

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of Cornwall Fire and Rescue Service



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About this inspection

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

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

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

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

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

Cornwall

England

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

92%

86%



Response

Cornwall

England

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

11.1

10.2

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

9.6

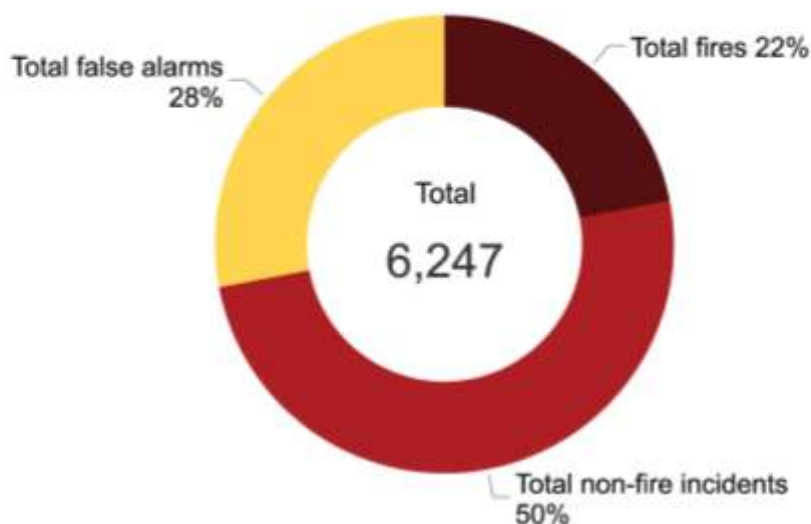
10.4

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

2.7

3.0

Incidents attended in the 12 months to 31 March 2018





Cost

	Cornwall	England
Firefighter cost per person per year 12 months to 31 March 2018	£23.29	£22.38

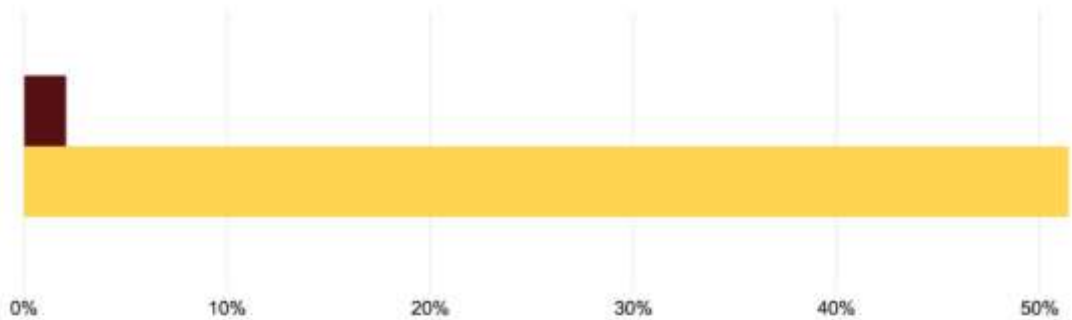


Workforce

	Cornwall	England
Number of firefighters per 1,000 population As at 31 March 2018	1.0	0.6
Five-year change in workforce As at 31 March 2013 compared with 31 March 2018	-4%	-14%
Percentage of wholetime firefighters As at 31 March 2018	34%	70%

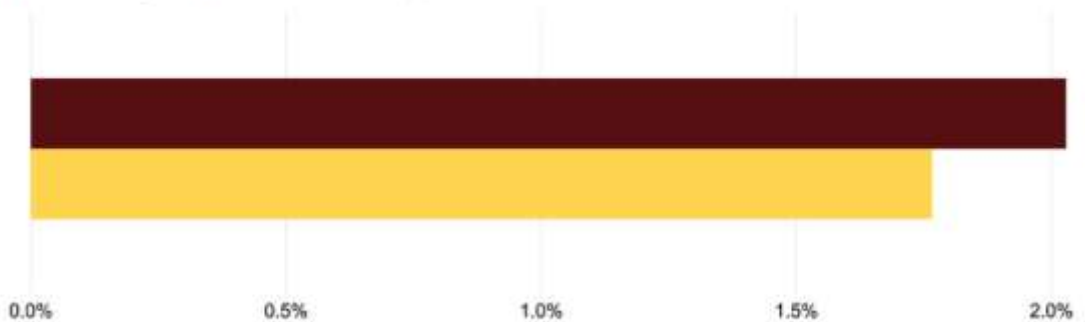
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population














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

● BAME firefighters ● BAME residential population



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

Overview

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



People



Good

Promoting the right values and culture



Good

Getting the right people with the right skills



Good

Ensuring fairness and promoting diversity



Good

Managing performance and developing leaders



Requires improvement

Overall summary of inspection findings

We have concerns about the performance of Cornwall Fire and Rescue Service in keeping the public safe and secure. In particular, we have serious concerns about the service's effectiveness. In view of these findings, we have been in regular contact with the chief fire officer, as we do not underestimate how much improvement is needed.

The service needs to be more effective. In particular, its response to fires and emergencies is inadequate. And it should improve its understanding of risks and the way it uses fire regulation to protect the public. But we found its prevention work is good, and it is ready to respond to national risks.

The service's efficiency requires improvement, particularly in the way it uses its resources. It does, though, provide an affordable service.

The service is good at looking after its people, although it should do better at managing performance and developing leaders. It is good at:

- promoting the right values and culture;
- getting the right people with the right skills; and
- ensuring fairness and promoting gender diversity.

Overall, there are improvements we expect the service to make. We will be monitoring progress.

