

# Resources and Fire & Rescue Overview and Scrutiny Committee

**27 February 2019**

## Agenda

The Resources and Fire & Rescue Overview and Scrutiny Committee will meet in **Committee Room 2, Shire Hall, Warwick on Wednesday 27 February 2019 at 2.00 p.m.**

Please note that this meeting will be filmed for live broadcast on the internet. Generally, the public gallery is not filmed, but by entering the meeting room and using the public seating area you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. All recording will be undertaken in accordance with the Council's protocol on filming and use of social media.

The agenda will be:

### **1. General**

#### **(1) Apologies**

#### **(2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests**

Members are required to register their disclosable pecuniary interests within 28 days of their election or appointment to the Council. A member attending a meeting where a matter arises in which s/he has a disclosable pecuniary interest must (unless s/he has a dispensation):

- Declare the interest if s/he has not already registered it
- Not participate in any discussion or vote
- Must leave the meeting room until the matter has been dealt with (Standing Order 39).
- Give written notice of any unregistered interest to the Monitoring Officer within 28 days of the meeting

Non-pecuniary interests must be declared in accordance with the Code of Conduct. These should be declared at the commencement of the meeting.

#### **(3) Minutes of the meeting of the Resources and Fire & Rescue Overview and Scrutiny Committee held on 12 December 2018**

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All public papers are available at [www.warwickshire.gov.uk/cmis](http://www.warwickshire.gov.uk/cmis)

## **2. Public Question Time**

Up to 30 minutes of the meeting is available for members of the public to ask questions on any matters relevant to the business of the Overview and Scrutiny Committee. Questioners may ask two questions and can speak for up to three minutes each. To be sure of receiving an answer to an appropriate question, please contact Helen Barnsley 2 working days before the meeting.

## **3. Questions to the Portfolio Holders relevant to the Overview and Scrutiny Committee**

Up to 30 minutes of the meeting is available for the Committee to put questions to the Leader and Portfolio Holders on any matters relevant to the remit of the Overview and Scrutiny Committee.

## **4. Work Programme 2018/19**

To consider the Committee's proposed Work Programme and future areas of scrutiny activity.

## **5. One Organisational Plan Quarter Three**

## **6. Warwickshire Fire and Rescue – HMICFRS final inspection report**

This report advises members of the HMICFRS final report and the gradings given to Warwickshire Fire and Rescue Service.

## **7. Warwickshire Fire and Rescue – IRMP Action Plan Task and Finish Group Final Report**

Report providing a review of the oversight provided by the IRMP Task & Finish Group for the development of an IRMP Action Plan 2019/20 in light of progress against the HMICFRS Action Plan and the outcomes of the MoU with West Midlands Fire Service.

## **8. Urgent Matters**

At the discretion of the Chair, items may be raised which are considered urgent (please notify Democratic Services in advance of the meeting).

The next meeting of the committee has been scheduled for Wednesday 5 June 2019, 2pm, Committee Room 2, Shire Hall, Warwick.

David Carter  
Joint Managing Director  
Shire Hall  
Warwick

**Resources and Fire and Rescue Overview and Scrutiny Committee**  
**Membership for the meeting 27 February 2019**

**Councillors:**

Parminder Singh Birdi (Vice-Chair), Sarah Boad, John Cooke, Judy Falp, Pete Gilbert, Andy Jenns, Bill Olnor, Maggie O'Rourke, Bob Stevens and Heather Timms (Chair)

**Portfolio Holders: -**

Councillor Peter Butlin – Deputy Leader

Councillor Kam Kaur– Customer and Transformation

Councillor Andy Crump – Fire & Rescue and Community Safety

For queries regarding this agenda, please contact:

Helen Barnsley, Democratic Services Officer  
Tel: 01926 412323, e-mail: [helenbarnsley@warwickshire.gov.uk](mailto:helenbarnsley@warwickshire.gov.uk)

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**Minutes of the meeting of the  
Resources and Fire & Rescue Overview and Scrutiny Committee  
held on 12 December 2018**

**Present:**

**Members of the Committee:**

Councillors Parminder Singh Birdi (Vice-Chair), John Cooke, Judy Falp, Pete Gilbert, Andy Jenns, Maggie O'Rourke, Bob Stevens and Heather Timms (Chair)

**Other County Councillors:**

Peter Butlin - Deputy Leader and Portfolio Holder for Finance and Property  
Andy Crump - Portfolio Holder for Fire & Community Safety  
Kam Kaur – Portfolio Holder for Customer and Transformation

**Officers:**

Mark Allen	Group Commander (Head of Response)
Helen Barnsley	Democratic Services Officer
Vanessa Belton	Performance and Improvement Business Partner
John Betts	Assistant Director (Finance & ICT)
Kushal Birla	Assistant Director (Business & Customer Services)
David Carter	Joint Managing Director (Resources)
Craig Cusack	Assistant Director (Enabling Services)
Sarah Duxbury	Assistant Director (Governance & Policy)
Andy Hickmott	Chief Fire Officer
Mandeep Kalsi	Performance Officer
Rob Moyney	Deputy Chief Fire Officer
Rob Musekiwa	Digital by Design Lead
Chris Norton	Financial Services Manager
Karen Smith	Customer Relations Manager
Steve Smith	Assistant Director (Commissioning Support Unit)

**1. General**

**(1) Apologies**

Councillor Bill Olnor (replaced by Councillor Richard Chattaway)  
Councillor Sarah Boad

**(2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests**

None

**(3) Minutes of the meeting held on 19 September 2018**

**Resolved**

That the minutes of the meeting held on 19 September 2018 were approved as a correct record. There were no matters arising.

## **2. Public Question Time**

There were no public questions received or presented at the meeting.

## **3. Questions to the Portfolio Holders relevant to the Overview & Scrutiny Committee**

None

## **4. Work Programme 2018-19**

Following a question from Councillor Bob Stevens, the Committee agreed that a report regarding the progress of the broadband rollout across the county would be discussed at the next Chair and Party Spokes meeting being held on January 29, 2019.

### **Resolved**

The Committee agreed the work programme as set out in the report.

## **5. One Organisational Plan Quarterly Progress Report: April to September 2018**

Steve Smith, Assistant Director (Commissioning Support Unit) presented the report to the Committee. The full report was presented to Cabinet on 8 November 2018; the information presented to the Committee was relevant just to their remit.

With reference to the performance of the Warwickshire Fire & Rescue Service, Councillor Maggie O'Rourke noted the improvement in response time but asked for clarification regarding the increase in the overall number of incidents attended. Rob Moyney, Deputy Chief Fire Officer confirmed that the increase was a national trend; in particular there had been an increase of 40% in incidents over the summer (again, nationwide).

Following a question from Councillor Judy Falp with reference to fire related deaths, it was confirmed that all fire related deaths over the last 12 months are currently subject to serious case reviews meaning that some information was confidential. However, it was noted that some factors such as smoking and mobility were common factors. The serious case reviews are being carried out with partner agencies and the Committee will receive an update when appropriate.

The Committee wished it to be noted that they congratulated the whole fire service for their successful prevention work, and work with partnership agencies. All the work they do is fully appreciated.

Councillor Maggie O'Rourke commented that it was encouraging to see an increase in the staff engagement result from the staff survey; but raised concerns over the levels of staff sickness and absence.

In response it was highlighted to the Committee that sickness absence and the steps being taken to address it are considered by the Staff and Pensions Committee. Councillor Kam Kaur confirmed that there is a new occupational health provider in place and a series of actions to improve performance have been identified as outlined in the full report. The long term policy plans will be reviewed over the next six months.

## **Resolved**

That the Committee considers and comments on the progress of the delivery of the One Organisational Plan 2020 for the period as contained in the report.

### **6. Warwickshire Fire & Rescue Service – Activity in Addressing the Risks Associated with Derelict Buildings**

Mark Allen, Group Commander (Head of Response) presented the report on the activities carried out by WFRS in addressing the risks associated with derelict buildings. The report covers plans for the county as a whole, as well as national programmes.

There is also information on programmes specific to Rugby which has had a series of issues relating to derelict buildings. Particular mention was given to the Imperial House Public House which had a series of incidents that led to action being taken by WFRS. The action taken in Rugby was completed through shared responsibility with key stakeholders and joint agency working.

The Committee noted that since the programme started in 2017, WFRS has made progress including the demolition of derelict buildings, legal action against building owners and the implementation of better monitoring processes. Moving forward the plan is to continue with the prevention education programme, install CCTV on sites that are derelict and to create an accurate national record of incidents, costs and effects. There is also a plan in place to push the programme that has worked in Rugby throughout the rest of the county. It is hoped that the planned introduction of a stakeholder letterhead for any correspondence from the group would help highlight the work carried out so far and the plans moving forward for the programme.

It was noted that one issue that can impact the work carried out by the programme is in relation to planning. The National Planning Policy Framework guidelines allow for a three year period after permission is granted; this includes permission for demolition work. The Committee noted that the planning committee should be aware of this in considering any applications.

The Committee commented that the programme was an excellent initiative and example of agencies all working together. Councillors agreed to speak to colleagues at district and borough councils to encourage all local authority tiers to work together with the fire service.

## **Resolved**

That the Committee consider and comment on the content of the report

### **7. Treasury Management Monitoring Report**

Chris Norton, Financial Services Manager presented the report in respect of Treasury Management in respect of the first six months of 2018/19 to 30 September 2018.

The report concentrated on the security, liquidity and returns on investments and the risks associated as well as the performance of the pension fund

Following a question regarding the early repayment of loans, it was confirmed to the Committee that the debts are not increasing and there are high penalties for early repayment; it is not considered a worthwhile option.

## **Resolved**

That the Committee considers and comments on Treasury Management in respect of the first six months of 2018-19 to 30 September 2018.

### **8. Corporate Customer Feedback Annual Report 2017-18**

Karen Smith, Customer Relations Manager presented the report to the Committee and welcomed questions and comments from the Committee.

It was confirmed to the Committee that the complaints procedure is reviewed incrementally. At the moment, the "contact us" information provided to the public is being reviewed to confirm if it is still fit for purpose.

Following a question from Councillor Judy Falp it was confirmed that identifying a single common theme in the complaints received is difficult due to the wide range of services provided by the council. However, communication and managing customer expectations are themes that can be found across services and this is an area that needs to be developed.

It was noted that the council ensures that the right communication channels are in place for residents; recognising that one size does not fit all. The current digital review underway provides an opportunity to review the accessibility of the website and what could be done to make it better for users.

It was confirmed by Craig Cusack, Assistant Director (Enabling Services) that detailed customer feedback had been used in the redesign of the website. There is a Digital Standards Working Group that ensures that the council is always fully compliant with requirements.

## **Resolved**

That the Committee considers and comments on the report.

**9. Digital & Technology Strategy Update**

Craig Cusack, Assistant Director (Enabling Services) presented the report to the Committee which had been approved by Cabinet at its meeting on September 13, 2018.

It was highlighted to the Committee that section two of the report concentrated on the Digital and Technology Strategy and the background and context of the programme. The programme will also include an insight review of all the data requirements for the council including the need to share with partner agencies.

With reference to the content of the webpages it was confirmed that there will be a dialogue with all the services about what they think should still be included and what the users want to see.

The programme is currently on target to launch the new website on January 23, 2019.

Following a question from the Chair relating to a link between school applications and transport requirements, it was confirmed by Rob Musekiwa, Digital by Design Lead that work is currently in progress with the schools administration team and the transport team on this issue. The proposed launch date for this service is currently September 2019.

**Resolved**

That the Committee considers and comments on the report.

**10. Urgent Matters**

None

**11. Exempt Minutes of the meeting held on 19 September 2018**

**Resolved**

That the exempt minutes of the meeting held on 19 September 2018 were approved as a correct record.

The meeting rose at 3.09p.m.

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Chair



## Resources and Fire & Rescue Overview and Scrutiny Committee

**27 February 2019**

### Questions to Cabinet Portfolio Holders

#### Recommendation

That the Resources and Fire & Rescue Overview and Scrutiny Committee consider the forthcoming Cabinet and Portfolio Holder decisions relevant to its remit, asking any relevant questions and considering areas for further scrutiny, where appropriate.

#### 1.0 Cabinet and Portfolio Holder Decisions

- 1.1 The decisions relevant to the remit of the Committee are listed below. Members are encouraged to seek updates on decisions and identify topics for pre-decision scrutiny. The Portfolio Holder for Customer and Transformation and the Portfolio Holder for Fire and Community Safety may be in attendance at the meeting to answer any questions from the Committee.
- 1.2 The remit of the Committee covers the following - Fire & Rescue, budget, medium term financial plan, corporate business plan, planning and performance arrangements, finance, property, information technology, facilities management, workforce strategy and development, law and governance, libraries, customer service and communications
- 1.2 The list was last updated from the Forward Plan on 18 February 2019.

Decision	Description	Date due	Decision Maker
Treasury Management Strategy Statement 2018/19	Treasury Management Strategy Statement 2018/19	7 March 2019	Cabinet
Approval to Procure - Temporary Agency & Interim Staffing	The Council's current contract for the provision of agency staffing is due to expire on 30th November 2019. This report is seeking approval from Cabinet to commence an appropriate procurement process to secure a replacement contract effective from December 2019	7 March 2019	Cabinet

2019/20 Service Estimates	The purpose of this report is to seek agreement, at a detailed level, as to how each Business Unit plans to use the resources allocated in 2019/20 by Full Council in February 2019, alongside the final year of the 2017-20 savings plan.	11 April 2019	Cabinet
TUPE of ACE Workforce	A report to consider the risks to Warwickshire County Council of the TUPE of staff from the 4 other LA's in ACE	16 May 2019	Cabinet

## Background Papers

None

	Name	Contact Information
Report Author	Helen Barnsley	<a href="mailto:helenbarnsley@warwickshire.gov.uk">helenbarnsley@warwickshire.gov.uk</a>
Head of Service	Sarah Duxbury	<a href="mailto:sarahduxbury@warwickshire.gov.uk">sarahduxbury@warwickshire.gov.uk</a>
Joint Managing Director	David Carter	<a href="mailto:davidcarter@warwickshire.gov.uk">davidcarter@warwickshire.gov.uk</a>
Portfolio Holder	Cllr Kam Kaur Cllr Peter Butlin Cllr Andy Crump	<a href="mailto:cllrkaur@warwickshire.gov.uk">cllrkaur@warwickshire.gov.uk</a> <a href="mailto:cllrbutlin@warwickshire.gov.uk">cllrbutlin@warwickshire.gov.uk</a> <a href="mailto:cllrcrump@warwickshire.gov.uk">cllrcrump@warwickshire.gov.uk</a>

## Resources and Fire & Rescue Overview and Scrutiny Committee

27 February 2019

### Work Programme 2019/20

#### Recommendations

That the Resources and Fire and Rescue Services Overview and Scrutiny Committee:

- 1) Agrees the updated 2019/20 Work Programme and makes any additional comments or changes, as required; and
- 2) Notes the scheduled future meeting dates.

#### 1. Work Programme

The updated Work Programme for 2019/20 is attached at Appendix A and will show the committee what items have been considered and what is still outstanding.

#### 2. Briefing Notes

A number of briefing notes have been provided or scheduled to be provided to the committee during 2019/20 as listed in Appendix A.

