms with Derbyshire FRS from July 2019. The service is already sharing some sites with police, ambulance services and Nottingham City Council, and a joint police and fire headquarters is planned from 2021.

Nottinghamshire FRS funds a seconded occupational therapist from Nottinghamshire Healthcare NHS Foundation Trust. This will increase staff skills and help the service assess whether it is meeting its community safety targets.

There is some evidence that Nottinghamshire FRS evaluates the benefits of collaborating with partner organisations. Its business plan shows that, as well as having practical advantages, the control room merger planned for July 2019 will save £365,000. We encourage the service to monitor and evaluate the success of these collaboration activities at the earliest opportunity.

Continuity arrangements

Nottinghamshire FRS has some continuity plans in place. We saw records of continuity testing for call handling and resilience co-ordination between Nottinghamshire, Derbyshire and Leicestershire control rooms. The service also has a dedicated person in the IT department with overall responsibility for testing ICT business continuity plans. But there is no programme to test the plans of every department or station. It should make sure it carries out testing across all areas.

Making the fire and rescue service affordable now and in the future



Requires improvement

Areas for improvement

- The service needs to accelerate its plans to improve ICT so that it makes best use of available technology to support operational effectiveness and efficiency.
- The service should ensure it has sufficiently robust plans in place which fully consider the medium-term financial challenges beyond 2020 so it can prepare to secure the right level of savings.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Improving value for money

Nottinghamshire FRS states its budget to be £42m, rising to £45m by 2020. It forecasts an ongoing budget deficit in the region of £800,000 based on an assumption of a future council tax increase of 1.95 percent. This is also dependent on other planned savings being realised.

The service has a sustainability strategy for 2016 to 2020 in which it identifies the main areas in which it can make savings. These include:

- the use of on-call firefighters at periods of lowest demand; and
- crewing fire engines differently through a new collective agreement.

It has made savings through management restructuring, alternative crewing and reducing fire engines on stations. It uses frameworks to purchase goods, services and equipment. A framework is a joint purchasing agreement with another organisation that allows the negotiation of a better price – it saved £25,000, for example, by using a framework to buy anti-virus software.

The service shows a good awareness of its main financial risks. These include pensions, Brexit, the comprehensive spending review and business rates. The service

carries out projections to calculate the positive or negative impact on its financial status of pensions and any grants that might be available. Its corporate and financial risk register records high and very high risks.

The service told us it is waiting for the outcome of the comprehensive spending review before it makes any major cuts. It should make sure that, by not making savings early, it doesn't unintentionally delay opportunity to invest in innovation.

The service has a capital spending programme. It has strategies for fleet, property and ICT. It should make sure these are closely monitored and regularly updated so the benefits can be appreciated.

Innovation

Nottinghamshire FRS has devised alternative ways to meet the financial targets set out in its efficiency plan. This includes different methods by which to maintain fire cover and crew fire engines, including an on-call sustainability group to support availability. However, the service should evaluate the effectiveness of these changes and their effect on services to the public.

The service has an ICT strategy and has invested in maintaining its existing ICT infrastructure. But staff told us of ICT systems that aren't supporting more efficient ways of working. For example, tablets supplied to carry out safe and well visits are unreliable, so they use handwritten forms instead. The service also collects fire protection and risk information on paper forms, which is inefficient as they then have to be typed up.

Some staff we spoke to said they spend a large amount of time managing and updating three separate training systems. The service should assess how it can invest in ICT systems to create greater efficiency.