Effectiveness



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



Requires improvement

Summary

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

The service uses a wide range of data to plan. This includes partners' data. It updates station plans every year. This helps it identify people who are most at risk. But it doesn't collect enough risk information about buildings. Firefighters attending incidents aren't routinely accessing risk information on mobile data terminals and they often rely on paper records.

The service uses analysis well to prioritise its prevention work. It plans to increase its [home fire safety checks](#). It doesn't do these consistently in more remote areas.

As part of Cornwall Council, the service has greater focus on community safety. It works well with partners (like the police). It uses campaigns to support the priorities. But we found limited evaluation of its prevention activities.

The service knows it needs to appoint and train more staff to do fire safety audits. It should supervise these audits better. It should also do them more consistently in remote areas. But it must be sure that staff use their powers when needed.

The service has set a challenging 100 percent target for a ten-minute response time for fire engines across Cornwall. Data provided by the service shows that it fails to meet this target on one in four occasions, particularly in rural areas. On-call fire engine availability averages 80–85 percent which means not all fire engines are available across Cornwall at any one time. The service should improve the information control room staff use to send fire engines to incidents. Also, not all staff know enough about [safeguarding](#) and how to refer vulnerable people for more support.

The service doesn't yet follow some important national guidance on recording decisions at incidents. It needs to improve how it monitors incident commanders and gives them feedback. It doesn't debrief often enough, and it has no effective process for sharing learning.

The service prepares well with partners for major incidents. Incidents like the flooding in Coverack show that the service can respond effectively. Staff know procedures well. But the service should co-ordinate better its testing and exercising at high-risk premises.

Understanding the risk of fire and other emergencies



Requires improvement

Areas for improvement

- The service should ensure it gathers and records 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's [integrated risk management plan](#) (IRMP) is part of a wider plan which covers the council's strategic themes. For the purposes of this report we will refer to this as the IRMP.

The service consults the public and gives them and other interested parties enough time to consider the IRMP. The service received 602 responses to the IRMP for the period 2016–2019. The service consults diverse groups such as Disability Cornwall and we found evidence that the service has extended consultation periods to allow for feedback.

The service gathers a wide range of data – including data from partners, such as adult social care – and uses this data when it writes the IRMP and an annual risk-based evidence profile. It is trying to extend the range of data it uses, specifically with data from the health service, so that it can make the next IRMP more comprehensive.

As a member of the council's corporate leadership team, the chief fire officer is the director of Resilient Cornwall. This makes Cornwall Fire and Rescue Service responsible for areas of risk outside its statutory duties. Its extra responsibilities include working to reduce crime and disorder, domestic abuse and sexual violence, and working to prevent modern slavery and extremist activity. Senior officers and council representatives believe that this wider remit enables Cornwall Council and the service to respond in a more integrated way to community safety problems. These include problems which affect fire safety, and the protection of vulnerable people.

Having an effective risk management plan

The IRMP includes objectives listed under the headings 'prevent, protect, respond, innovate and perform'. The IRMP gives little detail about how the service will achieve or budget for each one.

The service conducts analysis to produce community profiles to identify the people who are most at risk, and to offer them advice about fire prevention. The service refreshes station risk profiles every year. We saw evidence of projects which communicate effectively with diverse communities. These included developing a radio show and a multi-agency project. Their aim is to break down barriers with disaffected young men who might be drawn to anti-social behaviour.

The service liaises with a range of relevant bodies, and this provides opportunities to exchange risk information. For example, Cornwall Housing shares risk information with the service about at-risk groups. Cornwall Housing identifies elderly and vulnerable people who are heavy smokers and refers them to the service. Staff from the service visit these people and, once the service has made an assessment, it can provide fire-proof blankets and other support to enable people to continue living independently in greater safety.

Cornwall is rural, and is only bordered by one other service. Locations which the service has assessed as lower risk are covered by staff who normally have other jobs and are available to respond on an on-call basis. Higher-risk locations have wholetime staff cover. The service told us that in areas which are covered by on-call staff, it has done additional prevention work to reduce risk and the longer response times. But we found inconsistent evidence of this happening across the service.

Maintaining risk information

Staff should gather information about certain building risks to plan the response to an operational incident, such as a fire or other emergency. The service categorises the level of building risk. An assessment by staff informs a pre-determined operational response, for example the number of fire engines the service will send to a reported emergency at that address.

In Cornwall, these site-specific risk assessments are referred to as tactical information fire risk assessments (TIFRAs). Each station is expected to conduct a small number every month.

We found little evidence of a structured approach to gathering operational risk information. The numbers of staff who have been trained to conduct the assessments are limited, and there are specific gaps at the stations which are covered by on-call staff. We found inconsistency between stations about the selection of premises being assessed. A central team selects some, but in other areas staff select premises themselves, with no clear rationale for the difference. Liskeard fire station is a notable exception. It is running an 18-month trial to visit all higher-risk premises in the eastern part of Cornwall to carry out TIFRAs in the areas which are covered by on-call stations.

Risk information is available on the mobile data terminals (MDTs) which are installed on all fire engines. While they are driving to an incident, firefighters can find out about any risks associated with the buildings or location, and the plans to respond. We spoke to operational staff who described delays in updating the terminals with risk information gathered from TIFRAs. Staff also lack confidence in the reliability of the system. Many stations rely on paper records, rather than the information on MDTs. There are inherent risks in this approach. The paper records need to be kept up to date, and if firefighters are mobilised from other stations they will not be able to consult the paper records. The service is presently in the process of buying new MDTs.