#### 3. Dates of Future Meetings

Future meetings of the Committee have been scheduled for 2pm on the following dates:

- 5 June 2019
- 26 September 2019
- 18 December 2019
- 25 March 2020

	Name	Contact details
<b>Report Author</b>	Helen Barnsley	<a href="mailto:helenbarnsley@warwickshire.gov.uk">helenbarnsley@warwickshire.gov.uk</a> 01926 412323
<b>Head of Service</b>	Sarah Duxbury	<a href="mailto:sarahduxbury@warwickshire.gov.uk">sarahduxbury@warwickshire.gov.uk</a> 01926 412090
<b>Joint Managing Director</b>	David Carter	<a href="mailto:davidcarter@warwickshire.gov.uk">davidcarter@warwickshire.gov.uk</a> 01926 412564

**Resources and Fire & Rescue Overview and Scrutiny Committee  
Work Programme 2019/20 – 27 February 2019**

**Appendix A**

**Items for future meetings**

Item	Report detail	Date of next report
Questions to the Portfolio Holders / Forward Plan	Report which includes Forward Plan decisions relevant to the remit of the Committee	* Standing item for every meeting
Treasury Management	Updated briefing note to be provided to the Committee regarding Capital Slippage	*Standing item for every other meeting – <b><i>next due 5 June 2019</i></b>
Finance	Capital Strategy	5 June 2019
Performance	One Organisational Plan Quarterly Progress Report - Q2	27 February 2019
Warwickshire Fire and Rescue	HMICFRS final inspection report	27 February 2019
	WFRS Task and Finish Group – IRMP Report	27 February 2019
	A report in relation to recent fire deaths and the responses from WFRS following the serious case reviews; to include information on the evaluation process and partnership working	26 September 2019
Enabling Services	A report regarding the progress of the broadband rollout across the county. Information will include the delivery targets, issues relating to older technology and other outside considerations	5 June 2019

**Resources and Fire & Rescue Overview and Scrutiny Committee  
Work Programme 2019/20 – 27 February 2019**

**Appendix A**

**Briefing Notes requested**

Item	Briefing Note detail	Date requested	Date circulated
Enabling Services	Briefing note to be provided on the feedback received regarding the newly launched website. (30 days after initial launch)	29 January 2019	
Warwickshire Fire & Rescue	Information regarding work being done with the District and Borough Councils following the public enquiry into Grenfell Tower	10 September 2018	<p align="center"><b><u>PLEASE NOTE</u></b></p> <p align="center">This will be available once the outcome of the official Grenfell enquiry is known</p>

**Any other Business**

Item	Detail	Date raised	Completed
Digital & Technology Strategy Update	The Digital & Technology Strategy programme was noted to be on target to launch the new website on January 23, 2019	12 December 2018	Successful launch on January 23, 2019

## Resources and Fire & Rescue Overview & Scrutiny Committee

27 February 2019

### One Organisational Plan Quarterly Progress Report: April to December 2018

#### Recommendation

That the Overview and Scrutiny Committee Considers and comments on the progress of the delivery of the One Organisational Plan 2020 for the period as contained in the report.

#### 1. Introduction

- 1.1. The One Organisational Plan (OOP) Quarterly Progress Report for the period April 1st to December 31st 2018 was considered and approved by Cabinet on 22nd January 2019. It provides an overview of progress of the key elements of the OOP, specifically in relation to performance against key business measures, strategic risks, workforce management, revenue and capital budgets, reserves and savings targets and financial information on Business Units.
- 1.2. This report draws on information extracted from the Cabinet report to provide this Committee with information relevant to its remit.

#### 2. One Organisational Plan 2020: Strategic Context

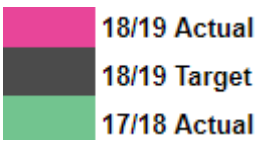



- 2.1 The OOP 2020 Plan aims to achieve two high level Outcomes. Performance is assessed against 62 Key Business Measures (KBM's) which are grouped under, and reported against, the seven agreed policy areas.

Outcome	Policy Area	No. of KBM's
<b>Warwickshire's communities and individuals are supported to be safe, healthy and independent</b>	Adult Social Care	8
	Children are Safe	15
	Community Safety and Fire	6
	Health and Wellbeing	6
<b>Warwickshire's economy is vibrant and supported by the right jobs, training, skills and infrastructure</b>	Economy, Infrastructure and Environment	10
	Education & Learning	3

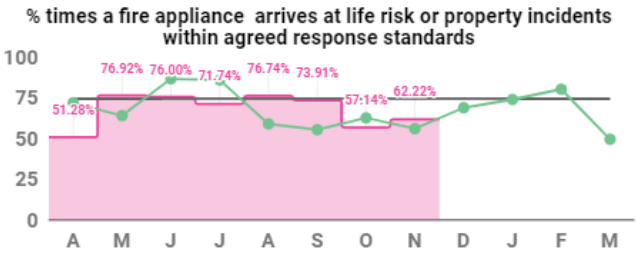


To demonstrate OOP delivery by ensuring that **WCC makes the best use of its resources** a total of 14 Key Business Measures have been presented on 1 dashboard.

- 2.2 At this point in time it is considered that 62.5% (10) of KBMs are currently achieving target while the remainder 37.5% (6) of KBMs are behind target. 2 KBMs do not have a target set.
- 2.3 This section presents KBMs where significant good performance or areas of concern need to be highlighted for 18 KBMs across 2 policy areas as appropriate for this Committee;

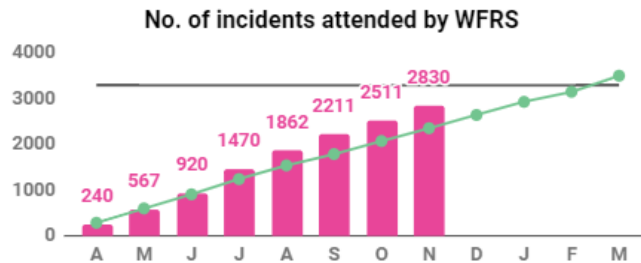
### One Organisational Plan Key Business Measures Scorecard

	<b>Trend</b>	Trend over longer time period
	<b>DoT</b>	Direction of Travel (DoT) over recent period
		Performance Improving
		Performance Declining
		Performance is Steady

NB performance reporting is based on latest available data for the period 1st April to 30th November 2018.

Community Safety and Fire				
Areas of concern and remedial action				
<p style="text-align: center;">% times a fire appliance arrives at life risk or property incidents within agreed response standards</p> 				
<b>15/16</b>	<b>16/17</b>	<b>17/18</b>	<b>Trend</b>	<b>DoT</b>
75%	72.8%	68.36%		
<p>This year to date the % first appliance attending life risk incidents within the agreed response standard of 10 minutes was at an average of 68.24% and this is below the expected target of 75%. The latest period has seen a significant reduction in the response standards achieved with an average of 59.68%, which has reduced from 74.19% in the previous quarter. Response standards are monitored on a monthly basis by the Service and trends for unsuccessful incidents investigated. When investigating response standards 40% (31 out of 77 incidents) of road traffic collision incidents are unsuccessful in terms of first appliance attendances within 10 mins, particularly on the motorway network where access issues and travel distances can prove challenging.</p>				

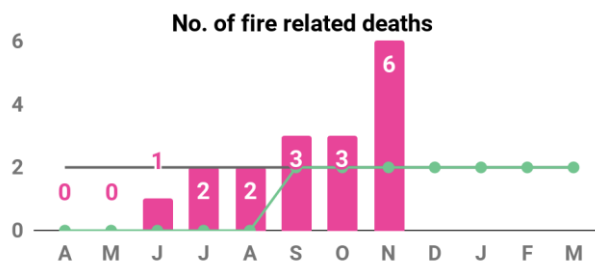
The Service is proactively delivering road safety awareness initiatives with partner agencies at key locations across the County. In areas where the Service has been typically unsuccessful in meeting the 10 minute response standard preventative activity has been increased e.g. Safe and Well visits in the home. Performance for the month of December was similar to November with 57.89% of life risk and property incidents meeting the agreed response time of 10 minutes.



15/16	16/17	17/18	Trend	DoT
3306	3076	3491	↔	↑

Comparing 2018/19 to the same period in 2017/18 there has been an increase in the number of incidents attended of 20% (482 incidents) and compared to last year levels have increased by 24%. The extended period of hot, dry weather during July accounts for the overall increase as the average number of daily incidents attended doubled and those fires which do not involve property or vehicles tripled. Overall levels of incident activity in all key headline categories have increased compared to the same period last year; fires involving property or vehicles 8% (39 incidents), fires not involving property or vehicles 23% (110 incidents), false alarms 23% (255 incidents), road traffic collisions 16% (33 incidents) and special services, incidents of this type include assistance to other agencies, animal rescues and affecting entry, 14% (46 incidents). The Service monitors levels and types of incidents to address any emerging issues to inform community prevention activities.



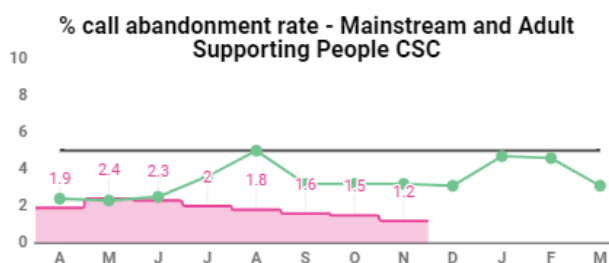


15/16	16/17	17/18	Trend	DoT
0	3	2	↓	↑

At the end of November there have been 2 confirmed fire related deaths in the home. In addition, there have been 4 more suspected fire related deaths; 1 as a result of an incident on the M40 in September, 3 were recorded during November: 1 at a caravan used as a home and the other 2 were in the home during separate incidents. The official Coroner's verdict is awaited for these deaths. Every fire related death in the home is comprehensively investigated by the Service and partners to identify any learnings which will, in turn, inform proactive and targeted fire safety campaigns across the County.

**Warwickshire makes the best use of its resources**

**Areas of good progress**



15/16	16/17	17/18	Trend	DoT
6.32	2.9	3.5	↑	↓

The average abandonment rate during October and November has been 1.35% against a target of 5%. The average for the same period last year was 3.2%. The service continues to closely monitor this measure.

### Areas of concern and remedial action

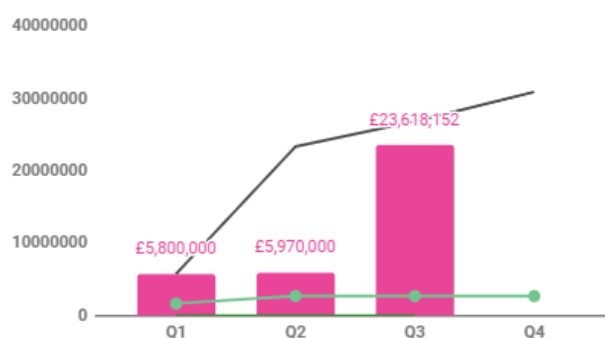
No. of LGSCO, JR cases or ICO adverse decisions for WCC



15/16	16/17	17/18	Trend	DoT
New measure		13	N/A	<span style="color: red;">↑</span>

So far this year there have been 10 adverse decisions made against the Council, 8 upheld decisions by the Local Government & Social Care Ombudsman (LGSCO) and 2 upheld decisions by the Information Commissioner - there have been no adverse Judicial Review findings. The corporate target is no more than 12 adverse decisions and therefore the Council is still within this target with the final quarter to go. Of the 8 upheld decisions by the LGSCO 4 related to the People Directorate (3 Adult Social Care and 1 Blue Badge) and 4 related to the Communities Directorate (2 Education and Learning and 2 Transport & Economy (Highways)). A Corporate Customer Feedback report was presented to Resources, Fire and Rescue Overview and Scrutiny Committee in December, which included key activities to address areas raised.

Value of sales received (£m)



15/16	16/17	17/18	Trend	DoT
New measure		£2,706,540	N/A	<span style="color: green;">↑</span>

Four target receipts have been delivered to the value of £23,618,152. The initial Europa Way receipt has been received to the value of £17,577,252 and will be followed by a further receipt on 29/11/2020 to the value of £6,023,000. The savings target from land sales is £854,048 and £746,346 has been achieved to date. The Eastborough Way receipt is now unlikely to be achieved this year resulting in a shortfall in the savings target this year (£107,702).

2.4 More detailed progress on the remaining KBMs relevant to this Committee is reported through the Scorecards in Appendix A.

## Financial Commentary – relevant finance information taken from Cabinet report

### 3. Revenue Budget

3.1.1 The Council has set the following performance threshold in relation to revenue spend: a tolerance has been set of zero overspend and no more than a 2% underspend. The following table shows the forecast position for the Business Units concerned.

	2018/19 Budget £'000	2018/19 Outturn £'000	Revenue Variance £'000 %	Retained Reserve s £'000	Financial Standing £'000
Customer Service	9,106	9,090	(16) -0.18	(654)	(670)
No financial issues to highlight					
Finance	3,746	3,589	(157) -4.19	(880)	(1,037)
Overall there is a small underspend being forecast. This may reduce if investments in improvements to financial systems (which were originally to be funded from reserves) can be implemented before the end of the financial year.					
HR & OD	4,914	4,926	12 0.24%	(335)	(323)
The overall position for HROD once the corrections have been made would result in an underspend of c£134k. Staffing vacancies/gaps pending recruitment continue to result in underspends in advisory and HSW. However these are offset by costs associated with implementation of Your HR					
ICT Services	8920	8664	(256) -2.87%	(220)	(476)
The impact on subscriptions target due to withdrawal of a Multi Academy Trust in the Schools Traded Services has been partly addressed through reduction in expenditure. Delays in the contracts for Project Connect (telephony) and a number of other projects have resulted in underspends. The Project Connect underspend will be required to fund the contract going forward. The forecast for Production Services is dependent on estimates of contract costs which are under negotiation.					
Law & Governance	1,000	507	(493) -49.3%	(213)	(706)
The assumption for the remainder of 2018/19 is that trading activity will remain healthy. New external income has been generated for legal services this financial year and internal demand remains high. Underspends in Democratic Services are as a result of staffing vacancies.					

Performance	5,303	5,602	299 5.64%	(25)	274
The forecast overspend reflects the significant progress on various transformation projects, the funding for which was always planned to be funded from specific reserves held for this purpose. The effect of this proposed action will be to restore the Business Unit to an underspend position, as was always the case excluding transformation.					
Property Services	10,635	10,495	(140) -1.32%	(501)	(641)
Increased trading activity within Enabling Services has improved the overall budget position. The Eastborough Way capital receipt is a risk which would impact on savings targets and negotiations are ongoing with the developer					
Fire & Rescue	19,838	19,314	(524) -2.64%	(1,516)	(2,040)
There is an underspend at quarter 3 of £524k, the reasons for the majority of this underspend; £151k relates to FF Pensions and is a result on no ill-health retirements, £164k is against the FF pay award which was awarded at 1% less than budgeted for, £108k is ring-fenced for the RDS FF pensionable pay issue and £85k relates to unallocated general inflation. At quarter 3 the Service will request to transfer a net £440k of this £524k into earmarked reserves to support a number of anticipated pressures in 2019/20 including the replacement of ICT equipment and to provide breathing apparatus training for 2019/20 while confirming the collaboration arrangements with West Midlands Fire Service. Based on the current forecast, following the quarter 3 transfers to and from reserves the service would end the year with an underspend of £84k.					