Future investment and working with others

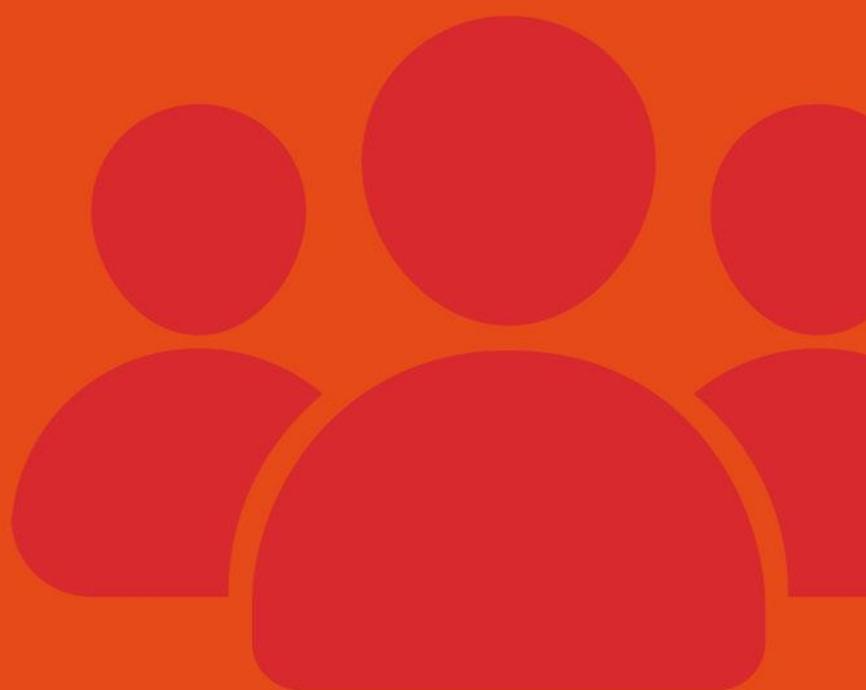
Nottinghamshire FRS presented the report *Budget Proposals for 2019/20 to 2021/22 and Options for Council Tax 2019/20* to the fire authority in February 2019. It predicts general reserves of £5.5m as of March 2019. The service uses these reserves to cover legal risks and budget shortfalls. The fire authority sets minimum acceptable reserves at £3.9m, leaving £1.6m to address budget shortfalls. The service expects a shortfall in 2019/20 of £1.2m. This effectively uses up all its available resources. This is unsustainable.

The service told us it is using the majority of its savings to meet the future predicted funding shortfall rather than for future investment. This is of concern because it limits its scope to create more efficient ways of providing services to the public.

As of 1 April 2017, Nottinghamshire FRS had around £4.9m in earmarked reserves. According to the service, £1m is for the capital programme and £1m for the new multi-agency Emergency Services Network for critical communications. The service also has £250,000 allocated to support ICT infrastructure. Some staff we spoke to find the current ICT system inefficient and equipment unreliable.

The combined fire authority established a trading company in 2010 to provide fire safety equipment, maintenance and training. It became an 'arm's length company' (that is, one in which buyer and seller act independently of each other) in 2016 and the fire authority is currently considering changing its constitution again, to that of a community interest company. It generates an annual income of around £400,000 and pays around £60,000 to Nottinghamshire FRS for support services such as human resources (HR), payroll and finance. There is no target set or agreed for dividends receivable, although the service budgets on receiving an income of £15,000 a year. The company has cash reserves of £200,000 at present.

People



How well does the service look after its people?



Requires improvement

Summary

A fire and rescue service that looks after its people should be able to provide an effective service to its community. It should offer a range of services to make its communities safer. This will include developing and maintaining a workforce that is professional, resilient, skilled, flexible and diverse. The service's leaders should be positive role models, and this should be reflected in the behaviour of the workforce. Overall, Nottinghamshire Fire and Rescue Service requires improvement at looking after its people.

Nottinghamshire FRS effectively promotes its values and culture. Staff are positive about the way the service looks after their safety and wellbeing. But the service doesn't monitor the hours worked by staff on dual contracts. It should also check that staff have enough rest, so they are safe to work. The service promotes its values to improve behaviour. But some staff reported behaviour not in line with service values.

The service knows what problems it faces to keep its workforce up to capacity. But its workforce plan doesn't align with the objectives of its IRMP. And while the service learns from incidents, this information doesn't always inform training. It could also do more to use learning from complaints to improve its service.

The service requires improvement at ensuring fairness and promoting diversity. It gets feedback from staff, and acts on it. Representative bodies are satisfied with their relationships with service leaders. Staff are confident about raising grievances, and the service monitors formal and informal grievances so it can spot trends. It has a programme of positive action to promote diversity. But the service should improve how it educates staff about positive action, as some staff who we spoke to failed to understand the benefits of positive action.