Preventing fires and other risks



Good

Cornwall Fire and Rescue Service 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, including localities covered by on-call crewing.
- 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

The service produces an annual risk-based evidence profile, which prioritises people who are at the highest risk. This year's plan has identified injuries and deaths from road traffic collisions and accidental house fires as the priorities.

The service produces an annual prevention campaign plan. This aligns the campaigns and projects that the service carries out with those being conducted nationally and regionally.

Wholetime operational staff based at stations carry out home fire safety checks. Once the service has made an assessment, firefighters give the householder advice on how to prevent fires. The service can install smoke detectors. The service uses a range of sources of socio-demographic data to identify houses to visit and offer this assessment. Each wholetime watch is allocated 12 checks to conduct per month (a watch is the name for a team attached to a station).

The service has been given external funding to train health and social care professionals to identify fire risk factors when they visit local people. If health or social care workers have identified people as vulnerable or at higher risk, they can refer them to the fire and rescue service, which prioritises them for a home fire safety check. Staff from the central prevention team visit vulnerable people. They also help to prioritise and assign visits to stations.

We found that the preventative activity which the service provides in areas covered by [wholetime stations](#) differs from the activity in on-call areas. It makes far fewer home fire safety checks in on-call areas. The service is trying to improve this by using the 'adopt a village' project. The pilot at Liskeard fire station is showing a higher number of home fire safety checks between May and July 2018, averaging 66 checks per month with staff working only part of the week.

The service says that it intends to increase the number of home fire safety checks which wholetime staff make. The service needs to review how it can improve the provision of home fire safety checks in on-call areas.

Promoting community safety

The service works well with partner organisations to reduce risk. The extended community safety remit within Cornwall Council allows more co-ordinated working with other local authority services to tackle problems such as anti-social behaviour, and the risks associated with the consumption of drugs and alcohol. The service has worked with partner organisations to develop a multi-agency hoarding protocol to address the increased risk posed by people who fill their homes with a lot of possessions. We heard of examples of this being used effectively. The service has actively promoted the fitting of sprinklers as a means of protecting buildings. Cornwall Council has taken note of the service's recommendations about sprinklers. It plans to install sprinklers in all new houses and flats which it builds or commissions under its housing development programme.

Although the service aligns its campaigns to national and regional campaigns, it is also able to respond to specific local risks. For example, the service promoted the 'Coast Safe' campaign following a number of deaths from drowning. It has run a campaign to raise awareness of the risk of fire from barbeques in tents.

The service is developing work with the police arson prevention team to improve data sharing and the targeting of support to tackle fire-setting behaviour. The service has a team of service volunteers to help tackle fire-setting behaviour.

We found limited evaluation to assess the effect of prevention campaigns and work such as home fire safety checks. Although the service uses 'before' and 'after' questionnaires to assess some projects, using more robust evaluation processes for the larger preventative campaigns may be beneficial.

Road safety

Road traffic collisions are presently the highest risk within the service's risk-based evidence profile. The service's analysis shows that 72 percent of deaths and injuries from road traffic collisions are from groups identified as vulnerable. This includes motorcyclists, older drivers, pedestrians, cyclists and young drivers. The service is currently leading a review of Cornwall's road casualty reduction strategy.

The service has developed several projects to promote road safety. For example, 'Where You Look Is Where You Go' is a campaign aimed at reducing motorcycle injuries that result from excessive speed on bends. 'Distraction' workshops are aimed at year-seven students about pedestrian and cycle safety. The service runs many of the projects with the support of partner organisations.

Where analysis indicates high incidence and risk, local stations are expected to conduct targeted activities with local communities. We found evidence that local stations were doing this work.

Protecting the public through fire regulation



Requires improvement

Areas for improvement

- The service should ensure it allocates enough resources to a well-managed, prioritised and risk-based inspection programme. It should also ensure it allocates and quality-assures these inspections appropriately.
- The service should assure itself that its enforcement plan 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

The service identifies buildings which it needs to inspect on its risk-based inspection programme. This defines the level of risk, and shows how often the service should inspect a building. The service has analysed risks, and has identified its current priority as hotels and other businesses which have sleeping accommodation. The service prioritises inspections of these premises.

Accredited fire safety officers inspect high-risk buildings. Wholetime operational staff who have completed the fire safety foundation training visit lower-risk buildings. The service is training all new recruits to foundation level, which is a positive move. However, we found that at some stations there was a lack of trained staff who could make inspections.

In the 12 months to 31 March 2018 the number of inspections of high-risk buildings fell when compared with the same period in 2017. This was because of staff vacancies in the central protection team. The service has undertaken to increase the numbers of fire safety officers to meet the identified risk-based need.

At present, there are inconsistent approaches to the identification of the high-risk premises which the service inspects, and also the frequency of these inspections. There is also limited quality-assurance of the inspections which the service has made.

The service needs to improve its fire safety inspection programme by ensuring that there are enough trained staff, and robust management processes to allocate and quality-assure inspections.

We found that the fire safety provision which the service arranges in areas covered by wholetime stations differs from the provision in on-call areas. On-call staff do not carry out fire safety inspections. The problems we identified relating to risk-assessment visits and home fire safety checks also apply to fire safety work.

The service needs to improve its provision of fire safety inspections especially in areas which are covered by on-call firefighters.

Enforcement

The service says that in cases of significant non-compliance it will consider prosecution. In cases where evidential and public interest tests have been met, the service prosecutes. Over the last two years to 31 March 2018, there have been consistently low numbers of enforcement and prohibition notices served against building owners who do not comply with fire safety legislation. The last prosecution carried out by the service was in the 12 months to 31 March 2012.