## 3.2 Reserves

3.2.1 The following Business Units are seeking approval from Cabinet to draw from reserves to support delivery of their plans in the current year as follows

### Fire & Rescue (£0.196 million)

- £0.046 million from the Fire Control Project reserve to support the final stages of the Joint Control Project with Northamptonshire FRS.
- £0.150 million from the Emergency Services Mobile Communications Programme reserve. This reserve includes £0.150 million of service savings that are not ring-fenced for this project. The Service would like to transfer £0.150 million from this reserve in to the RSFRS reserves to support IT replacement projects in 2019/20.

3.2.2 Business Units are also seeking Cabinet approval to put money into reserves, mostly from current underspends, for use in future years as follows:

**Fire & Rescue (£0.636 million)**

- £0.023 million added to service savings reserve to support spending pressures in 2019/20.
- £0.414 million added to the RSFRS reserve as the Service has two major pieces of IT equipment due for replacement in 2019/20, Station End equipment and Mobile Data Terminals. This transfer will go towards supporting these spending pressures in 2019/20.
- £0.186 million added to the Fire Service Training reserve as the Service is currently considering options for the provision of future training facilities. Once plans have been finalised there will be an interim period whereby the Service will have to outsource some of the operational training. Transferring this funding into the training reserve will provide support for funding the interim arrangements.
- £0.013 million added to Emergency Services Mobile Communications Programme reserve from current year underspends in the project.

**Property Services (£0.007 million)**

- £0.007 million contribution to the One Public Estate reserve as a result of the delayed start in delivering One Public Estate.

**3.3 Delivery of the 2017-20 Savings Plan**

3.3.1. The savings targets and forecast outturn for the Business Units concerned are shown in the table below.

	<b>2018/19 Target £'000</b>	<b>2018/19 Actual to Date £'000</b>	<b>2018/19 Forecast Outturn £'000</b>	<b>2018-2020 Implementation Status</b>
Customer Service	10	10	10	G
Finance				
Finance	65	65	65	G
The savings for 2018/19 have already been delivered. There is still an additional £95k to identify for 2019/20, but the service is confident that this is deliverable and it will form part of the Finance functional operating model considerations.				
HR & OD	75	75	75	G
The savings for 2018/19 have already been delivered. Plans are in place to achieve the 2019/20 savings linked in part to the implementation of Your HR				

ICT Services	363	363	363	G
2018/19 savings have already been delivered. Delivery of the 2019/20 savings is subject to clarity in relation to approach for new operating model and end user computing strategy.				
Law & Governance	49	49	49	G
Savings in Legal due to be delivered via external legal income.				
Performance	55	55	55	G
Property Services	1,583	1,432	1,475	R
Strategic Sites - Savings of £732,432 have been secured for 2018/19 against the target of £854,048. It is anticipated that £746,346 will be received in 18/19. The remaining £107,702 was planned to be delivered from the receipt at Eastborough Way. The RAG status for Eastborough Way has however been amended to red to reflect the current uncertainty regarding phased payments as a result of the planning requirement for a toucan crossing. 2019/20 savings of c£576k for Top Farm are currently at risk due to underestimated infrastructure charges via S.106. The impact has yet to be fully assessed and mitigation measures exhausted.				
Fire & Rescue	0	0	0	A
Savings options for 2019/20 are being considered and as such there is uncertainty on how these might be delivered, as a result the RAG rating remains Amber.				

### 3.4 Capital Programme

3.4.1. The table below shows the approved capital budget for the business units, any slippage into future years and the RAG status at Quarter 3.

	Approved budget for all current and future years (£'000)	Slippage from 2018/19 into Future Years £'000	Slippage from 2018/19 into Future Years (%)	Current quarter - new approved funding / schemes (£'000)	Newly resourced spend included in slippage figures (£'000)	All Current and Future Years Forecast (£'000)
Fire & Rescue	9585	(9)	0	0	27	9,612
Slippage caused by minor amendments to the timing of payments on schemes.						
Customer Service	2518	0	0	0	0	2518
ICT Services	23,734	(4,348)	-45%	32	14	23,780
Slippage has occurred on BDUK due to civil engineering complications, this has resulted in the need for a revised delivery programme.						
Property Services	29,221	(2,109)	-14%	419	0	29,640
£0.473 million relates to Rationalisation of County Storage / Montague Road project, due to the requirement of re-scoping work at Budbrooke to meet the service requirements of highways. Rural Services Capital Maintenance has slippage of £0.611 million as a result of staff changes and prioritisation of projects. There is also slippage on the strategic land sites of £1.024 million, due to the inaccurate forecast of contingency funds.						

## 4. Supporting Papers

4.1 A copy of the full report and supporting documents that went to Cabinet on the 22nd January 2019 is available via the following [link](#) and in each of the Group Rooms.

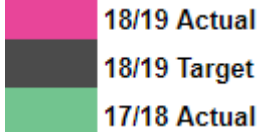



## 5. Background Papers

None

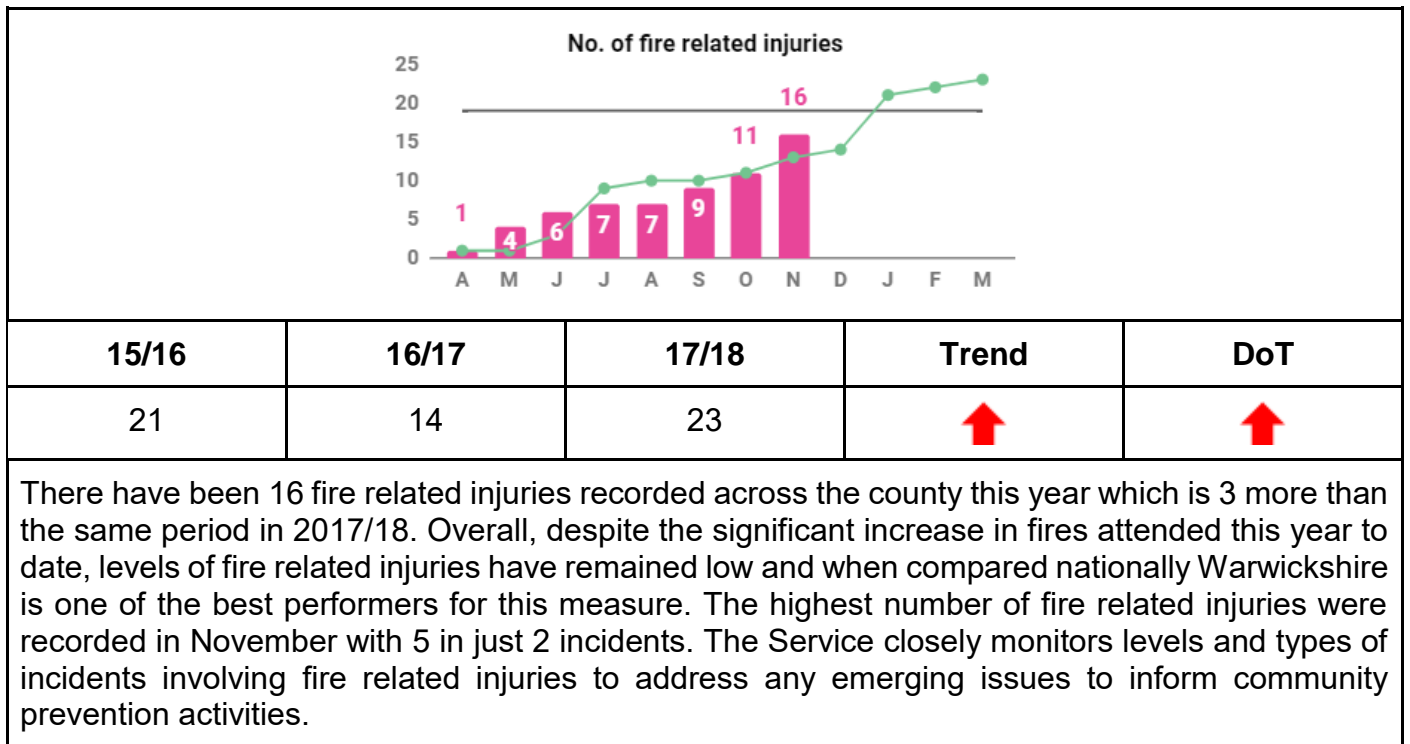
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## Appendix A One Organisational Plan Key Business Measures Scorecard

	<b>Trend</b>	Trend over longer time period
	<b>DoT</b>	Direction of Travel (DoT) over recent period
		Performance Improving
		Performance Declining
		Performance is Steady

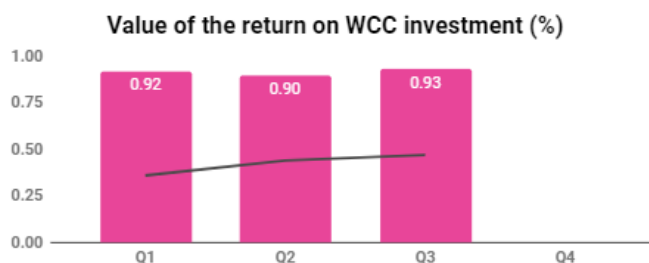
NB performance reporting is based on latest available data for the period 1st April to 30th November 2018.





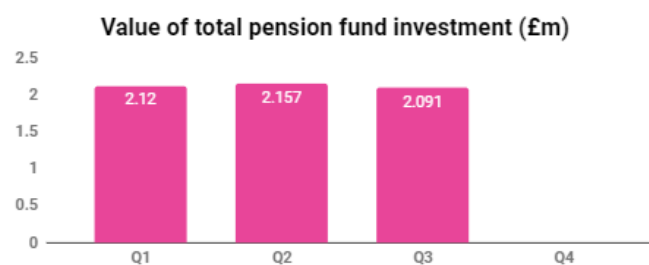
15/16	16/17	17/18	Trend	DoT
N/A	54.9%	62.3%	↑	↔

This figure shows the percentage digital take-up for those services where there is a digital offer for customers. The outturn for October and November is an average of 65.55%, against a target of 65%. The average for the same period last year was 62.9%.



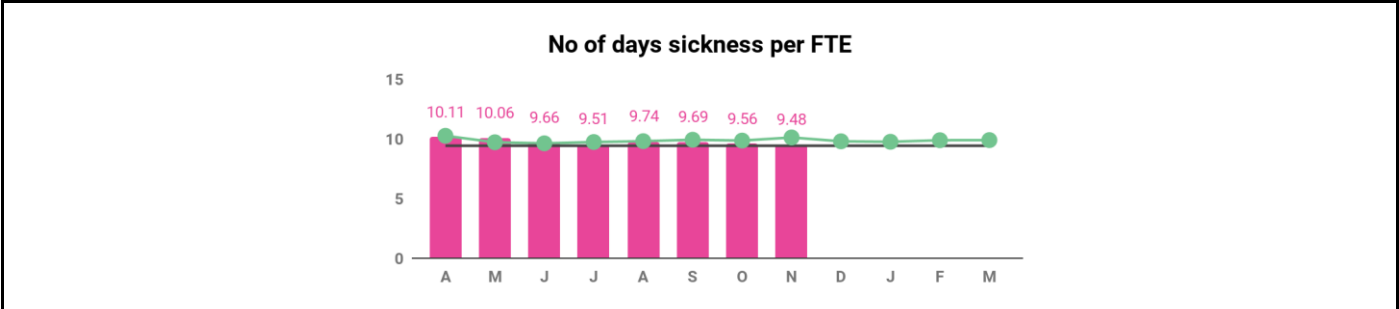
15/16	16/17	17/18	Trend	DoT
New measure			N/A	↔

Investment income continues to track above the target. There have been no significant changes in the overall rate of return.



15/16	16/17	17/18	Trend	DoT
New measure			N/A	↔

Equity market volatility is reflected in the fund value through the year to date. However, the fund is made up of a mixture of higher risk/return investments such as equities and also lower risk lower return investments such as bonds in order to diversify risk overall.



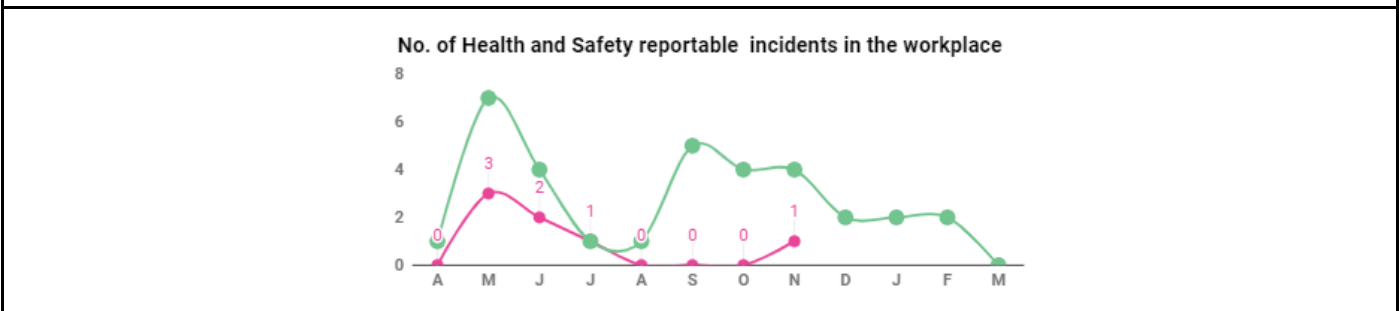
2012	2014	2016	Trend	DoT
10.26	9.9	9.87	↓	↓

The rolling 12 months figure for absence is 9.48 days per fte (against a target of 9.4) which is a reduction on the figure for the same period last year (10.09). Sickness absence has been considered by the Staff and Pensions Committee. Focus continues to be on proactive interventions around wellbeing, the new Occupational Health Contract and targeted action on high absence rates/ common reasons for absence. The Service has set up a sickness absence monitoring group and continue to take a proactive approach to absence management.



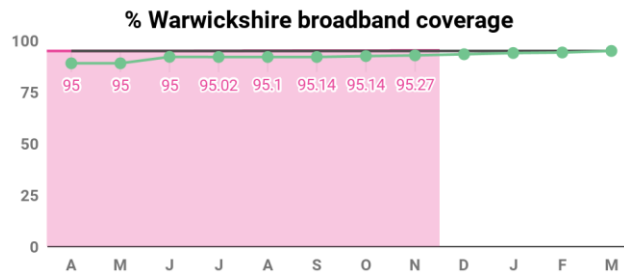
15/16	16/17	17/18	Trend	DoT
66%	67%	70%	↑	↑

75% achieved in 2018 sees a 5% increase from 2016 and is 8% above the local authority benchmark of 67%. The score is calculated from six employee engagement questions within the Your Say survey, five of these questions have seen an increase since 2016 which is excellent.