The service should improve how it manages performance and develops leaders. Some staff are on long-term temporary promotions, which has caused uncertainty. The service doesn't do enough to manage individuals' performance. It gives staff performance and development targets but doesn't link them to

service-wide objectives. Staff feel they don't have clear enough performance targets. The service has limited processes to develop high-potential staff towards senior leadership roles. For instance, its aspiring leaders programme is aimed only at non-managers who want to become managers.

Promoting the right values and culture



Requires improvement

Areas for improvement

- The service should put appropriate mechanisms in place to enable closer monitoring of hours worked by staff.
- The service should develop a wellbeing strategy and a system to improve understanding of health, safety and wellbeing trends.
- The service should ensure its values and behaviours are understood and demonstrated at all levels of the organisation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce wellbeing

Nottinghamshire FRS staff spoke positively about the wellbeing interventions available to them. This included psychological help through the service's peer support team and access to physiotherapy through the occupational health department. Staff also spoke positively about the welfare support offered following traumatic incidents.

The service offers an employee assistance programme, access to counselling and fitness equipment to all staff. It proactively monitors and manages long-term sickness absence and provides a range of support mechanisms and information through the occupational health and fitness team. Our survey found that, of the 216 respondents, 93 percent agreed that they are satisfied their personal safety and welfare is treated seriously at work.

However, the service doesn't have a health and wellbeing strategy. It also doesn't consistently evaluate the effectiveness of its wellbeing measures. It told us it is currently devising a new strategy.

Health and safety

Nottinghamshire FRS has a health and safety manager and a dedicated committee. It has an overarching health and safety statement of intent and 37 separate procedure documents. Some of these are either out of date or don't have a review date.

Health and safety messages are sent out to staff through safety-critical alerts. They show a good awareness about how to report health and safety issues. In answering our survey, of the 216 respondents, 94 percent agreed that they are encouraged to report all accidents, [near misses](#) or dangerous occurrences.

Health and safety training is available for staff, but the level and frequency is inconsistent. Refresher training for some operational managers is significantly overdue.

The service offers dual contracts to wholetime employees so they can also provide on-call cover. Nottinghamshire FRS does have a policy advising on rest periods. However, there is limited monitoring of the hours staff work. The service should make sure staff have enough rest periods and are safe to work.

Culture and values

Nottinghamshire FRS has a people strategy that sets out four behavioural values:

- value and respect others;
- professional in all that we do;
- one team working together; and
- openness to change.

The service carried out a staff survey in 2018, to which 55 percent of staff responded. Of those who did, 90 percent understood the service's values.

The chief fire officer is clear that the values of the organisation are dependent on the people within it. Senior leaders demonstrate the values of the organisation and are approachable. Staff said senior leaders are more visible now.

Nottinghamshire FRS proactively works to improve behaviours. It promotes its values on the staff intranet and via posters displayed at fire stations. At least one station holds meetings with staff to ensure their behaviour reflects the service's values. The values were reflected by most staff we spoke to. However, some referred to behaviours that aren't in line with these values. The 2018 staff survey showed that 15 percent of staff had witnessed workplace conversations in the previous 12 months that had included inappropriate or discriminatory language. This was supported by our own survey: of the 216 respondents, 15 percent reported feeling bullied or harassed and 14 percent reported feeling discriminated against at work in the previous 12 months. There are limitations to the staff survey which should be considered alongside the findings. We explain these in Annex A.

The service communicates with staff through a variety of methods. It uses the intranet and newsletters to distribute information across its workforce. It holds conferences and management briefings to communicate with staff and managers face-to-face. However, staff told us that some middle managers don't always pass information on to their staff. The service has recently addressed this by providing written updates following middle managers briefings and spot checks to confirm this information has been cascaded.

Getting the right people with the right skills



Requires improvement

Areas for improvement

- The service should develop a training plan that clearly aligns and supports its workforce plan.
- The service should ensure staff are appropriately trained in safety-critical skills, such as incident command.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce planning

Nottinghamshire FRS clearly identifies workforce challenges in its 2018–20 workforce plan. But this isn't fully aligned with the objectives in its IRMP. According to data provided by the service's HR department, retirement and natural turnover could see up to 78 wholetime uniformed and 74 on-call firefighters leaving by March 2020. This informs its recruitment plans.