Fire safety officers use Cornwall Council's legal team to provide advice and guidance on enforcement action. The amount of time and preparation needed to build a case for a prosecution and the lack of resources were cited as barriers to taking such action. The service therefore works in partnership and uses other enforcement powers.

It is not clear how the service determines whether the balance of enforcement work is appropriate. The service should assure itself that it is making effective use of enforcement powers.

Working with others

We found that the service is working effectively with the owners of premises to reduce the burden of false fire alarms which automatic alarm systems send out. Staff in the critical control centre question callers about automatic alarm calls so that they do not send fire engines to a building when this is not necessary. When firefighters attend a false alarm call, they advise the owners of the premises how the callout could have been avoided. If there are repeated false alarms, the service will carry out a fire safety inspection.

The service works with partner organisations, most recently through the Migrant Workers Action Group, to conduct joint visits. It responds in a timely manner to statutory building consultations.

Responding to fires and other emergencies



Inadequate

Cause of concern

We have serious concerns about Cornwall FRS's response to incidents. The service consistently doesn't meet target response times for fires, especially in remote areas served by on-call stations.

It is sometimes slow to update mobile data terminals with risk information. Staff often rely on paper records. Staff in the critical control centre aren't confident in the ICT systems which show availability of staff and fire engines. This leads to increased resources being mobilised or delays in attending incidents.

Operational crews don't regularly record information because they aren't all completing risk assessments or decision logs, in line with national guidance. Frontline staff don't all understand how to identify vulnerable people or how to use the referral process for vulnerable people and safeguarding. The service doesn't consistently gather essential learning from operational incidents, or pass this on to all staff.

Recommendations

- The service should regularly update risk information on mobile data terminals so that firefighters responding to incidents can see the most up-to-date information.
- The service should improve the information available to staff in the critical control centre, so that they can make effective decisions about the mobilisation of fire engines.
- The service should implement national operational guidance, specifically in relation to the completion of analytical risk assessments and decision logs.
- The service should train staff better in how to identify vulnerable people and use safeguarding referral procedures, and should ensure staff use these consistently.
- The service should improve how it monitors operational incident command and feedback processes.
- The service should improve its operational assurance by debriefing firefighters effectively and passing on any learning to all staff.

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 way that the service responds in different parts of Cornwall varies. This is primarily based on whether the area is covered by a wholetime or an on-call station.

In some areas we found that the service is aligning resources well to meet community risk. For example, in the Newquay crewing model, the service increases the resources which are available during the summer to meet the increased risk associated with more visitors. The service is also piloting a daytime crewing model at Liskeard for part of the week. However, the inconsistencies in the gathering of risk information, and the prevention and fire safety work we wrote about earlier in the report also apply to response.

The recruitment of on-call firefighters is a continuing problem. There are vacancies at many of the stations and we found limited co-ordination and management of the contracts of on-call members of staff. This affects availability and, therefore, operational response.

The service is consistently failing to meet target response times for fires, especially in more remote areas covered by on-call stations. Data supplied by the service shows it is achieving 74 percent attendance against a ten-minute target which it has undertaken to meet on all occasions. Response times have been increasing. In the 12 months to 31 March 2017, the average response time to [primary fires](#) in Cornwall was 12 minutes 28 seconds, which was an increase from the same period in 2016. This is the highest response time of all services in England.

The service recognises that it needs to improve response performance and is trying to improve its understanding of the data and mapping performance.

Response

Staff should gather information about certain building risks to plan the response to an operational incident, such as a fire or other emergency. In Cornwall, these site-specific risk assessments are referred to as TIFRAs. Each station is expected to conduct a small number every month. We found little evidence of a structured approach to gathering operational risk information. There are gaps at stations covered by on-call staff.

Risk information is available on the MDTs which are installed on all fire engines. While they are driving to an incident, firefighters can find out about any risks associated with the buildings or location, and the plans to respond.

There are delays in updating the MDTs with risk information gathered from TIFRAs. Staff also lack confidence in the reliability of the system. Many stations rely on paper records, rather than the information on MDTs. There are inherent risks in this approach. The paper records need to be kept up to date, and if firefighters are mobilised from other stations, they will not be able to consult the paper records. The service is in the process of buying new MDTs.

The service's critical control centre is responsible for receiving calls and mobilising fire engines. Staff lack confidence in the ICT systems which they use, and which show availability of staff and fire engines. Sometimes this leads to the control centre

sending extra fire engines to an incident to compensate for the poor information on the systems. When additional fire engines are needed, and it transpires that a fire engine is unable to leave the fire station because not enough on-call firefighters have arrived, valuable time is being lost while further resources are mobilised.

We found that the service is not implementing [national operational guidance](#) fully. Implementation is being slowed because the service gives a higher priority to other work. For example, operational crews are not regularly recording operational information because they are not completing the analytical risk assessments or decision logs, as set out in the guidance. Some staff are still using outdated ways to record information.

Command

All operational commanders undertake an initial training course and then have ongoing training and assessments to check their competence. We found that the training and assessments were up to date.

Operational managers have a comprehensive knowledge of incident command procedures. They are helped by a range of information including apps on mobile phones, crib cards which give guidance, as well as information such as Chemdata for chemical hazard advice.

Staff understand operational discretion. This means that firefighters can override normal procedures under certain circumstances. It was unclear how the service monitors the use of operational discretion to ensure that it can learn from the use of this procedure.

There is limited assurance about the performance of operational commanders at incidents. This is found mainly in larger and more protracted incidents. Operational commanders said that the service gives them minimal feedback about the way that they have commanded incidents.