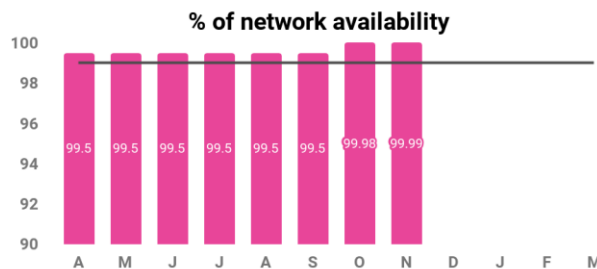
15/16	16/17	17/18	Trend	DoT
New measure		33	N/A	↑

The number of incidents in 2018/19 have been considerably lower than 2017/18. The Service is continuing to track the trend.



15/16	16/17	17/18	Trend	DoT
89%	92.02%	95%	↑	↑

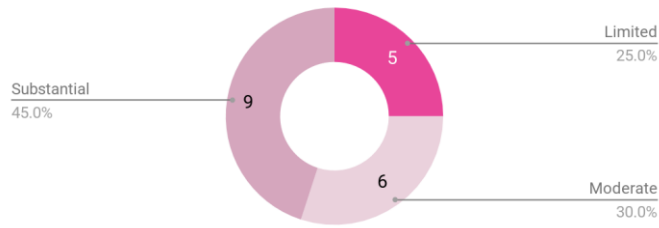
Contract 2 (there are three contracts of work that have been issued under the Coventry, Solihull and Warwickshire (CSW)/ Broadband Delivery UK programme) is in its final two quarters and will deliver according to plan. This means that now over 65,000 properties across CSW are able to connect to the fibre network as a result of works carried out, currently 96.54% Coverage. The CSW Broadband Project has been successful with a Department for Digital, Culture, Media and Sport (DCMS) bid for new publicity funding. The CSW bid was the top scoring bid nationwide and this extra funding will help to ensure that take-up in the area is maximised and that residents are able to take full advantage of superfast broadband services for both business and home.



15/16	16/17	17/18	Trend	DoT
100%	99%	99%	↔	↑

Network availability has been consistently high throughout the quarter (99.9% availability). Ongoing patching work to both the Alcatel switching and Cisco routing environments has continued to enhance reliability of the network.

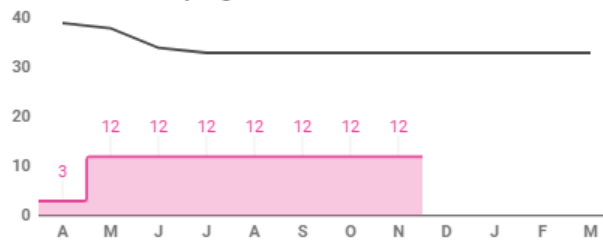
**% level of assurance based on the audit outcomes**



15/16	16/17	17/18	Trend	DoT
New measure			N/A	N/A

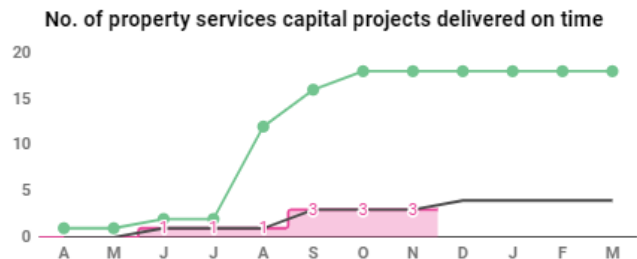
The proportion of audits resulting in a positive opinion is lower than the 2017/18 year end position (75% compared to 67%) and limited opinions being higher. A number of limited opinion audits are to be expected each year especially as the audit planning process means that only high risk topics are included in the work plan and the audit plan includes different audits each year. The current position may not be indicative of the final year end position but broadly at this stage of the year the picture remains positive.

**No. of critical programmes with financial benefits**



15/16	16/17	17/18	Trend	DoT
New measure			N/A	↔

Existing critical projects have been reviewed and assimilated into the new transformation governance arrangements, with the objective of improving on the delivery of robust business cases with associated financial benefits. The process is ongoing and it is predicted that performance against this target will have improved by year end with resources redirected to other priority areas where applicable.



15/16	16/17	17/18	Trend	DoT
	New measure	27	N/A	↔

The target was for 4 capital projects to be delivered this year, 3 (including Shipston High School and Macintyre Academy) have been completed, Macintyre Academy was an addition to the original programme. Coleshill Primary was due for completion in September 2018 but was delayed by late funding approval and planning requirements so is now forecast to complete in February 2019 whilst temporary arrangements were put in place ready for this September. A fifth project (Barford St Peters) is due to be completed by the end of the year.

## **Resources and Fire & Rescue Overview and Scrutiny Committee**

**27 February 2019**

### **Inspection of Warwickshire Fire and Rescue Service by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services**

#### **Recommendation(s)**

1. The Committee notes the formal inspection report published on 20 December 2018.
2. The Committee periodically monitors the resultant action plan and related improvements.

#### **1.0 Key Issues**

- 1.1 An inspection of Warwickshire Fire and Rescue Service (WFRS) was undertaken this summer by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS). This was the first formal inspection under the newly created Fire and Rescue Inspection Framework published in March 2018 and sees a return to such an inspection regime following the abolition of the previous Fire Service Inspectorate in 2006.
- 1.2 The inspection fieldwork week took place the week commencing 2 July 2018 although a long period of pre and post inspection work took place either side of the fieldwork week by HMICFRS staff. WFRS was one of the first services to be inspected in the first tranche of 14 services for which inspection reports are then published together. Two further tranches now follow until all 45 FRSs in England have been inspected after which the next inspection timetable will be considered.
- 1.3 The inspection considered a wide range of detailed areas drawn into 11 separate diagnostics within three broad inspection pillars, namely:
  - a) How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
  - b) How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
  - c) How well does the fire and rescue service look after its people?

The three inspection pillars above are assessed separately and each are graded with one of four judgements:

- i) Outstanding
- ii) Good
- iii) Requires Improvement
- iv) Inadequate

1.4 The 2018 inspection report of WFRS was published formally on 20 December and is attached in full in appendix 1. The report is largely very positive and the graded judgements given against the three pillars and 11 diagnostics are:

<b>Effectiveness</b>	Good
<b>Understanding the risk of fire and other emergencies</b>	Good
<b>Preventing fires and other risks</b>	Good
<b>Protecting the public through fire regulation</b>	Requires improvement
<b>Responding to fires and other emergencies</b>	Good
<b>Responding to national risks</b>	Good

<b>Efficiency</b>	Good
<b>Making best use of resources</b>	Good
<b>Making the fire and rescue service affordable now and in the future</b>	Good

<b>People</b>	Requires improvement
<b>Promoting the right values and culture</b>	Good
<b>Getting the right people with the right skills</b>	Good
<b>Ensuring fairness and promoting diversity</b>	Requires improvement
<b>Managing performance and developing leaders</b>	Requires improvement



- 1.5 Attached as appendix 2 is a comparison chart that highlights the graded judgements awarded to WFRS against the three inspection pillars compared to the 13 other FRSs inspected in the first tranche this summer.
- 1.6 Attached at appendix 3 is a summary of the issues referred to within the HMICFRS report as areas for improvement.
- 1.7 In addition to the 14 separate reports, a national overview report has also been published by HMICFRS. This is available here [HMICFRS Summary of Findings](#) and copies have been provided in each of the Group Rooms.

## 2.0 Next Steps

- 2.1 Whilst the report makes clear a range of areas to which attention needs to be given, the report is positive and complimentary overall in a wide range of areas and the comparison of graded judgements issued to other FRSs in appendix 2 places WFRS comparatively well against others. In particular the inspection focussed heavily on the quality and consistency of the service the public actually receives across all areas of fire prevention, fire protection and emergency response and this was assessed deeply and repeatedly throughout the inspection fieldwork week. Overall approximately 30% of the Service was seen by the inspection team and a wide range of stations and specialist teams visited and assessed.
- 2.2 The overall grade of 'requires improvement' for the people management pillar was expected by WFRS officers and briefings to elected members earlier this year had highlighted this likelihood. This was largely as the Service was conscious that equality and diversity issues would feature heavily in the inspection and that there had previously been insufficient organisational resources available locally to properly improve the traditional workforce profile and to proactively recruit a more diverse workforce as well as to better develop a range of wider personnel management practices. Conversely, the Inspectorate repeatedly praised the overall standard and culture of the WFRS workforce at all levels and locations during the inspection and different elements of people management were graded and commented on positively. Examples were the standard and consistency of operational training within WFRS, and how the Service's leadership has engendered good internal culture, values, and employee relationships which all received positive commentary. Similarly the feedback concerning the local approach to Fire Protection was also anticipated, largely given the limited capacity of the WFRS Protection team and the effect of recent staff shortages.
- 2.3 Since both the end of the inspection itself and the recent receipt of the inspection report WFRS officers have been developing an improvement action plan to address all the areas highlighting a need of improvement as well as ensuring that those areas identified as positive can be maintained and improved further. The action plan will naturally focus most on the three diagnostics scored as "requiring improvement" and which will receive the most immediate organisational attention.

- 2.4 The action plan will identify the resources needed to deliver the plan and to sustain improvements and effective performance into the future. A transformation fund of £1 million has been made available in anticipation of resources being required to support WFRS following the HMICFRS inspection and the majority of this fund remains available. The Chief Fire Officer considers that there is limited organisational capacity particularly in Fire HQ and support functions and that utilising this fund will therefore be essential to deliver the action plan. A number of the improvement areas relate to issues that are solely within the remit and control of WFRS whereas others require support from other senior Council staff in terms of implementing the action plan. This is especially the case in areas of people management such as recruitment outreach resources to promote greater diversity.
- 2.5 The 2018 Fire and Rescue National Framework for England states that Fire and Rescue Authorities must give due regard to reports and recommendations made by HMICFRS and – if recommendations are made – prepare, update and regularly publish an action plan detailing how the recommendations are being actioned. If an Authority does not propose to undertake any action as a result of a recommendation, reasons for this should be given.
- 2.6 Recently the Resources and Fire & Rescue Overview and Scrutiny Committee re-established a cross party task & finish group to oversee the development of the next WFRS Integrated Risk Management Plan, improvement actions arising from the HMICFRS inspection and progress with collaboration with West Midlands Fire Service. It is intended that the improvement action plan will be considered by the task & finish group in detail with summary reports being periodically provided to the Overview and Scrutiny Committee also.
- 2.7 It is currently unclear when the next formal inspection of WFRS will take place or whether the format will be a subsequent full inspection or perhaps one themed against specific areas. An ongoing relationship will be maintained, however, with the Inspectorate both in terms of the submission of quarterly performance data, regular visits to the Service by the HMICFRS Service Liaison Officer, and the sharing of progress updates against the action plan.

## Background papers

1. [HMICFRS Fire and Rescue Service Inspection Programme & Framework 2018/19](#)

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The report was circulated to the following members prior to publication:

Cabinet – 22 January 2019

# Fire & Rescue Service

## Effectiveness, efficiency and people 2018/19

An inspection of Warwickshire Fire and Rescue Service



# Contents

About this inspection	1
Service in numbers	2
Overview	4
<b>Effectiveness</b>	<b>7</b>
How effective is the service at keeping people safe and secure?	8
Summary	8
Understanding the risk of fire and other emergencies	9
Preventing fires and other risks	11
Protecting the public through fire regulation	13
Responding to fires and other emergencies	15
Responding to national risks	18
<b>Efficiency</b>	<b>20</b>
How efficient is the service at keeping people safe and secure?	21
Summary	21
Making best use of resources	22
Making the fire and rescue service affordable now and in the future	24
<b>People</b>	<b>27</b>
How well does the service look after its people?	28
Summary	28
Promoting the right values and culture	29
Getting the right people with the right skills	31
Ensuring fairness and promoting diversity	33
Managing performance and developing leaders	34
Annex A – About the data	36
Annex B – Fire and rescue authority governance	41

# About this inspection

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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 Warwickshire 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.

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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

Warwickshire

England

**Perceived effectiveness of service**  
Public perceptions survey (June/July 2018)

90%

86%



## Response

Warwickshire

England

**Incidents attended per 1,000 population**  
12 months to 31 March 2018

6.2

10.2

**Home fire risk checks carried out by FRS per 1,000 population**  
12 months to 31 March 2018

7.2

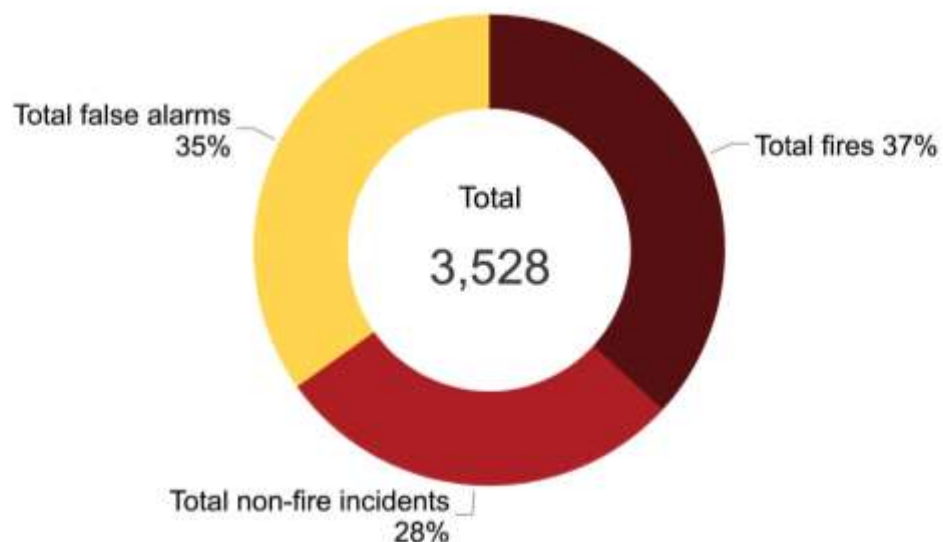
10.4

**Fire safety audits per 100 known premises**  
12 months to 31 March 2018

3.9

3.0

### Incidents attended in the 12 months to 31 March 2018





## Cost

Warwickshire

England

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

£23.88

£22.38



## Workforce

Warwickshire

England

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

0.6

0.6

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

-9%

-14%

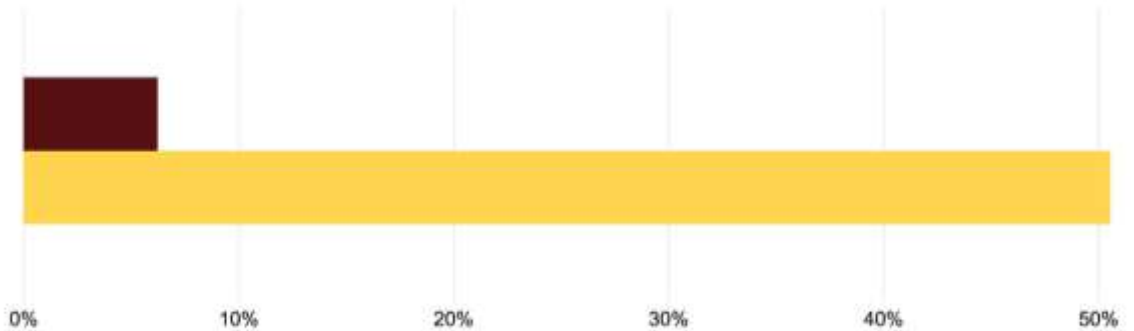
**Percentage of wholetime firefighters**  
As at 31 March 2018

75%

70%

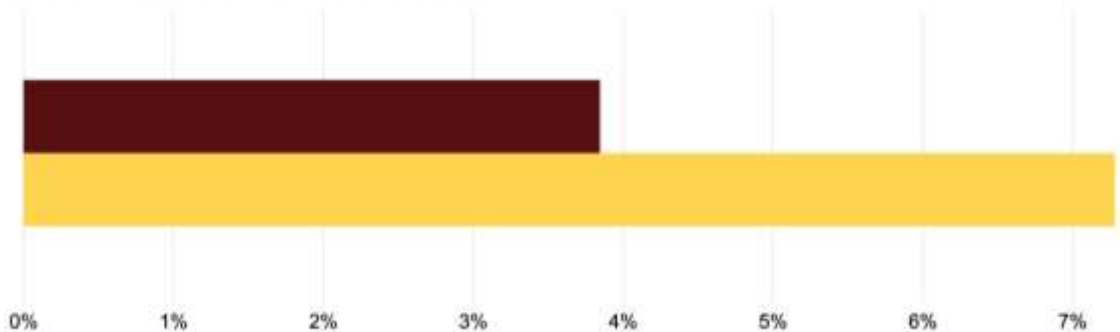
### Percentage of female firefighters as at 31 March 2018

● 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

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





## People



**Requires improvement**

---

Promoting the right values and culture



Good

---

Getting the right people with the right skills



Good

---

Ensuring fairness and promoting diversity



Requires improvement

---

Managing performance and developing leaders



Requires improvement

---

## Overall summary of inspection findings

We are satisfied with most aspects of the performance of Warwickshire Fire and Rescue Service (FRS). But the service needs to improve how it looks after its people to give a consistently good service.