The service is responding to future workforce challenges. It will recruit 24 trainee firefighters in 2018/19. There are plans for wholetime crews at some stations to provide cover only during the day, instead of for 24 hours. As there are fewer incidents during the night, the service will cover this period with on-call staff. Its aim is to create capacity and make savings linked to its medium-term financial plan. The service's on-call sustainability group is tackling the problem of recruitment and retention of on-call staff firefighters. Members of this group also provide cover to improve on-call fire engine availability.

Nottinghamshire FRS has systems to record firefighter skills and competencies, but these are not joined up. There is also no clear training schedule in place. The service needs to be clear on how it is planning for future training needs in line with its workforce plan. In the training records sampled, staff's critical competencies were up to date. But there is a lack of central oversight and robust management procedures for the revalidation and completion of these competencies.

The service records water rescue specialist skills, but not other specialist skills such as heavy vehicle rescue. It plans to address this through its operational assurance group.

There is limited recording of competency and training for level two commanders and above. And this is not monitored effectively. The service should put mechanisms in place to make sure these officers have the competencies and training needed to command incidents.

Learning and improvement

Training for Nottinghamshire FRS staff is available through a mixture of face-to-face and e-learning packages. A specific training team also carries out critical competency training, such as in breathing apparatus use and incident command. Those staff we tested on breathing apparatus showed a good understanding of its use. Incident commanders tested incorporated elements of [national operational guidance](#) into their decision-making processes.

Staff spoke positively about the quality of training. Of the 216 respondents to our staff survey, 84 percent agreed that they had received enough training to enable them to do what is asked of them. And 84 percent of the 216 respondents were satisfied with their current level of learning and development.

The service's delivery assurance group monitors each commander during incidents, so it can give them feedback. But we were told that operational monitoring lacked structure, and training was out of date for several level two and level three incident commanders.

The service looks to learn from operational incidents and uses a digital debrief system to record learning points afterwards. When it issues safety-critical information, staff must confirm they have read it. Service-wide debriefs are held for large or significant incidents.

We were told that operational learning wasn't filtering through into changes in training. The service is addressing this through more closely aligning operational assurance and training teams.

Staff are unsure if training in areas such as fire safety and manual handling is compulsory. Training in areas such as site-specific risk identification is inconsistent.

The service has no clear professional development plan for non-operational staff. It should devise a training plan for all staff members and establish clear compulsory training requirements.

Nottinghamshire FRS lacks overall oversight and performance management when it comes to learning and improvement. We saw an example of this from 2018. The service identified shortfalls in its watch manager selection process. However, at the time of inspection, the service could not confirm if the necessary improvements were made due to this lack of oversight.

The service also isn't consistently using the learning from the complaints it receives to improve its practice. It doesn't closely monitor or review outcomes from complaints.

Ensuring fairness and promoting diversity



Requires improvement

Areas for improvement

- The service should improve communication around positive action through all levels of the organisation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Seeking and acting on staff feedback

Nottinghamshire FRS has various methods by which it gains feedback from its staff. This includes conferences and face-to-face engagement with senior leaders. The conferences are an opportunity to both receive information and give feedback. Staff said leaders are more visible now, and are approachable.

Staff submit suggestions through a scheme called Little Acorns. Ideas acted on include providing medical bags for flexi-duty officers and reducing the use of plastic cups and stirrers at the service's headquarters. In our survey of staff, of the 216 who responded, 81 percent agreed that there were opportunities for them to feed their views upwards in the service.

Nottinghamshire FRS's middle managers regularly attend briefings. The service recently introduced a process to make sure information from these briefings was passed to all staff. Previously some managers did this, and some didn't.

Representative bodies are positive about their relationship with senior leaders.

The service surveyed its staff in 2018 and worked with them to draw up a 25-point action plan afterwards. At the time of the inspection, it was not clear how much progress had been made against this action plan. The service should implement changes in a timely manner. This is especially important given that the survey indicated there may be instances of harassment and bullying.

The service monitors formal grievances and has oversight of informal grievances to spot trends and issues. Most staff we spoke to were confident about raising a grievance, but grievance policies were overdue for review.