Keeping the public informed

The service is proactive in its use of social media to inform the public about incidents and fire safety projects. Each station has its own Facebook page. This is monitored by a central communication team which also uses analytical tools to evaluate its use.

The service also uses a Twitter feed. Although this is primarily aimed at the public, we found that partner organisations also find it useful. For example, the Environment Agency uses it to track particular incidents when notified.

An established process is in place to make safeguarding referrals to other organisations and we saw some good examples of this. The service has appointed safeguarding advocates. They receive additional training and can give advice and access other services if required. However, we found inconsistency in frontline staff's understanding of how to identify vulnerable people and, in some cases, how to use the referral process. We found gaps in the knowledge which [on-call](#) staff have. The service should ensure that staff have the skills they need to identify vulnerable people and safeguarding problems, and to make appropriate referrals.

Evaluating operational performance

The service does not have a consistent and clearly understood operational assurance process. This means that the service is not gathering essential learning from operational incidents so that it can share this with all staff.

We found that the practice of holding [hot debriefs](#) immediately after incidents is widespread. All commanders are aware of the process. There is no structure in place for how commanders undertake these debriefs, however, and practices vary across the service.

The service's policy is to conduct a more formal debrief following larger or protracted incidents. Staff said that formal debriefs do not always happen. Also, training and communications staff are not routinely part of any debriefing process.

We were unable to find evidence of consistent learning from any operational debriefing process being shared across the service. The service should ensure that it has a robust process to identify organisational learning from incidents and also that it has the means to share this with staff.

Responding to national risks



Good

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

Areas for improvement

- The service should assure itself that it has clear procedures (based on risk assessments) to develop site-specific plans and is well prepared to respond to high-risk premises and national incidents. It should ensure it tests and exercises at high-risk premises, with good management oversight and exchange of learning.

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

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

Preparedness

The service has had to respond to several major incidents in the recent past when its preparedness has been put into effect. Most recently the Coverack flood required a multi-agency response over an extended period. The response was effectively co-ordinated.

We found that the service used national procedures for supplementing resources effectively during this incident. Staff showed an understanding of how to access this help when it was needed.

The service has created site-specific response plans for some high-risk premises. However, some staff expressed concern that they do not receive adequate training for creating such plans.

Within the last 12 months the service has conducted exercises in order to test its response to possible emergencies at some high-risk sites in Cornwall, including Newquay airport and HMS Raleigh. These exercises involved other emergency services. We found inconsistency in the frequency with which the service conducts exercises to test its plans at other high-risk premises. There is no central process to ensure that these tests and exercises are taking place.

The service needs to assure itself that there is a process in place to ensure that it tests high-risk premises and conducts exercises and does this in a timely manner.

Working with other services

The service only borders one other fire and rescue service – Devon and Somerset. It has taken part in several cross-border exercises in the past 12 months. These include an exercise at Devonport dockyard. In addition, there has been an exercise in North East Cornwall in which fire engines from Devon were mobilised.

As with high-risk locations within Cornwall, there is no organisational oversight or assurance of what tests and exercises are taking place in Cornwall with Devon and Somerset because some exercises are organised locally. It is not clear how learning is shared.

Working with other agencies

The service is an active member of the [local resilience forum](#). In conjunction with Cornwall Council and other emergency services, the service is expected to plan its response to major incidents such as widespread flooding or a major transport incident. It should test these plans and carry out exercises. We found evidence of this taking place.

The service has very close working relations with other parts of Cornwall Council. In addition, we saw that the relationship with Devon and Cornwall Police is strong, with examples of joint working at an operational and strategic level.

The service is in the process of arranging further learning and development about its planned response to a marauding terrorist attack.

Knowledge of [JESIP \(Joint Emergency Services Interoperability Principles\)](#) is inconsistent across the service. The service could do more to train and conduct exercises on these procedures. We found that it is providing limited training for some equipment which is used as a national asset, for example the major decontamination unit.

Efficiency



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



Requires improvement

Summary

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

The service's budget is set as part of Cornwall Council's overall budget-setting process. This budget is based on realistic plans. The service uses council [reserves](#) for extra activities like those after the Coverack flooding. It has a good record of making savings. It plans more savings by updating its fleet, technology and buildings.

Cornwall Fire and Rescue Service is inconsistent in areas that on-call staff cover. Recruitment and retention of on-call firefighters is difficult. Staff shortages and poorly managed contracts mean it doesn't always have enough fire engines. Positively, the service has taken steps to address these problems. For example, by a seasonal crewing model in Newquay and a daytime crewing pilot project in Liskeard. But it still doesn't always have enough resources available.

The service is integrated into the council's neighbourhood directorate. This means it works on wider community matters. Its control room monitors CCTV as part of the Safer Towns scheme. This brings it income.

The service works closely with other emergency services. The proposed increase in jointly funded tri-service safety officers is positive, with evaluation showing how useful this way of working together can be. But the service could do more to evaluate and achieve benefits like these when working in collaboration.

Making best use of resources



Requires improvement

Areas for improvement

- The service should ensure how it resources services in areas covered by on-call firefighters aligns with risk. This is specifically in relation to risk assessments of premises, home fire safety checks, fire safety inspections and response services.
- The service needs to demonstrate sound financial management of principal non-pay costs. It should ensure it appropriately manages on-call contracts to provide best operational cover.
- The service should ensure there is effective monitoring, review and evaluation of the benefits and outcomes of any initiatives, including collaboration.

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 part of the neighbourhood directorate of Cornwall Council. Its IRMP forms part of a wider plan which covers the council's strategic themes. The service produces an annual plan which includes general objectives of improving efficiency. Examples include reducing sickness rates, ensuring financial spend against budget, realising savings and greater collaboration.