It is effective at keeping people safe and secure. It is good at:

- understanding the risk of fire and other emergencies;
- preventing fires and other risks;
- responding to fires and other emergencies; and
- responding to national risks.

But the service needs to improve the way it protects the public with fire regulation.

We found the service to be efficient. It uses its resources well and it provides an affordable service.

However, it needs to do better at promoting diversity and ensuring fairness. And it should improve how it manages performance and develops leaders. But it is good at promoting the right values and culture. And it is good at getting the right people with the right skills.

We are encouraged by the positive aspects we have identified. We look forward to seeing more consistent performance over the coming year.

# Effectiveness



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



**Good**

## Summary

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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. Warwickshire Fire and Rescue Service's overall effectiveness is good.

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The service has a clear plan for managing risk, based on accurate data from a good range of sources. But it could do more to involve the public in its decision making.

It conducts regular and efficient checks on local businesses to make sure they meet fire regulations. The information from these checks is made available to crews through the mobile computers in fire engines. However, this information is not always up to date due to a lack of staff capacity.

The service has effective strategies to prevent fires and other emergencies. It makes good use of social media, and has appointed an arson officer, who works closely with the police force. But we are concerned that staff do not fully understand how to target prevention work at the people who are most at risk from fires.

Our main area of concern is the service's work on protection, which requires improvement. It hasn't been prosecuting businesses that fail to meet fire regulations, and it hasn't allocated enough resource in this area to enable the team to work in a structured way with other enforcing authorities.

The service is well placed to respond to fires and other emergencies. Staff are confident about how to mobilise in response to different kinds of incidents, and work well together. However, the service needs a better procedure for investigating cases where a fire engine is not dispatched due to a lack of [on-call](#) firefighters arriving at the station. It also needs to improve staff awareness of [safeguarding](#).

The service has clear procedures for managing national risks, and has agreements in place to work with neighbouring services. It should make sure its staff are confident in accessing information about incidents across the county border.

## Understanding the risk of fire and other emergencies



### Good

Warwickshire FRS is good at understanding the risk of fire and other emergencies. But we found the following areas in which it needs to improve:

#### Areas for improvement

- The service needs to improve how it engages with the local community to build up a comprehensive profile of risk in the service area.
- The service should ensure its firefighters have good 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

The service has an [integrated risk management plan](#) (IRMP) to help it match its resources to the risks it has identified in the county. This is updated every three years. The plan is underpinned by a risk profile, which is based on data about population and risk sites over the three-year period. It helps the service understand what the risks are, identify emerging problems and make recommendations about how to reduce risk.

The risk profile draws on data from a range of sources, including: Warwickshire joint strategic needs assessment; community safety partnership strategic assessments; and the quality of life report 2015 (Warwickshire observatory). The service also uses [Mosaic](#) and [Exeter data](#) to identify those who may be vulnerable to fire incidents through age or illness.

The service works with police and health partners in the [multi-agency safeguarding hub](#) to understand local risk, and to exchange information. They told us the arrangement is working well.

The service recognises that it needs to do more to involve the public in helping it understand risk. Currently, its main area of community engagement is the consultation for the IRMP. The service plans to review the methodology used within the IRMP process, which will provide an opportunity to widen the range of data used and improve the ability to identify hard-to-reach groups. We were told that there are also plans to increase the range of data used for the IRMP, but the service didn't give us any further detail.

The service should do more to make sure employees understand how to use the information about [vulnerable people](#) gathered from Mosaic and Exeter, to target prevention activity better.

### **Having an effective risk management plan**

Warwickshire has a working IRMP for 2017–2020, which is underpinned by data from the risk profile 2016. It sets out the achievements of the service to date, its priorities for the future, and how it plans to manage risk.

The IRMP meets the requirements of the [fire and rescue national framework](#) for England. The service has assessed risks from a wide range of sources and has plans to mitigate them. The IRMP explains how the service plans to maintain day-to-day emergency cover, in the case of both major risks and [local resilience forum](#) (LRF) community risk register issues such as flooding and terrorism. The IRMP is linked to an annual business plan that sets out the priorities for each year.

Members of the LRF told us that the service is valued as a strong partner. Staff from Warwickshire FRS chair several groups and have contributed to the two [‘control of major accident hazard’ site](#) plans in the county.

### **Maintaining risk information**

An important part of maintaining up-to-date risk information is conducting site-specific risk checks. The service inspects businesses, such as factories or shops with sleeping accommodation, to check they meet fire regulations. Warwickshire FRS carries out three different checks in one visit: firefighter safety, business fire safety and fire prevention measures. Its inspectors fill in a simple form and then pass information to relevant departments. This is a good use of resources. It gives the service a detailed picture of each site, and reduces the effect of inspection on businesses.

The team who conduct the checks pass information about any new risks to the operations planning team. They then create a temporary action note that alerts crews to any immediate risks they might face if they are sent to the site. These notes are held on the computer system used to dispatch fire engines.

There are effective processes in place for handing over risk information between shifts. Staff are aware of the local risks within their station area and can access risk information on the mobile computers in fire engines. Firefighters can also use these computers to access information about dealing with hazardous materials, where to cut open different vehicle models, and the locations of hydrants and flood maps. However, the information on the computers is not always up to date, due to a lack of capacity in the operations planning team.

## Preventing fires and other risks



### Good

Warwickshire FRS is good at preventing fires and other risks. But we found the following areas in which it needs to improve:

#### Areas for improvement

- 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

Warwickshire FRS's service delivery strategy 2018–2020 includes a prevention strategy. This sets out various proposed initiatives, including 'home from hospital safe and well', which is a system for risk assessing vulnerable patients' homes prior to them being discharged from hospital, and 'Telecare falls response', for people at risk of injuring themselves by falling at home. We couldn't evaluate these projects, as they have yet to start.

The service uses data from Mosaic and Exeter to identify people most likely to be at risk from fires and who could benefit from support in fire prevention. It also receives referrals from the Warwickshire County Council customer service centre and various partners.

However, we found that operational crews and community safety specialists do not fully understand how to prioritise the most vulnerable people. Rather than using Exeter/Mosaic data to prioritise those who needed help most urgently, crews and community safety staff are simply working through a list of address-enhanced prevention activities. The IRMP states that the service will provide [home fire safety checks](#) to those most at risk, but it isn't clear that this is happening. One problem is a lack of clarity about how many visits the service is aiming to make: staff told us that the overall target within the service delivery strategy 2018–2020 has been reduced to 4,000, although the service's performance indicator remains at 6,000. A further problem is that, again, staff don't fully understand how to use the Exeter/Mosaic data. They work through referrals from the council, rather than proactively prioritise people most at risk.

The focus of home fire safety checks has shifted from purely fire safety to a wider wellbeing agenda, including winter warmth; slips, trips and falls; and even identifying cases of suspected modern slavery, which recent recruits told us is part of their training. However, when we looked at samples of completed home fire safety check documentation, we were concerned to find that it is difficult to follow on the current 'firmstep' system. It wasn't obvious that the risk profiles the service has developed are helping it to target the most vulnerable.

There was little evidence of evaluation of the home fire safety check process, so it is unclear – both to us and to the service itself – whether it is meeting its aims.

### **Promoting community safety**

The service works with partners in the county council, the Youth Justice Service and Warwickshire Police to promote community safety. Together they raise awareness about vulnerable people at risk of fire, and work to tackle arson in higher-risk areas of the county.

Warwickshire FRS regularly uses social media to communicate fire safety messages. For example, it used Twitter to warn the public of the risk of further grass and wildfires during the hot spell in July 2018. The information on its website is sometimes lacking, however. We were concerned to see that people visiting the website to request a home fire safety check must sign in or register first with the county council. The service should evaluate the data about visits to this page, to make sure this process isn't deterring the public.

The service carries out fire safety education work in schools across Warwickshire, targeting key stages one and two. This includes all local authority and faith schools. The service also offers this to all independent schools. It has developed an education programme, Heartshield, to teach children cardio-pulmonary resuscitation techniques and other aspects of healthy living. It provides this jointly with public health professionals from the county council.

One particularly successful element of the service's community safety strategy is the role of its arson reduction officer, who works closely with the local police force. The officer carries out campaigns during holiday periods when there are often more deliberate fires, especially in the north of the county. The officer has also been trained in stage one fire investigation, which allows the fire and police services to work together to gather evidence. We saw evidence of the service working with the police to identify and ultimately convict an arsonist after a spate of deliberate fires.

### **Road safety**

The service carries out a range of road safety work within the county road safety partnership. It runs the Fatal Four programme for year 11 students who may be starting to drive themselves or travelling as passengers in cars with young drivers. And its regular [Biker Down](#) sessions educate motorcyclists about what to do in the event of an accident. These sessions use new technology, such as virtual reality, to simulate the scenes of accidents. The road safety partnership told us that the service's support is valuable, and that it will look to build on this work in future.



## Protecting the public through fire regulation



### Requires improvement

#### Areas for improvement

- The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme.
- The service should assure itself that its use of enforcement powers prioritises the highest risks and includes proportionate activity to reduce risk.

All fire and rescue services should assess fire risks in buildings and, where 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

We have considerable concerns about the service's risk-based approach to fire protection, which relates to non-residential properties. It uses the [fire service emergency cover](#) model codes to determine the risk profile of commercial buildings in the county. But managers told us that this data is not always reliable and expressed doubts about the consistency of the scoring system.

The service's protection strategy has only recently been published and staff don't fully understand it. There has been limited evaluation of the enforcement work that the service has done in the past. The new service delivery strategy 2018–2020 doesn't define how success will be measured, other than broad quantitative measures such as the number of fire protection inspections conducted, the number of community safety contacts and the number of fire-related deaths. The service needs to provide more detail about how it plans to evaluate its work.

We are also concerned about the workload of fire safety inspectors. There is a relatively high turnover of staff in this department. In theory, they have a target of three new risk-based inspections per week, and the rest of their time is taken up with reactive work. But workloads aren't managed well enough and we came across some inspectors with case files still open after several years, as well as insufficient capacity in the team to mentor new staff.

In the past the service focused largely on its operational response. However, more recently, the balance has shifted towards prevention and protection. The service has made a significant investment in the prevention team, but the protection team lags

behind due to a high staff turnover. The service needs to make sure it has sufficient resources in place to carry out its principal protection functions before it expands its discretionary activities.

In addition to a small team of specialists, the service also uses operational crews for business fire safety inspections. This is a good use of resources, as it increases the number of premises that are inspected. In the 12 months to 31 March 2018, it carried out protection audits on 513 of the 13,060 known premises (excluding single private dwellings) in the service area (3.9 percent). Operational crews are generally positive about this approach, but told us they needed more focused training in risk assessment.

## **Enforcement**

We found that the service has not been prosecuting businesses that fail to uphold fire safety legislation. The small protection team told us that it tries wherever possible to support businesses. It carries out enforcements and prohibitions but hasn't brought a prosecution for several years. We found examples of prohibition notices that have been in place for several years and are only revisited infrequently.

If the service fails to use its regulatory power, it sends out the wrong message to those that don't take fire safety legislation seriously. Senior managers accept that they don't have the capacity or the experience to mount a prosecution and are considering working with West Midlands FRS to improve this. However, there are currently no clear plans in place.

Another fire and rescue service has recently peer-reviewed the protection team, but the results weren't available at the time of inspection.

## **Working with others**

The service works with several other local authority agencies and these partners are generally positive about its capacity for joint working. For example, it worked with building control and housing partners to review high-rise blocks in Rugby, which had been identified as a risk following the Grenfell Tower fire. Together the agencies did a complete review of fire precautions and put an immediate action plan in place.

The service has also recently joined Warwickshire County Council's trading standards department in a [primary authority scheme](#) with the Midcounties Co-operative. This means it will be the lead fire and rescue service for any of the company's premises throughout the country, making sure there is a standardised approach to fire safety.

However, we were told that structured joint working has become more difficult because of staffing reductions. For example, the service wants to work with other enforcing authorities, such as housing enforcement, building control and environmental health, but lacks the capacity to engage in regular planning meetings. As a result, joint working tends to be informal and reactive.

The service would like to be more focused on supporting business but lacks the staff capacity. It does have some business information on its website, but it has only recently been able to contribute to the 'Better business for all' forum, which is designed for businesses and local regulators to come together to discuss areas to improve and assist each other.

The service should be working with businesses to tackle repeated false alarms, but there was little evidence of this. Watch commanders at headquarters are keeping a manual record all false alarm calls, but overall the approach lacks both clarity and co-ordination.

## Responding to fires and other emergencies



### Good

Warwickshire FRS is good at responding to fires and other emergencies. But we found the following areas in which it needs to improve:

#### Areas for improvement

- The service should ensure it has an effective policy for the managerial actions to take if a fire engine does not respond to an incident.
- The service should ensure staff understand how to identify vulnerability and safeguard vulnerable people.

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.

### Managing assets and resources

The service has a risk-based approach to responding to incidents and has set pre-determined attendances (PDAs) for particular types of incident. Its resources are focused close to population centres and incident hotspots, such as Gaydon for the M40. These are monitored daily by a resourcing officer to maintain cover as effectively as possible. As well as mobilising to the service's own PDAs, control staff showed they could use their professional judgment when they needed to.

The PDAs for incidents in high-rise blocks were amended following the Grenfell Tower fire. The service has carried out exercises to test its procedures in the event of such an incident. These include the service control centre's ability to manage multiple-fire survival guidance. In Grenfell Tower, [fire control](#) had many different people trapped and needed to give them guidance on the phone, as well as inform fire crews of their locations.