Diversity

Nottinghamshire FRS doesn't yet reflect the community it serves. As of 31 March 2018, 3.3 percent of its firefighters were from a black, Asian and minority ethnic (BAME) background. This compares with a BAME residential population in the service area of 11.2 percent. Also, only 4.8 percent of its firefighters were female. However, the service has an established programme of positive action. It holds positive action days and is drawing up an equality plan. The service had a degree of success in attracting candidates from under-represented groups in its most recent wholetime firefighter recruitment process.

Nonetheless, there is a lack of overall co-ordination between groups set up to focus on equality and diversity. There is an equalities steering group and an employee engagement group which are independent to the service. Some staff within these groups felt they weren't being effective.

It is of concern that some male staff perceive that the selection tests for female firefighters applying to join the service are made easier. This isn't the case. If the service is to meet the equality and diversity commitments in its IRMP, its culture needs to change and its communication about positive action needs to improve.

Managing performance and developing leaders



Requires improvement

Areas for improvement

- The service should ensure individual performance targets clearly support objectives within the IRMP.
- The service should improve staff awareness and understanding of promotion and selection processes.
- The service should put in place an open and fair process to identify, develop and support high-potential staff and aspiring leaders.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing performance

There isn't sufficient management of individual performance at Nottinghamshire FRS. Senior management and staff told us there is no culture of performance management. The service has a personal development review (PDR) process and sets performance and development targets, but these don't link to the organisational objectives in its IRMP. Staff we spoke to commented on the lack of clear targets.

As of 31 March 2018, 71 percent of the service's control room staff, 69 percent of wholetime firefighters, 69 percent of support staff and just 27 percent of on-call firefighters had a completed PDR. The PDR process is expected to be completed by all staff every 12 months.

Staff told us the service's PDRs lacked corporate oversight and quality assurance, and one-to-one meetings with managers are inconsistent. Some staff who have a PDR found the process useful, but others see it as no more than a tick-box exercise. The service offers training in how to use the PDR system, but it is only for managers and isn't compulsory.

The service needs to make sure that individuals are set clear performance targets. This will drive continuous improvement.

Developing leaders

Nottinghamshire FRS has a promotion process and leadership framework that identifies development pathways for operational staff. The sample of promotion files we reviewed showed the process was applied fairly and in line with policy. The person specification and selection processes are linked to the leadership framework.

However, some staff we spoke to said the process for temporary promotions isn't seen as open and transparent because it isn't formally documented. The service should ensure all promotion opportunities and outcomes are consistently communicated. As of 31 December 2018, 68 staff had been temporarily promoted and the average length of temporary promotion was 267 days. Staff told us the large number of temporary promotions and frequent changes in management caused instability.

Nottinghamshire FRS has no process to identify, develop or support staff with high potential to be senior leaders of the future. The service has a springboard course aimed at women that is designed to increase confidence and self-awareness. There is also an aspiring leaders programme. However, this is aimed only at those who are currently non-managers and does not continue to support those who are already managers.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- Chartered Institute of Public Finance and Accountancy (CIPFA);
- public perception survey;
- our inspection fieldwork; and
- data we collected directly from all 45 fire and rescue services in England.

Where we collected data directly from fire and rescue services (FRS), we took reasonable steps to agree the design of the data collection with services and with other interested parties such as the Home Office. This was primarily through the FRS Technical Advisory Group, which brings together representatives from FRSs and the Home Office to support the inspection's design and development, including data collection. We gave services several opportunities to validate the data they gave us and to ensure the accuracy of the evidence presented. For instance:

- We asked all services to check the data they submitted to us via an online application.
- We asked all services to check the final data used in the report and correct any errors identified.

We set out the source of Service in numbers data below.

Methodology

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use [ONS mid-2017 population estimates](#). This is the most recent data available at the time of inspection.

BMG survey of public perception of the fire and rescue service

We commissioned BMG to survey attitudes towards fire and rescue services in June and July 2018. This consisted of 17,976 surveys across 44 local fire and rescue service areas. This survey didn't include the Isles of Scilly, due to its small population. Most interviews were conducted online, with online research panels.

However, a minority of the interviews (757) were conducted via face-to-face interviews with trained interviewers in respondents' homes. A small number of respondents were also interviewed online via postal invitations to the survey.