The service and the council have developed their budget using realistic planning assumptions. These include pay awards, non-pay inflation and expected levels of council tax precept.

We said earlier in the report that the service provides communities with different levels of service depending on whether they are in areas covered by wholetime or on-call stations. In the east of Cornwall the daytime crewing pilot project at Liskeard has sought to tackle this problem. In other parts of Cornwall, the service has introduced the 'adopt a village' project. The service expects wholetime staff to provide certain services in areas covered by on-call staff. In addition, the service plans to employ more jointly funded tri-service safety officers and put them in areas where there are gaps in service. However, the inconsistency of the service which it is providing – in the important areas of risk assessments of premises, home fire safety checks, fire safety inspections and response – is a concern which the service needs to address. The service does provide high-risk home fire safety checks within 15 days across the whole of Cornwall.

The service has drawn on council reserves several times in recent years to cover the costs associated with additional operational demand. Last year, the service used £300,000 to meet the additional costs associated with the Coverack flood. This year the service anticipates that it will have to use council reserves to meet a predicted overspend because of increased operational work associated with the hot weather.

Productivity and ways of working

In Cornwall, there are seasonal variations in the number of people visiting and staying in the summer. As a result there is an associated increase in risk. To cope with this risk the service has introduced a different resourcing method between May and September and has changed Newquay fire station from an on-call service to wholetime during the daytime.

We found the service has been innovative in aligning the provision of its services to risk in some areas. The new crewing pattern being trialled at Liskeard uses day-crewed staff for several days each week to improve response and prevention work in remote areas.

We saw evidence of the service deploying [wholetime firefighters](#) flexibly. If minimum crewing levels are met, the service moves surplus staff to other wholetime stations to ensure there are sufficient staff to operate fire engines.

The service has recognised that it should do more to improve its evaluation of such projects. We also found evidence that this was the case.

The service finds that the recruitment of on-call firefighters is a continuing problem. There are vacancies at many stations. The service's analysis indicates that the lack of flexible working adversely affects its ability to attract and retain staff, including those who would make the workforce more representative, for example women. The service uses some on-call staff to provide wholetime cover on a long-term basis. This use of resources can also have an adverse effect on the availability of staff at on-call fire stations.

We found limited co-ordination and management of on-call contracts when on-call staff complete their contracted hours. The expectation is that local managers co-ordinate this. However, we found this is often not the case and fire engines are not available because the firefighters have worked their contracted hours. The service should ensure on-call contracts are appropriately managed to provide the best possible operational cover.

Collaboration

As an integral part of Cornwall Council, the service works closely with the council's other departments. The integration of the service into the council's neighbourhood directorate means the service also works on wider community safety matters such as protecting victims of domestic abuse and supporting action to tackle modern day slavery. But the service could do more to identify and monitor the benefits from working in collaboration. We found some good examples of working together, some of which have been evaluated.

The service seeks opportunities to work more closely with other emergency services and is part of a tri-service group to explore options for collaboration. Following discussions with the ambulance service, the fire and rescue service took on a co-responding role, and on-call fire and rescue staff can now attend medical emergencies as first responders.

The service has actively promoted the introduction and extension of the role of tri-service safety officer. An independent review found these officers to be of “significant value to all services and residents”. They help to provide on-call response cover and also wider community safety and prevention services.

Continuity arrangements

We found continuity plans in place across a range of risks including industrial action, power cuts and pandemic flu. There is evidence that the service refreshes these plans every year and has table-top exercises, but we found limited evidence that it has tested the plans.

A formal arrangement is in place with another fire and rescue service to provide call handling and the [mobilisation](#) of fire engines should anything happen to Cornwall’s control room, its critical control centre.

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



Good

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 is part of Cornwall Council’s budget-setting process. The council’s medium-term financial plan includes a £2.8m efficiency savings target for the service to achieve by 2021/2022. The service has a record of achieving efficiency savings. For example, changes to the provision of services and stations covering the Camborne, Pool, Redruth and Hayle areas achieved savings in excess of £500,000.

The service receives back-office support such as HR, ICT and financial services from the council. These processes are reported to work well, although the service would benefit from looking at the re-charge costs for the functions to ensure that it is achieving value for money.

The service does not have its own reserves. Financial contingency is provided from a £6m reserve held in the council’s neighbourhood directorate, which the service is part of, or from the council’s general reserves. Council reserves were used in the last financial year to meet an overspend associated with the response to the Coverack flood. The service predicts that its council reserves will be needed this year to cover the additional costs associated with responding to incidents caused by the hot weather.

Positively, in light of the use of council reserves and the problems associated with resourcing the service, the council has asked the chief fire officer to review service provision and sustainability to identify options for the future. He has just started this work.

Innovation

The service works with other emergency services and is part of the Blue Light property integration programme which identifies opportunities for emergency services to share buildings in order to reduce costs. Emergency services share buildings at several locations, including Hayle, Truro and St Columb. The service is also part of a wider emergency services group which covers South West England and explores options for different working arrangements. The service has taken over the responsibility from the police to respond to people who have collapsed behind closed doors to gain entry for the ambulance service. This has reduced attendance times for the ambulance service and allowed firefighters to enter houses and buildings more rapidly using existing skills and equipment.

The recent decision to increase the number of tri-service safety officers from three to ten, with joint funding, is positive and based on an evaluation of the scheme. This is likely to bring benefits in operational response and community prevention, including fire safety, in more remote areas.

We found the service has been innovative in aligning the provision of its services to risk in some areas. For example, the crewing pattern being trialled at Liskeard and the established seasonal crewing model at Newquay.