A re-tendering process earlier in 2018 awarded a contract to a new supplier for an availability system, which manages the staff booking on and off duty. The old contract ended before the new supplier was ready to take over and a rudimentary interim system was implemented, which added to the workload of both managers and staff.

The most recent staffing changes have freed up enough staff to run the new 12-hour day-duty station at Gaydon to the south of the county, where data provided by the service shows target response times are difficult to achieve.

We found that both [wholetime](#) and on-call duty staff are confident in their knowledge of breathing apparatus and are clear in their understanding of operational risk. They are confident about using the fire engine's mobile computer, although less so when asked to access information about risks outside the county border.

## Response

Wholetime and on-call crews work well together and on-call support officers are available to support on-call staff. On-call firefighters provide cover from their home or place of work and must be able to get to the station within 5 minutes on average. There are times when the minimum number of firefighters drops below the accepted limit, or 'availability level'. The service recognises that maintaining on-call availability is difficult, due either to problems recruiting staff, or on-call firefighters' employment taking them outside the five-minute response time.

There is a process in place to make sure a fire engine is always [mobilised](#) by control where necessary. However, when a fire engine can't be dispatched due to a lack of on-call firefighters arriving at the station, there is no procedure to investigate why this has happened. During the inspection, we found several incidents where a first fire engine had failed to mobilise, which meant the service had to send a second.

Responding to availability, the service moves staff or fire engines into on-call stations to cover when necessary.

Warwickshire FRS is following the [national operational guidance](#) programme, which was implemented to make sure the operation of fire and rescue services is consistent across the country. The service is in the process of assessing what it needs to do to comply with this programme.

'Peak demand plus' is a duty system specific to Warwickshire: wholetime firefighters are on the station during the daytime, but on call from home at night. We witnessed a delay because the on-call and wholetime teams at that station did not appear to be fully integrated; the service may want to review this to make sure the response is as quick as possible.

We found a lack of understanding about safeguarding across the service. Staff are aware of it, and many have completed an online training package. But many would benefit from further practical training.

## **Command**

The service has various levels of command, starting with level one commanders who are in charge of fire engines, through to level four strategic commanders who take charge during large-scale major incidents. We tested incident command from level one to level four, and found that staff are confident in their responses.

The service's management team has focused on encouraging managers to be assertive. Staff told us that they are confident the management would support them if they needed to exercise their discretion rather than simply follow normal procedures.

The service has issued watch managers and above with tablets to allow them to carry out incident command monitoring at the scene of an incident. This is recorded and sent through to the incident commander. It is used for professional development, and to identify organisational trends.

## **Keeping the public informed**

The service uses Twitter to inform the public of incidents and gets advice from the county council's communication team on engaging with the press. Because resources are shared, this is not a 24-hour service. Outside office hours, flexi-duty officers are expected to carry out this function. However, LRF partners pointed out that this shared service does make it easier to release multi-agency messages during incidents.

## **Evaluating operational performance**

The service has developed a debriefing process to learn as much from each incident as possible. Crews complete a debrief form, on which they give feedback after an incident. The service's in-house incident-recording system also has an operational learning tab. A member of the operations planning team reviews incident logs each day and can ask the firefighters who attended the incident to fill in a debrief form if they need more information.

When the service needs to make improvements, such as changing procedures, or solving equipment problems, the operations planning team gives actions to named individuals and checks that they have completed them. An operational assurance team evaluates areas where they think there need to be further improvements. It is a thorough process, although the service needs to make sure any findings are disseminated throughout the whole of the organisation, not just those attending specific incidents.

We didn't find any recent examples of the service talking about its best practice with other fire and rescue services. It did proactively share the learning after the Atherstone-on-Stour fire.

## Responding to national risks



### Good

Warwickshire FRS is good at responding to national risks. But we found the following areas in which it needs to improve:

#### Areas for improvement

- The service should ensure it understands national and cross-border risks and is well prepared to meet such risks.
- The service should ensure it has enough national interagency liaison officers and duty group managers, and that these roles do not conflict with each other at critical times.

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

#### Preparedness

The service has [national inter-agency liaison officers](#) (NILOs) who manage national risks and oversee plans such as those for a marauding terrorist firearms attack (MTFA). We found that, although the service does always have one NILO on duty, this is usually a duty group commander performing multiple roles. The service should review this, as it could create delays in responding to NILO requests if that officer is already committed to an incident.

In testing level three and level four for incident command, officers could describe the [national co-ordination advisory framework](#) arrangements in detail. They also described how their national assets had been deployed to flooding and, during our inspection, to a large-scale moorland fire in Lancashire.

The service has a good system in place for site-specific risk checks, including for large sites such as the Kingsbury oil terminal. There is a clear annual plan for re-inspection and finding new risks. Crews showed they understand the risk plans, which are graded to show the severity of risk.

The service can receive and upload risk data from bordering fire and rescue services up to 10km over the county boundary via a system known as Resilience Direct. Staff on both [wholetime](#) and on-call stations we inspected could retrieve data from the mobile computers in their fire engines. But, as we said above, they lack confidence when an incident is over the border (see 'managing assets and resources'). We are satisfied that operational staff understand the system of risk categorisation.

## **Working with other services**

The service has effective agreements with neighbouring fire and rescue services to support each other at incidents. In certain areas, they have also agreed that a neighbouring fire and rescue service should respond where they have a closer fire engine. The service planned to share some control functions with Northamptonshire FRS from June 2018, but this was delayed due to technical difficulties. Currently, the service can answer calls on behalf of Northamptonshire FRS, but can't mobilise resources directly and must pass calls back via landline.

The service has recently announced a collaboration with West Midlands FRS. A feasibility study will examine areas dealing with fire control, training and prevention.

We also saw evidence of recent exercises with Hereford and Worcester FRS.

## **Working with other agencies**

The service is an active member of the LRF. The other agencies involved told us that attendees from the fire and rescue service are at the appropriate level to make decisions.

The service has taken part in recent LRF exercises such as the multi-agency exercise Flying Turpin, involving the Royal Air Force and other partners. The service and the LRF recognise that they need to do more cross-border multi-agency exercising.

The service has policies to deal with an MTFAs and these are currently being reviewed and developed. A sub-group of the LRF has recently formed to identify what further risk planning needs to take place to prepare for MTFAs and other malicious actions.

# Efficiency





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



## Good

### Summary

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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. Warwickshire Fire and Rescue Service's overall efficiency is good.

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The service meets its objectives using planning and collaboration. It has identified areas for improvement – such as response times and prevention work – and has effective strategies to tackle them. Its working relationship with the county council has also improved.

There are some ways in which the service could improve productivity. We have particular concerns about the role of watch manager response commander, which was introduced recently. The responsibilities and duties of this role aren't well defined, and resources aren't being used efficiently as a result.

We were pleased to see evidence of several collaborations with other services, but these projects haven't always been properly evaluated. Future collaborations should be more structured, with evaluation built in from the start.

The service has done good work to make sure it makes the best use of resources and stays financially viable, particularly setting up a partnership with West Midlands FRS. It has good asset management plans. We have some concerns about procurement though, as important contracts have been allowed to lapse without being renewed, and staff told us about technical problems with the service's new fire engines.

## Making best use of resources



### Good

Warwickshire FRS is good at making best use of resources. But we found the following areas in which it needs to improve:

#### Areas for improvement

- The service should assure itself that it allocates enough resources to protection work.
- The service should assure itself that its workforce is productive. It needs to clarify the role of watch manager, make staff fully aware of what the service expects from this role, and ensure best value from the watch manager role with a standard approach across the service.
- The service should ensure it effectively monitors, reviews and evaluates the benefits and outcomes of any collaboration.
- The service needs to prioritise implementing new business continuity plans and test them as soon as possible, particularly for fire control.

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

The service is aware of areas where it has struggled with response times and has a clear objective to tackle this. Some of the failures have been in motorway locations, where access at certain junctions needs the neighbouring service to attend. Others relate to the availability of on-call fire engines, and fire engines having to travel further if the closest isn't available.

In response to these problems, the service carried out a crewing review. This led to the creation of Gaydon 12-hour peak demand fire station, which was achieved by re-distributing existing resources. Data provided by the service shows that it has improved response times in a mostly on-call area, where daytime availability is limited. It has recognised the need to provide capacity for the periods of highest demand for service, by using more wholetime resources.

Data provided by the service shows it has increased its prevention staff by five full-time posts, using one-off funding from the county council. The team will focus on working with the people most at risk from fire. This followed a review by Staffordshire FRS after three fatal fires in the 12 months to 31 March 2018. There are no plans for how to sustain these positions once the funding ends, but the service is confident that

the preventative work staffing model will become self-sustaining. They have a number of future prevention projects under development, including 'Telecare falls response' and 'home from hospital'.

### **Productivity and ways of working**

Warwickshire FRS is a county council fire and rescue service which is supported by a business partner model for ICT, human resources, communication and vehicle maintenance. The service is able to draw on council-wide support functions in these areas.

Service managers told us that the co-ordination between the service and the county council has improved under the current leadership. However, we found a lack of information about human resources. The service uses the county council's system, which doesn't support fire and rescue service staff in accessing up-to-date information such as sickness monitoring and staff-planning figures. This means that managers can't monitor sickness absence or identify patterns in an employee's absence, or trends of absence types.

There are also problems with the new role of watch manager response commanders. Watch commanders were previously in charge of fire engines, but as response commanders they, in theory:

- provide day-time cover;
- undertake managerial duties; and
- respond to incidents in liveried cars.

However, both managers and staff seem unclear about the purpose of this role. We were told that some watch manager response commanders had hardly been used in the last 12 months. This is clearly not an effective use of resources.

The deputy chief fire officer is in charge of managing performance. This involves overseeing the IRMP, business planning process and risk planning. Departments and stations have their own performance plans, which are the responsibility of station managers. The group commanders meet with the station managers every six weeks, and this feeds into the area managers' group and into the brigade command team meetings.

This process is clear to senior leaders but is not well understood throughout the service. We found that accountability for performance in training and prevention is unclear, although the service is working to improve this.

### **Collaboration**

For many years, Warwickshire FRS has collaborated with a range of partners, including the police, other neighbouring fire and rescue services, the NHS and local authorities. It works in partnership with Northamptonshire FRS on fire control, and with Hereford and Worcester FRS on fire engineering support. However, the service hasn't properly evaluated these partnerships, so it was difficult to see what had worked, and what lessons the service has learned.

Recently the service announced a partnership with West Midlands FRS, which will initially look at collaboration in training, prevention and fire control. This is an important element of Warwickshire FRS's plan to make savings and improve services in future. This project has clear documentation, a governance structure and three objectives as part of its initial phase. Both organisations recognise there are important ways that they could work together.

### **Continuity arrangements**

A peer review in 2016 found that the service's business continuity arrangements were vulnerable. In response, it drew up a new policy. At the time of inspection this was only just due to be signed off, and until it is tested we are unable to evaluate it.

There is regular training and testing of equipment at the service's secondary control in Wellesbourne, but it has never been fully tested as a control room. This is an area the service should address.

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



### **Good**

Warwickshire FRS is good at making itself affordable now and in the future. But we found the following area in which it needs to improve:

#### **Areas for improvement**

- The service needs to demonstrate sound financial management of principal non-pay costs. It should improve its contract management and make sure it manages the risks for each contract. It should also use specialist resources available from Warwickshire County Council to make sure contracts are fully managed to get the best results for the service and the public.

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**

The service has identified that it needs to make savings of £1.5m by 2020. Managers in both the county council and the service are confident that the collaboration with West Midlands FRS and some other smaller savings will be enough to make its financial position tenable by 2020.

The service has a good asset management plan that provides a comprehensive analysis and options concerning the current buildings and vehicles to address risks identified in the IRMP. It has also looked at where it may need to locate stations in future, with options for new sites in Rugby.

The county council plans to improve how it oversees the service's budget management. The financial plan for the service is produced at county council level, and the savings it needs to make are set out in the council's 'one organisation plan 2017–2020'. The county council has taken into account pay, inflation and precept, and the loss of the revenue support grant. We were told that the council had carried out some scenario planning for what will happen post-2020, and assessed the risk.

Procurement in the service is controlled by the service directly, or county council specialists, dependent on the stage and size of the contract. We found limited evidence of effective procurement, contract and risk-control measures. There are some examples of contracts ending before the new ones were in place, because their importance to the service and county council had not been recognised. The most significant example is the staff availability system which allows on-call staff to book on or off duty. The creation of interim and longer-term solutions added to workloads and made the service less effective.

### **Innovation**

The service has bought smaller, lighter fire engines, saving approximately £100,000 per vehicle compared with the larger models. Staff expressed concerns about the build quality and reliability of the new vehicles. We are concerned about the processes and expertise used to bring this vehicle in to the service, as they would be expected to minimise these sorts of problems.

Warwickshire FRS has developed its own in-house incident recording system, FireCrest, to collect data for statutory returns to the Home Office. It was built using a standard operating platform to make sure it was sustainable. Whereas many systems designed in-house prove impossible to maintain once the staff that designed them leave, this system allows operational staff to record what they learned from the incident when they are completing the report. This isn't usually found on an incident recording system, and we consider it a good use of technology.

The service uses a personal electronic tally to record the testing of breathing apparatus. This provides a simple but effective audit trail of the testing regime.

The service has recently reviewed and altered its approach to ICT. As a result the ICT business partner is designing a development plan for the use of ICT in the future. The county council ICT department is currently assisting the service in actively speeding up processes that were paper based or labour intensive through the use of IT.

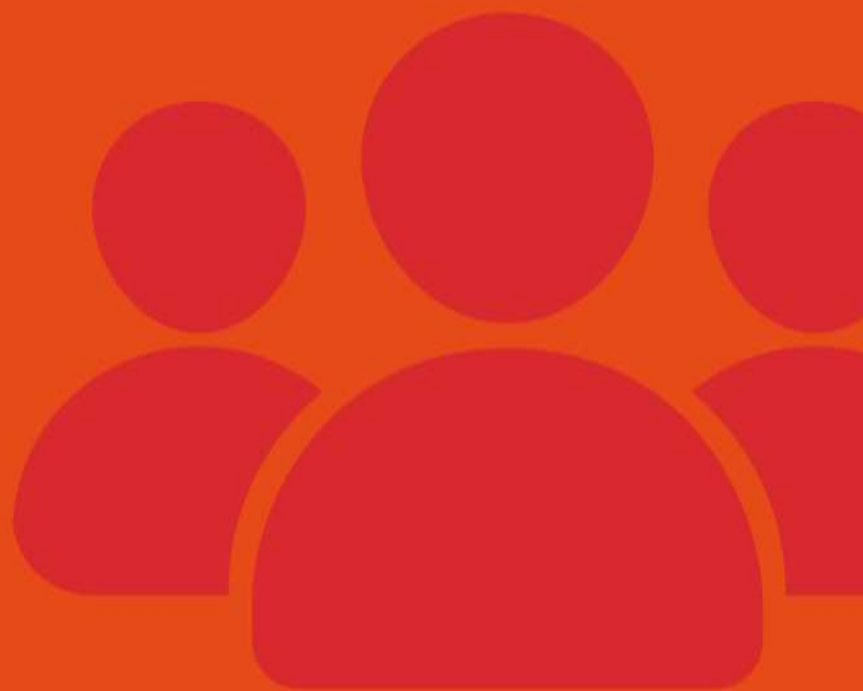
### **Future investment and working with others**

As a council service, Warwickshire FRS does not have its own financial [reserves](#). However, the service does have certain ear-marked council reserves (for example, for ill-health pensions for firefighters). It also retains a small budget, mostly accumulated through under-spends, which allowed the service to pay for overtime when there was a staffing shortfall in 2018.