These face-to-face interviews were specifically targeted at groups traditionally under-represented on online panels, and so ensure that survey respondents are as representative as possible of the total adult population of England. The sampling method used isn't a statistical random sample. The sample size was small, varying between 400 and 446 individuals in each service area. So any results provided are only an indication of satisfaction rather than an absolute.

[Survey findings are available on BMG's website.](#)

Staff survey

We conducted a staff survey open to all members of FRS workforces across England. We received 2,905 responses between 1 October 2018 and 15 February 2019 from across 16 FRSs during this period in Tranche 2.

The staff survey is an important tool in understanding the views of staff who we may not have spoken to, for a variety of reasons, during fieldwork.

However, you should consider several points when interpreting the findings from the staff survey.

The results are not representative of the opinions and attitudes of a service's whole workforce. The survey was self-selecting, and the response rate ranged from 8 percent to 31 percent of a service's workforce. So any findings should be considered alongside the service's overall response rate, which is cited in the report.

To protect respondents' anonymity and allow completion on shared devices, it was not possible to limit responses to one per person. So it is possible that a single person could have completed the survey multiple times. It is also possible that the survey could have been shared and completed by people other than its intended respondents.

We have provided percentages when presenting the staff survey findings throughout the report. When a service has a low number of responses (less than 100), these figures should be treated with additional caution.

Due to the limitations set out above, the results from the staff survey should only be used to provide an indicative measure of service performance.

Service in numbers

A dash in this graphic indicates that a service couldn't give data to us or the Home Office.

Perceived effectiveness of service

We took this data from the following question of the public perceptions survey:

How confident are you, if at all, that the fire and rescue service in your local area provides an effective service overall?

The figure provided is a sum of respondents who stated they were either 'very confident' or 'fairly confident'. Respondents could have also stated 'not very confident', 'not at all confident' or 'don't know'. The percentage of 'don't know' responses varied between services (ranging from 5 percent to 14 percent).

Due to its small residential population, we didn't include the Isles of Scilly in the survey.

Incidents attended per 1,000 population

We took this data from the Home Office fire statistics, ['Incidents attended by fire and rescue services in England, by incident type and fire and rescue authority'](#) for the period from 1 October 2017 to 31 September 2018.

Please consider the following points when interpreting outcomes from this data.

- There are seven worksheets in this file. The 'FIRE0102' worksheet shows the number of incidents attended by type of incident and fire and rescue authority (FRA) for each financial year. The 'FIRE0102 Quarterly' worksheet shows the number of incidents attended by type of incident and FRA for each quarter. The worksheet 'Data' provides the raw data for the two main data tables (from 2009/10). The 'Incidents chart - front page', 'Chart 1' and 'Chart 2' worksheets provide the data for the corresponding charts in the statistical commentary. The 'FRS geographical categories' worksheet shows how FRAs are categorised.
- Fire data, covering all incidents that FRSs attend, is collected by the Incident Recording System (IRS). For several reasons some records take longer than others for FRSs to upload to the IRS. Totals are constantly being amended (by relatively small numbers).
- We took data for Service in numbers from the February 2019 incident publication. So figures may not directly match more recent publications due to data updates.
- Before 2017/18, Hampshire FRS did not record medical co-responding incidents in the IRS. It is currently undertaking a project to upload this data for 2017/18 and 2018/19. This was not completed in time for publication on 14 February 2019.

Home fire safety checks per 1,000 population

We took this data from the Home Office fire statistics, '[Home Fire Safety Checks carried out by fire and rescue services and partners, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Each FRS's figure is based on the number of checks it carried out and doesn't include checks carried out by partners.

Please consider the following points when interpreting outcomes from this data.

- Dorset FRS and Wiltshire FRS merged to form Dorset & Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.
- Figures for 'Fire Risk Checks carried out by Elderly (65+)', 'Fire Risk Checks carried out by Disabled' and 'Number of Fire Risk Checks carried out by Partners' don't include imputed figures because a lot of FRAs can't supply these figures.
- The checks included in a home fire safety check can vary between services. You should consider this when making direct comparisons between services.

Home fire safety checks may also be referred to as home fire risk checks or safe and well visits by FRSs.