Future investment and working with others

Staff in the service's critical control centre also monitor CCTV systems on behalf of some towns and parishes. The service is paid to provide this service, approximately £130,000 each year. Work is now underway to take on more systems with funding support from the council and the local police and crime commissioner.

The service has a formal agreement with the Isles of Scilly to provide some functions including taking emergency calls, mobilising fire engines, fire safety inspections, some training and incident command roles. This agreement is being reviewed.

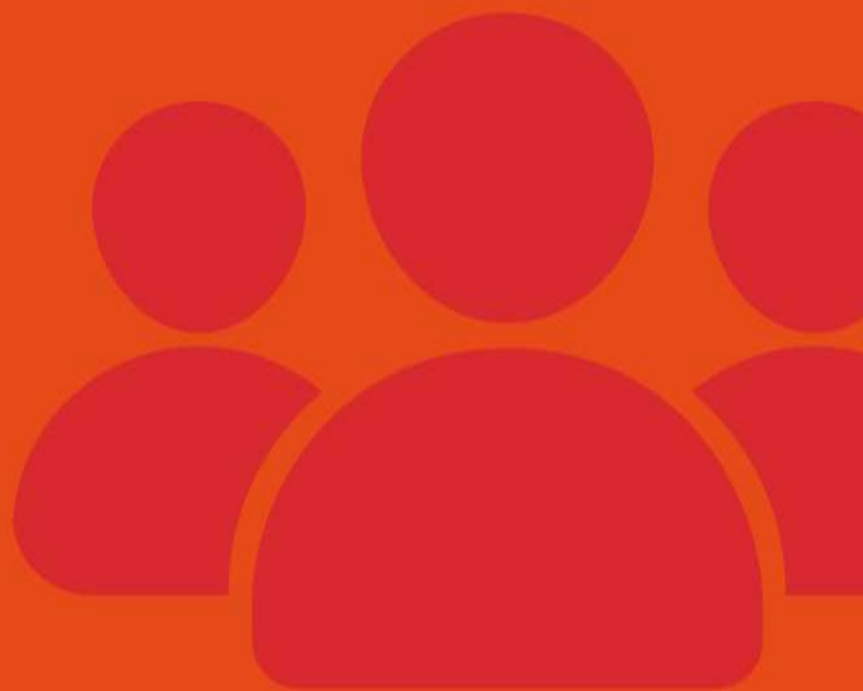
The service has recently started to explore options for fleet management with other emergency services, to realise more benefit from the facilities in its vehicle workshops.

Cornwall Council uses a long-term operational assets review programme to support the replacement of fleet, technology and buildings. The fire and rescue service is part of this with a current planned spend of £26m over the next 15 years. This process is used to realise efficiencies as well as ensuring that assets can do the job which they are supposed to do. The process is predicting £200,000 revenue savings over the next two years as well as ensuring value for money with capital spending.

The service needs to update its technology, including the MDTs on fire engines. The outdated technology is adversely affecting the mobilisation of fire engines and staff and the sharing of risk information.

The service generates income through a company called Phoenix. Phoenix provides services primarily in the community safety sector. It provides fire warden training for Cornwall Council employees, pre-driving courses for 16 and 17-year olds to support safer driving, and driver training for Cornwall Council employees using the instructors from spare capacity. Phoenix has two full-time employees but will use staff from the service on a cost-recovery basis. The service is currently exploring options of using the company to generate further income.

People



How well does the service look after its people?



Good

Summary

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

The service prioritises the wellbeing and fitness of its staff. It works hard to promote mental health awareness and support. Staff appreciate the support the occupational health team gives. We found effective help for staff handling traumatic incidents. But some staff are unaware of the service's values, or how these should inform their daily work.

The service analyses training needs each year. Quarterly training plans help operational staff keep their skills up to date. But the service needs to improve its workforce planning. Some important responsibilities are being carried out by staff who have other main roles. On-call firefighter recruitment and retention are problems. However, the planned increase in tri-service safety officers should help.

The service conducts a staff survey every two years. But some staff are not confident to raise a grievance. Training for managers in this area is inconsistent. Leaders recognise they need to do more to recruit a workforce that reflects the community. But recent firefighter recruitment was more successful in relation to gender diversity.

Staff see the promotion process as fair and open. Support staff view the appraisal system positively. But many operational staff see this as an administrative exercise. Also, the service has no process for talent management or identifying high-potential staff.

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 promotion of wellbeing is a clear priority for the service and the workforce recognises this. The staff have a positive view of the occupational health department's work in promoting health and wellbeing. Staff gave us many examples of how the department had supported them appropriately.

Mental health awareness and its promotion is a specific priority for the service. Staff receive information and training about how to identify mental health problems, and how to get support. In addition, the service has an established process that provides support to staff who have attended, or been involved in the response to, a traumatic incident, for example an incident where someone has died. Staff are generally positive about this process and the way that it signposts or refers staff for further support, such as counselling.

The service uses an attendance management policy to monitor repeat cases of sickness, and provides appropriate support or action when required.

Health and safety

The service has a people, workforce and wellbeing strategy which aims to improve the health, safety and wellbeing of the staff. We found an established culture of promoting this at all levels of the workforce. The service had previously identified a problem with its system for dealing with reportable accidents. There are now checks and balances in place to encourage staff to use appropriate procedures.

All firefighters can use fitness equipment in gyms at stations. The service reported that significant numbers of on-call staff failed their initial fitness test during 2017 and 2018, resulting in the service setting action plans for improvement. Since then two thirds of those who failed have now passed.