The service currently trains local industry in-house firefighters on a cost recovery basis. There may be other ways that the service could generate income, but this isn't currently a priority. We would encourage the service to monitor and evaluate the benefits of this activity.

The more recent prevention projects discussed above – 'home from hospital' and 'Telecare falls response' – are aimed at diversifying the service and working in partnership with other county council partners.

# People



# How well does the service look after its people?



## Requires improvement

### Summary

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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, Warwickshire Fire and Rescue Service requires improvement at looking after its people.

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The service takes its responsibility for staff wellbeing seriously. It has procedures in place for monitoring and supporting those who are off work sick. The 'one service programme' has improved communication and staff engagement. However, the service needs to engage with support staff as well as operational staff and improve its staff engagement network.

Training for operational roles is generally good, although the central training team should be able to access information about which staff are due for training. The service needs to improve its training for control staff, who lack knowledge about important areas such as breathing apparatus emergency.

The service shows a willingness to learn and improve – for example, it audited all buildings with four floors or more in Warwickshire after the Grenfell Tower fire, and put measures in place as a result. However, it could do more to disseminate the findings of its evaluations throughout the service.

There needs to be a real improvement in equality and diversity from the perspective of ensuring a diverse mix of staff. The service is overwhelmingly white and male. Service staff do not have a good understanding of the importance of diversity, and there is a perception that the service has already done what it can to recruit a more diverse mix of staff. Staff from minority groups told us that they haven't been consulted about what more the service could do in this area, and they do not hold forums such as the equality and diversity group in high regard.



The service also needs to improve the way it manages staff performance. The appraisal system isn't working well, and there is no coaching or mentoring in place to develop future leaders, though we saw examples of limited informal mentoring. As a result there is a lack of clarity around requirements for progression which has led to a widespread perception that career progression depends on 'who you know'.

## Promoting the right values and culture



### Good

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

#### Workforce wellbeing

The service has a well-developed system for looking after staff wellbeing. Staff across the organisation spoke in very positive terms about the wellbeing provision, and know how to access it.

Occupational health (OH) staff monitor those who have been off for more than a tour of duty via a weekly report. OH staff will call them to see how they are and to find out if there are any reasonable adjustments that could be put in place to support them back to work. There is also a monthly report, which tells HR and OH who is off sick and why. They use this to target their resources. The OH team has also trained managers across the service to develop healthy teams in the workplace.

All operational staff take an annual fitness test, and staff are also tested on [watch](#) by their physical training instructor (PTI). Any that fail are given an improvement programme and re-tested by the service fitness adviser. In the service's own data for the 12 months up to 31 March 2018, the service had a 99 percent pass rate for staff up to station manager and 100 percent from group manager upwards. The service should assess whether the watch-based PTIs face a conflict of interest when staff based on the same watch assess each other.

#### Health and safety

The service has a health and safety policy, which was last reviewed in February 2018. The policy covers the responsibilities of the service, managers and individuals. It sets out the role of the health, safety and welfare committee, which is chaired by the deputy chief fire officer. The committee reviews performance and health and safety policies across the organisation and staff representatives can review or raise issues. A health and safety practitioners' group supports the health and safety adviser to put in place the agreed changes.

## Culture and values

The chief fire officer recently introduced an internal communications initiative called the one service programme (OSP), which aims to improve staff engagement, communication and service culture. Although not all staff we spoke to understand the OSP, it was clear that they had seen a change in the openness of communication and engagement. Staff all spoke highly of the chief and deputy chief fire officer. They told us that they regularly see the principal officers on visits and they feel supported. We heard examples of principal officers writing to staff, supporting them in their use of [operational discretion](#).

Support staff, however, told us in their view that the management's focus is on operational staff. They feel that leaders in the organisation don't listen to them. For example, when they raised issues over new equipment, the roll-out went ahead anyway.

There are other concerns over culture and values. For example, staff members told us that senior leaders brief them in service-wide groups, but their message isn't consistent with that of local managers at stations. The service should make sure briefings to staff are consistent.

The staff engagement network was set up to help the organisation engage with staff. The idea was that anyone could attend and raise issues or ideas. However, it developed into more of a briefing forum, and some staff now feel it is dominated by middle and senior managers. The service has recognised this and intends to reinvigorate the group.

Staff on the on-call duty system feel supported and part of the service. They are positive about the new personal protective equipment the service has just issued. They told us that the service supported them to take the Institution of Fire Engineers exams.

The main means of communicating to staff across the service is the Fire Matters bulletin. Staff are well aware of Fire Matters, but there is a lot of information in each publication, and currently no way of assessing whether staff read it and take it in.

## Getting the right people with the right skills



### Good

Warwickshire FRS is good at getting the right people with the right skills. But we found the following area in which it needs to improve:

#### Areas for improvement

- The service needs to assure itself that it trains all staff properly for their roles. It needs to ensure flexible duty officers keep their skills up to date consistently, put in place a training plan for officers and have a consistent method of recording when they have received training (either classroom or at incidents).

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

#### Workforce planning

We found that the training for operational roles from firefighter to watch manager is good. The online records system for training was up to date or had entries to support why someone was not up to date in a certain area. The service should, however, make sure the central training team can access information about which staff are due for training. The central training team doesn't have an up-to-date, service-wide picture of training and exercises.

On-call staff follow an eight-week planner that managers understand and follow. This allows neighbouring stations to combine training, as they are all following the same subjects. On-call staff are given three hours' training a week, which allows for practical and theoretical sessions during the weekly drill night.

Staff told us they would like better facilities for realistic training, as hot-fire training now consists of a container fire unit at Coventry airport. The service is reviewing its approach to training facilities as part of its collaboration with West Midlands FRS.

We identified a lack of training for control staff, operational station managers and above. Control staff have been focusing on learning about the updated command and control system. They lack knowledge about certain important areas, such as breathing apparatus emergency – which is a procedure firefighters use if they become trapped inside a fire – and rely instead on the prompts from the mobilising system. They told us that maintenance of skills for control staff has been minimal.

There is also a lack of consistency in maintaining the competencies for flexible-duty officers, except for incident command training. There is no training plan for officers, and no consistent system of recording when they have received training either in sessions or at incidents. Several managers told us that they themselves decide what training they need.

Training for support staff is recorded on the county council system. The county council provides several online courses for all service staff. This includes management courses like the personal leadership programme, which all levels of management from watch manager upwards have taken.

### **Learning and improvement**

Operational assurance is the process the service uses to test its training procedures in real incidents. The service has developed its capacity in this area. While some of its evaluation methods are still developing, they have real potential.

However, the service needs to focus on disseminating its findings throughout the service. We saw examples where lessons had clearly been learned, but the service had only communicated them to those crews who attended the incident.

The service is managing several large-scale projects as part of its collaboration plans with West Midlands FRS. It is aware that it will struggle to resource the projects with its current capacity and skills. The service needs to make sure its staff have the right skills to manage these projects. Processes for monitoring and evaluating the projects also need to be set up from the outset, so that the service can be clear as to the benefits it expects to gain from each project and how it will measure success.

Several on-call staff told us that the skills they have from outside the service – such as management, HR and training – are under-used. The service should consider the benefits of these skills to determine how they could potentially be used.

Following the Grenfell Tower fire, the service did good work in auditing all buildings with four floors or more in Warwickshire. None were identified as having combustible cladding, but other problems were found that the service acted on in partnership with local building control.

## Ensuring fairness and promoting diversity



### Requires improvement

#### Areas for improvement

- The service needs to assure itself that its mechanisms to engage and seek feedback from staff enable it to understand staff needs. It needs to make sure the forums it creates, such as the staff engagement network and the equality and diversity group, are achieving their set purpose, and regularly review their terms of reference.
- The service needs to assure itself that its understanding and appreciation of what diversity means will lead to change. It needs to implement an equality strategy and staff training that are based on national best practice and local engagement.

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

Staff told us that the senior managers have become more visible. In particular, they acknowledge that the chief fire officer and the deputy chief fire officer are approachable and resolve problems quickly.

Staff are aware of the various ways that feedback is passed up through the service. The staff engagement network is seen as more of a technical group, and the service is considering how to reinvigorate it (see the above, 'culture and values' section).

Some staff from minority groups told us they haven't been asked for their ideas on how the service might promote a more diverse workforce. There is an equality, diversity and inclusion group, but it isn't held in high regard by staff. The service should consider how to draw on the ideas and expertise of these staff.

The joint consultative committee includes senior managers as well as representatives of the relevant trade unions. It meets regularly, and its meetings are minuted, with actions allocated. Trade union representatives see this as a positive process, although they told us they would like service managers to engage more fully with the meetings.

The service has carried out several staff surveys, including those issued by the county council. In fact, several staff told us they had 'survey fatigue'. The chief fire officer created the OSP which led to the service's staff-focused survey in 2017. Previously surveys had gone out to all council staff. The OSP used the findings of the 2017 survey to effect change.

We reviewed grievance procedures, and found that they met the timescales the service had set or gave reasons why deadlines hadn't been met.

## Diversity

We found that staff do not have a good understanding of diversity. There is a generally held perception that the service has done what it can; if women or people from a black, Asian or minority ethnic (BAME) background don't want to join, there isn't much more the service can do. It needs to tackle this attitude. It relies on the county council for support within these areas.

The service has taken certain measures to address the situation. It has recognised the need to engage with BAME communities and has recruited a community engagement officer. This person hadn't taken up their post at the time of the inspection.

During the 2017 recruitment campaign, the service arranged taster days in an effort to attract women and BAME candidates. However, more could be done in this area. The service and the county council have worked on this together previously, but difficulties were encountered that need to be overcome. They need to work together effectively to recruit a more diverse mix of staff.

The service has developed a dedicated on-call action support team. This helps potential on-call applicants overcome any obstacles to successful recruitment by devising bespoke training plans. These range from upper-body strength-training programmes to improving handwriting skills. It is run by on-call staff and was positively received by those who had been through the programme.

## Managing performance and developing leaders



### Requires improvement

#### Areas for improvement

- The service should ensure its selection, development and promotion of staff is open, transparent and fair.

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

## Managing performance

The service uses an appraisal system which is used across all county council departments. The system has recently been expanded to include staff behaviours, although staff told us they aren't sure how to complete the expanded section. Most of those we spoke to feel that the appraisal is a paper exercise. Several staff had been sent their appraisal via email and hadn't had a face-to-face meeting with their line manager. Some staff told us they hadn't had an appraisal in over 12 months.

We were informed by the service that poor performance is managed by the appraisal system. However, staff told us that they don't know how to do this. There was little evidence to show how the service identifies staff development needs through the appraisal process. The service should use appraisals more effectively to manage staff performance and development.

Senior leaders told us that, in a relatively small service like this, talent management and succession planning is a challenge. With the number of different duty systems, it can be difficult for staff to move between departments.

There is no formal coaching or mentoring process in place to develop future leaders, but there were examples of limited informal mentoring.

### **Developing leaders**

Service staff have taken part in the county council leadership training programme for managers, known as the personal leadership programme. A number of staff feel the promotion process lacks openness and it is perceived as unfair. The service has had a new promotions policy, which has been in draft since 2017. Many staff told us they feel the promotion process changes each time to allow the preferred management candidates to succeed. The lack of clarity about what the requirements are for progression has caused a widespread perception that the process is dependent on 'who you know'.

The service has made recent changes by including having an independent service member on interview panels. However, the lack of a clear agreed procedure will continue to feed the perception of unfairness and bias. The service should make it a priority to change staff perceptions, by showing that the selection and promotion procedure is fair and open.

## 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);
- our inspection fieldwork; and
- data we collected directly from all 45 fire and rescue services in England.

Where we use published Home Office data, we use the period to 31 March. We selected this period to be consistent across data sets. Some data sets are published annually, others quarterly. [The most recent data tables are available online.](#)

We use different data periods to represent trends more accurately.

Where we collected data directly from fire and rescue services (FRSs), we took reasonable steps to agree the design of the data collection with services and with other interested parties such as the Home Office. We gave services several opportunities to validate the data they gave us, to ensure the accuracy of the evidence presented. For instance:

- We checked and queried data that services submitted if notably different from other services or internally inconsistent.
- We asked all services to check the final data used in the report and correct any errors identified. Data that services submitted to the Home Office in relation to prevention, protection and workforce figures was published in November 2018. This data was updated after reports had been checked by services, so we haven't validated it further.

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 interviews 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.](#)

### 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 April 2017 to 31 March 2018.

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

- There are six 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 worksheets 'Data fires', 'Data fire false alarms' and 'Data non-fire incidents' provide the raw data for the two main data tables. The 'Figure 3.3' worksheet provides the data for the corresponding chart in the statistical commentary.
- 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. So totals are constantly being amended (by relatively small numbers).
- We took data for Service in numbers from the August 2018 incident publication. So figures may not directly match more recent publications due to data updates.

## Home fire risk checks per 1,000 population

We took this data from the Home Office fire statistics, '[Home fire risk checks carried out by fire and rescue authorities 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 and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.
- The England total hours figures for 'Number of Fire Risk Checks carried out by FRS' include imputed figures to ensure a robust national figure. These imputed figures are: '2016/17 – Staffordshire'.
- 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.

Home fire risk checks may also be referred to as Home Fire Safety Checks 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 and 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 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 and 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.
- Dorset FRS and Wiltshire FRS merged to form Dorset and 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. Warwickshire Fire and Rescue Service is a unitary authority.

## **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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### Comparison of Fire & Rescue Services in HMICFRS Tranche 1

<b>FRS</b>	<b>Governance Model</b>	<b>Effectiveness</b>	<b>Efficiency</b>	<b>People</b>
<b>Avon</b>	Combined Fire Authority	Requires Improvement	Requires Improvement	Inadequate
<b>Bedfordshire</b>	Combined Fire Authority	Good	Requires Improvement	Requires Improvement
<b>Cambridgeshire</b>	Combined Fire Authority	Good	Good	Good
<b>Cheshire</b>	Combined Fire Authority	Good	Good	Requires Improvement
<b>Cornwall</b>	County Council	Requires Improvement	Requires Improvement	Good
<b>Hampshire</b>	Combined Fire Authority	Good	Good	Requires Improvement
<b>Hereford &amp; Worcester</b>	Combined Fire Authority	Good	Requires Improvement	Requires Improvement
<b>Hertfordshire</b>	County Council	Requires Improvement	Requires Improvement	Requires Improvement
<b>Isle of Scilly</b>	County Council	Good	Good	Requires Improvement
<b>Isles of Wight</b>	County Council	Good	Good	Requires Improvement
<b>Lancashire</b>	Combined Fire Authority	Good	Good	Good
<b>Lincolnshire</b>	County Council	Good	Good	Requires Improvement
<b>Surrey</b>	County Council	Good	Inadequate	Requires Improvement
<b>Warwickshire</b>	County Council	Good	Good	Requires Improvement



### Summary of improvement areas highlighted for WFRS by HMICFRS

- The service needs to improve how it engages with the local community to build up a comprehensive profile of risk in the service area.
- The service should ensure its firefighters have good access to relevant and up-to-date risk information.
- 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.
- The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme.
- The service should assure itself that its use of enforcement powers prioritises the highest risks and includes proportionate activity to reduce risk.
- The service should ensure it has an effective policy for the managerial actions to take if a fire engine does not respond to an incident.
- The service should ensure staff understand how to identify vulnerability and safeguard vulnerable people.
- The service should ensure it understands national and cross-border risks and is well prepared to meet such risks.
- The service should ensure it has enough national interagency liaison officers and duty group managers, and that these roles do not conflict with each other at critical times.
- The service should assure itself that it allocates enough resources to protection work.
- The service should assure itself that its workforce is productive. It needs to clarify the role of watch manager, make staff fully aware of what the service expects from this role, and ensure best value from the watch manager role with a standard approach across the service.