Fire safety audits per 100 known premises

Fire protection refers to FRSs' statutory role in ensuring public safety in the wider built environment. It involves auditing and, where necessary, enforcing regulatory compliance, primarily but not exclusively in respect of the provisions of the [Regulatory Reform \(Fire Safety\) Order 2005 \(FSO\)](#). The number of safety audits in Service in numbers refers to the number of audits FRSs carried out in known premises. According to the Home Office definition, "premises known to FRAs are the FRA's knowledge, as far as possible, of all relevant premises; for the enforcing authority to establish a risk profile for premises in its area. These refer to all premises except single private dwellings".

We took this from the Home Office fire statistics, '[Fire safety audits carried out by fire and rescue services, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- Berkshire FRS didn't provide figures for premises known between 2014/15 and 2017/18.
- Dorset FRS and Wiltshire FRS merged to form Dorset & Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.
- Several FRAs report 'Premises known to FRAs' as estimates based on historical data.

Firefighter cost per person per year

We took the data used to calculate firefighter cost per person per year from the annual financial data returns that individual FRSs complete and submit to CIPFA, and [ONS mid-2017 population estimates](#).

You should consider this data alongside the proportion of firefighters who are wholetime and on-call / retained.

Number of firefighters per 1,000 population, five-year change in workforce and percentage of wholetime firefighters

We took this data from the Home Office fire statistics, '[Total staff numbers \(full-time equivalent\) by role and by fire and rescue authority](#)' as at 31 March 2018.

Table 1102a: Total staff numbers (FTE) by role and fire authority – Wholetime Firefighters and table 1102b: Total staff numbers (FTE) by role and fire authority – Retained Duty System are used to produce the total number of firefighters.

Please consider the following points when interpreting outcomes from this data.

- We calculate these figures using full-time equivalent (FTE) numbers. FTE is a metric that describes a workload unit. One FTE is equivalent to one full-time worker. But one FTE may also be made up of two or more part-time workers whose calculated hours equal that of a full-time worker. This differs from headcount, which is the actual number of the working population regardless if employees work full or part-time.
- Some totals may not aggregate due to rounding.
- Dorset FRS and Wiltshire FRS merged to form Dorset & Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.

Percentage of female firefighters and black, Asian and minority ethnic (BAME) firefighters

We took this data from the Home Office fire statistics, '[Staff headcount by gender, fire and rescue authority and role](#)' and '[Staff headcount by ethnicity, fire and rescue authority and role](#)' as at 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- We calculate BAME residential population data from ONS 2011 census data.
- We calculate female residential population data from ONS mid-2017 population estimates.
- The percentage of BAME firefighters does not include those who opted not to disclose their ethnic origin. There are large variations between services in the number of firefighters who did not state their ethnic origin.
- Dorset FRS and Wiltshire FRS merged to form Dorset & Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.

Annex B – Fire and rescue authority governance

These are the different models of fire and rescue authority (FRA) governance in England. Nottinghamshire Fire and Rescue Service is a combined FRA.

Metropolitan FRA

The FRA covers a metropolitan (large urban) area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

Combined FRA

The FRA covers more than one local authority area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

County FRA

Some county councils are defined as FRAs, with responsibility for fire and rescue service provision in their area.

Unitary authorities

These combine the usually separate council powers and functions for non-metropolitan counties and non-metropolitan districts. In such counties, a separate fire authority runs the fire services. This is made up of councillors from the county council and unitary councils.

London

Day-to-day control of London's fire and rescue service is the responsibility of the London fire commissioner, accountable to the Mayor. A Greater London Authority committee and the Deputy Mayor for Fire scrutinise the commissioner's work. The Mayor may arrange for the Deputy Mayor to exercise his fire and rescue functions.

Mayoral Combined Authority

Only in Greater Manchester. The Combined Authority is responsible for fire and rescue functions but with those functions exercised by the elected Mayor. A fire and rescue committee supports the Mayor in exercising non-strategic fire and rescue functions. This committee is made up of members from the constituent councils.

Police, fire and crime commissioner FRA

The police, fire and rescue commissioner is solely responsible for the service provision of fire & rescue and police functions.

Isles of Scilly

The Council of the Isles of Scilly is the FRA for the Isles of Scilly.

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