- The service should ensure it effectively monitors, reviews and evaluates the benefits and outcomes of any collaboration.
- The service needs to prioritise implementing new business continuity plans and test them as soon as possible, particularly for fire control.
- The service needs to demonstrate sound financial management of principal non-pay costs. It should improve its contract management and make sure it manages the risks for each contract. It should also use specialist resources available from Warwickshire County Council to make sure contracts are fully managed to get the best results for the service and the public.
- The service needs to assure itself that it trains all staff properly for their roles. It needs to ensure flexible duty officers keep their skills up to date consistently, put in place a training plan for officers and have a consistent method of recording when they have received training (either classroom or at incidents).
- The service needs to assure itself that its mechanisms to engage and seek feedback from staff enable it to understand staff needs. It needs to make sure the forums it creates, such as the staff engagement network and the equality and diversity group, are achieving their set purpose, and regularly review their terms of reference.
- The service needs to assure itself that its understanding and appreciation of what diversity means will lead to change. It needs to implement an equality strategy and staff training that are based on national best practice and local engagement.
- The service should ensure its selection, development and promotion of staff is open, transparent and fair.

## Resources and Fire & Rescue Overview and Scrutiny Committee

27 February 2019

### Integrated Risk Management Plan (IRMP) Task and Finish Group Report

#### Recommendations

That the Resources & Fire and Rescue Overview and Scrutiny Committee receive and note the work undertaken by the IRMP Task and Finish Group.

#### 1.0 Background

- 1.1 The terms of reference for the IRMP Task and Finish Group established the following objective:

Report back to 27 February 2019 Resources and Fire and Rescue Overview and Scrutiny Committee providing a review of the oversight provided by the IRMP Task & Finish Group for the development of an IRMP Action Plan 2019/20.

- 1.2 The group met on four occasions; 20 November 2018, 12 December 2018, 16 January and 12 February 2019. A progress update report was presented to members at each meeting, describing progress to date against the IRMP Action Plan 2019/20 with specific focus on the outcomes and progress of HMICFRS Improvement Plan and the collaborative Memorandum of Understanding (MoU) with West Midlands Fire Service (WMFS).
- 1.3 A presentation explaining the outcomes of the Fire Cover Review and the prioritisation of On Call fire engines and crews was provided by officers of WFRS which stimulated debate, and members welcomed the opportunity to note and discuss some of the key issues associated with delivering the IRMP, and the associated OOP2020 savings.
- 1.4 Members expressed an interest in developments arising from the MoU with WMFS, and were particularly keen to explore the opportunities and potential impacts of the single Fire Control and joint training delivery model work streams. It is these work streams that are referenced within the IRMP Action Plan 2019/20 (actions 1.1 and 1.2).

- 1.5 It was confirmed by officers that the single Fire Control work stream was complicated but the principal was still being explored and the concept would continue to be developed. A business case for transferring Fire Control to WMFS was presented to the Programme Board in December 2018 and the Board requested further information on three key areas: the financial model, the governance model and the resources required by WFRS to retain the activities currently undertaken by Fire Control that could not be transferred to WMFS. This further information will be discussed at the next Programme Board.
- 1.6 A report on a joint training approach with WMFS was presented to Cabinet on 22 January 2019. Cabinet endorsed the proposal to discontinue the proposed new training centre at Southam and to pursue joint investment with WMFS in the Radford Road, Coventry training site. It was confirmed that this approach would result in a reduction in the overall capital spend whilst still meeting the training requirements of WFRS.
- 1.7 Officers are now working towards the implementation of a three site training model: Kingsbury (Outdoor Education Centre site), Stratford fire station and the joint training site at Radford Road, Coventry. These new training sites are expected to go live from early 2020.
- 1.8 Members were informed that initial scoping work will shortly commence on the next work streams; Fire Protection and Fleet/Technical services.
- 1.9 Regular updates were provided on the development of the HMICFRS Improvement Plan. Although the detailed actions Fire and Rescue, with support from colleagues from other Business Units were not available until the last meeting on February 12, 2019, members were actively engaged in the principles and approach Fire and Rescue were taking.
- 1.10 The IRMP Action Plan 2019/20 includes the action to implement and close the HMICFRS Improvement Plan (action 6.1). The headlines are included in the IRMP Action Plan, with the full detail contained within the HMICFRS Areas for Improvement Plan and HMICFRS Action Activity Tracker. A report and a copy of the HMICFRS Areas for Improvement and HMICFRS Action Activity Tracker are included as a separate agenda item of this Resources and Fire Overview and Scrutiny Committee meeting.
- 1.11 The IRMP Action Plan 2019/20 will be considered the key business plan for WFRS, and has been developed taking into account a number of key work streams with strategic importance to Fire and Rescue. These include work being driven by the Memo of Understanding with West Midlands Fire Service, the HMICFRS Improvement Plan and the OOP2020 savings plan.
- 1.12 The IRMP Action Plan 2019/20 includes a range of actions which can be considered normal continuous improvement activity. The IRMP Action Plan will be published on the WFRS website and engagement conducted through Ask Warwickshire. We will consider this part of our on-going engagement with the public.

Specific feedback will be requested for action 2.2 (explore options for new fire station locations in the Nuneaton and North Warwickshire area). This will demonstrate good practice in public engagement by asking for views at the very early stages of the proposal. Any feedback received will be used to shape the proposal as it is developed further in 2020/21.

- 1.13 After meeting with officers from the Legal and Corporate Consultation teams, it is proposed that a specific piece of consultation is conducted for action 2.1, which refers to the intention within the WFRS Asset Management Plan to provide a new fire station site to the South of Rugby. Members were informed that this proposal has been developed to meet a significant future increase in the number of homes and businesses, which will increase risk in an area to which crews from the existing fire station location in central Rugby cannot respond within the current response standard. A successful funding application has been submitted through Section 106 of the Town and Country Planning Act 1990, for the provision of land and notional building costs for a new fire station. Members of the Group expressed broad support for the proposal.
- 1.14 Members of the IRMP Task & Finish Group hold the view that the meetings between cross party members and officers of WFRS provide a valuable opportunity to consider and discuss fire and rescue issues in greater depth than is normally possible in formal meetings.

## 2.0 Timescales and next steps

- 2.1 Members of the IRMP Task and Finish Group recommend that the finish date of the group be extended in order that they may continue to monitor progress against the HMICFRS Improvement Plan and IRMP Action plan 2019/20. The Group will provide regular summary reports to the Resources and Fire Overview and Security Committee.

## 3.0 Appendices

WFRS IRMP Action Plan 2019/20.

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The report was circulated to the following members prior to publication:

- Portfolio Holder for Fire and Community Safety
- Chair and Party Spokespersons of the Fire and Resources Overview and Scrutiny Committee

## Integrated Risk Management Plan (Key Business Plan) 2019/20

IRMP Objective 1: Identify further opportunities to develop collaborative working with other blue light services to enhance efficiency, effectiveness and public safety.			
No	Action	Description	Outcome/Benefit
1.1	Implement a single Fire Control facility with another Fire and Rescue Service.	Our Action Plan in 2017/18 included the same objective, but full exploration of a number of possible options has required us to continue the action into 2019/20.	<ul style="list-style-type: none"> <li>● Improved efficiencies through collaboration and delivers a financial saving</li> <li>● Improved operational resilience.</li> <li>● Supports the efficiency and collaboration pillar of Home Office fire reform agenda.</li> </ul>
1.2	Develop a multi-site training delivery model.	Being progressed within the terms of collaborative agreements with West Midlands Fire Service and other partners at sites at Stratford, Coventry and Kingsbury.	<ul style="list-style-type: none"> <li>● Improved efficiencies through collaboration.</li> <li>● Improved operational standards, organisational resilience and safety.</li> <li>● Supports the efficiency and collaboration pillar of Home Office fire reform agenda.</li> </ul>

**IRMP Objective 2: Continue to review the number, location and resourcing of our fire stations and fire engines.**

No	Action	Description	Outcome/Benefit
2.1	Provide an additional fire station within the Rugby area, in line with the WFRS Asset Management Plan.	<p>The requirement for a new fire station to the South of Rugby has been incorporated into the Rugby Borough Council Local Plan, and following public consultation is awaiting formal adoption.</p> <p>The proposed site is near the A45/M45 junction.</p> <p>A full explanation of what we wish to do and why will be provided in a specific piece of public consultation activity in spring 2019.</p>	<ul style="list-style-type: none"> <li>● Identification of the optimum fire station locations that best enhance our response to emergencies, considering the impact of future housing and commercial developments.</li> <li>● Improved performance against our emergency response standards.</li> </ul>
2.2	Explore the options for new fire station locations within the Nuneaton and North Warwickshire area, in line with the WFRS Asset Management Plan.	<p>This action is in the very early stages of development, and a full explanation of what we wish to achieve and why will be provided as part of early engagement activity.</p> <p>We will provide more detail around any options we develop in 2020/21, and will consult with the local community accordingly.</p>	<ul style="list-style-type: none"> <li>● Identification of the optimum fire station locations across the Nuneaton, Bedworth and wider North Warwickshire area that best enhance the use of our resources to respond to emergencies, deliver fire prevention activities and consider the impact of future housing and commercial developments.</li> <li>● Greater collaboration with West Midlands Fire Service to provide a more efficient and effective level of emergency response across geographical boundaries.</li> </ul>

2.3	Reduce whole time staff by 3 posts by changing crewing and rostering arrangements.	This action will modify staffing and working arrangements to provide improved efficiency without impacting on the level of service provided to the public.	<ul style="list-style-type: none"> <li>• Delivery of a financial saving.</li> </ul>
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**IRMP Objective 3: Maximise the flexibility and utility of our workforce.**

No	Action	Description	Outcome/Benefit
3.1	Deliver changes to duty systems, Incident Commander mobilising protocols and organisational management structure to provide the most effective level of service delivery within the available budget.	This action will modify staffing and working arrangements to provide improved efficiency and effectiveness in the level of service provided to the public.	<ul style="list-style-type: none"> <li>• A resource model that provides optimum performance and flexibility within the available budget.</li> <li>• A more flexible and efficient use of resources.</li> <li>• An officer mobilising protocol that optimises the skills and experience of middle managers within the Incident Command structure.</li> </ul>



**IRMP Objective 4: Develop the use of emerging technology.**

No	Action	Description	Outcome/Benefit
4.1	Implement the measures required locally to meet the requirements of the national Emergency Services Mobile Communications Programme (ESMCP)	Part of our continuous improvement activity.	<ul style="list-style-type: none"> <li>• The provision of a replacement communication system that will ensure that the Fire and Rescue Service can communicate with other blue light services and responding agencies using the latest digital technology.</li> </ul>
4.2	Develop and deliver the technology required to provide real-time video footage from incidents	Part of our continuous improvement activity.	<ul style="list-style-type: none"> <li>• Live video is transmitted via mobile phone/tablet from the incident ground which can be accessed and viewed remotely to improve emergency incident management.</li> <li>• The use of body worn cameras provides a more efficient and value focused approach to the monitoring of Incident Commanders performance.</li> </ul>
4.3	Explore the options for securing a drone capability for use at emergency incidents.	Part of our continuous improvement activity.	<ul style="list-style-type: none"> <li>• A partnership approach is established that secures the use of aerial footage for emergency incident management.</li> </ul>

4.4	Introduce an Automatic Vehicle Location System (AVLS)	AVLS is a GPS tracking system which provides the exact location of fire and rescue vehicles and enables our mobilising system to automatically propose the nearest appropriate resource to send to an emergency.	<ul style="list-style-type: none"> <li>• Better use of our resources to respond to emergencies</li> <li>• Improved performance against our emergency response standards.</li> </ul>
4.5	Further develop our understanding of the implications and impacts of the High Speed 2 railway (HS2).	HS2 is the new high speed railway that will be routed through North Warwickshire. Although not planned to be opened until 2026, main civil construction work will commence in 2019. We need to plan for and manage any risks within the County associated with construction sites, traffic and transient population etc.	<ul style="list-style-type: none"> <li>• Plans are in place to minimise the impact of construction of HS2 upon the safety of those living, working and travelling through Warwickshire.</li> </ul>

**IRMP Objective 5: Use our capacity to improve wider community health and social care outcomes.**

<b>No</b>	<b>Action</b>	<b>Description</b>	<b>Outcome/Benefit</b>
<b>5.1</b>	Provide a hospital to home service for vulnerable people.	This action is subject to funding from Public Health and is part of a 3 year strategy to support the Fire and Rescue Service to deliver wider community health and social care outcomes.	<ul style="list-style-type: none"><li>• Transport people safely to their homes to assist with reducing the pressures and impacts on hospitals who would normally retain those patients for longer than required. This will also provide opportunities for WFRS to deliver fire prevention advice and safe and well checks to those people who need it most.</li></ul>

**IRMP Objective 6 (New): Deliver continuous improvement activity as identified through the HMICFRS inspection programme**

No	Action	Description	Outcome/Benefit
6.1	Implement and close the improvement plan we developed following the inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in July 2018.	<p>Our HMICFRS Improvement Plan sets out how we intend to deliver improvements in the areas recommended to us following the inspection. The full action plan is available on our website. Some of the key actions are:</p> <ul style="list-style-type: none"> <li>● Deliver a more effective and efficient risk based building inspection programme and review our approach and readiness to deliver appropriate enforcement activity.</li> <li>● Improve our understanding and appreciation of diversity strategy, training and approach.</li> <li>● Improve our recruitment outreach activity to better target under-represented groups</li> <li>● Develop our integrated risk management approach to make better use of the general engagement we have with the public.</li> <li>● Increase the use of evaluation of prevention activity.</li> </ul>	<ul style="list-style-type: none"> <li>● An improvement plan is developed and delivered in line with the outcomes and recommendations of the HMICFRS on-site inspection that took place in July 2018.</li> <li>● The objective of the nationally driven programme is to increase efficiency and effectiveness in Fire and Rescue Services.</li> </ul>

<b>6.1 cont.</b>		<ul style="list-style-type: none"><li>● Determine the effectiveness of our safeguarding strategy, policy and approach and identify gaps and options for change using expert help and best practice.</li><li>● Ensure we effectively monitor, review and evaluate our collaboration work and approach.</li><li>● Ensure that our contracts are managed appropriately by those responsible for them.</li></ul>	
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