Culture and values

The staff we spoke to had an inconsistent awareness and understanding of the service's values. Staff struggled to describe what difference the values make in their day-to-day roles. Staff generally recognised the term CEED (community, engagement, equality and diversity) which sets out the values of the service. We found CEED posters in many stations.

Many staff mentioned the lack of visibility of senior leaders, and staff spoke about the decrease in the number of visits to stations by senior leaders over the last 12 months. At present, senior officers visit each station every year. This has been supplemented for on-call staff with a series of centrally organised seminars. Chief officers intend to increase the number of their visits to stations before January 2019.

Getting the right people with the right skills



Good

Cornwall Fire and Rescue Service 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 should ensure its workforce plan takes full account of the necessary skills and capabilities to carry out the integrated risk management plan.

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

Workforce planning

The service has limited workforce planning processes. Some important responsibilities are being carried out by staff with other main roles. They have limited time to make improvements in these areas. Examples include operational assurance, health and safety, and national resilience. The lack of capacity of staff to do these activities has adversely affected work. However, the service recognises that it needs to do more about workforce and succession planning, and recently convened the first meeting of the workforce planning group for over a year.

The service has recently agreed to appoint additional tri-service officers with funding support from the council and the police and crime commissioner. This aims to address an identified need in the more remote communities.

The service carries out an annual training-needs analysis to ensure that it allocates resources to maintain the core competencies of operational staff. Although the central training team co-ordinates this, the analysis is carried out in conjunction with heads of service. The service creates quarterly training plans which show local staff which skills they should train for and conduct exercises in.

The service recognises the problems with retaining, recruiting and training on-call staff. The limited time available to conduct training on the weekly drill nights puts pressure on staff and resources. We received consistent feedback about the lack of computer terminals which make the completion of computer-based training and the updating of the record system particularly problematic.

Learning and improvement

We found that training staff do not form an integral part of organisational learning. The training department should be more involved with significant learning from operational debriefs. The service has a learning tracker system to record and disseminate learning. This process would benefit from greater focus on problems and trends.

Operational staff are well-trained and maintain their operational competence through the maintenance of skills process.

We did identify problems about the way the service records skills and competencies. It uses one system to record this information and another one to provide computer-based training or information. Staff consistently expressed frustration about the inability of the systems to link to one another. This means that staff must update the records system manually with any work they had completed on the training system. Positively, the service has introduced advocates skilled in the records system who support station-based staff to work on computer-based systems. This gives these staff a greater understanding of the training and competence requirements.

The central training team has recently been supplemented by four new group training instructors. They work locally and are also responsible for supporting local training and skills development. These staff are specifically responsible for training on-call staff. We received positive feedback about the introduction of this role and the benefits which the new staff have brought to training and the maintenance of required competencies.

Although wholtime and on-call staff are generally trained separately, the service has started to run more training courses which are open to both groups.

Fire safety staff receive accredited training with continued professional development to enable them to fulfil their roles in relation to higher-risk premises and enforcement work. Fire safety staff brief operational staff, who then visit lower-risk premises. Operational staff have said that they are confident in carrying out this role and can get specialist advice if they need it. The service has expressed a long-term aim to have several operational staff trained to a foundation level which will provide greater capacity for protection work.

Support staff are positive about access to learning and development opportunities such as management courses, through Cornwall Council. We noted that operational staff, including supervisors, do not appear to access these opportunities.

Ensuring fairness and promoting diversity



Good

Cornwall Fire and Rescue Service is good at ensuring fairness and promoting diversity. But we found the following area in which it needs to improve:

Areas for improvement

- The service should assure itself that it has effective grievance procedures. It should identify and implement ways to improve staff confidence in the grievance process.

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

The service conducts a staff survey every two years as part of a Cornwall Council engagement process. The service ran its most recent survey in 2017. It covered health, safety and wellbeing. The service received 170 responses from a workforce of 700. This is a smaller number than in previous staff surveys. The service published the results.

Following the survey, the service established an 'employees' voice' group to consider problems which the survey had identified. This group included staff representatives from across the organisation. The service tackled some of the problems, and published updates in the service's magazine, Beyond Cover.

We found mixed opinions about whether senior leaders are sufficiently visible to staff. Many staff value visits as an opportunity to talk to senior leaders. In the past, the leadership team had made more visits to on-call stations, but the feedback was that these adversely affected the limited training time. The service has scaled back the visits. It has introduced annual visits and organised seminars for briefings.

Staff in non-watch-based roles also said that they feel remote and isolated from senior management. They would welcome the opportunity to engage and be briefed in the same way as watch-based staff.

The service works with employee representative bodies who generally feel that it listens to them and responds to any concerns. The service holds regular meetings, and consults staff about new projects that affect the workforce.

The service has a grievance procedure which sets out timescales for action. Some staff said that the service does not always respond positively to grievances and does not escalate grievances to the appropriate management level; they added that problems had remained unresolved for some time. We found an inconsistent approach

to training managers about grievance and discipline procedures. Newer managers have been trained, but existing managers have not. The service prides itself on being a close-knit community, but it should make sure that when staff do highlight concerns there are effective processes to deal with these, and staff should feel that the service is supporting them.

Diversity

Cornwall Council has a policy that covers equality, diversity and inclusion. The council and the service recognise that the fire and rescue service's problems differ from Cornwall Council's problems.

Service leaders recognise that they need to do more about equality, diversity and inclusion, and that they should try to recruit a workforce which reflects the community. They have organised a series of positive action days and taster events aimed specifically at attracting female and black, Asian and minority ethnic recruits. They have also targeted communications at gyms and on social media. As a result of the most recent wholetime recruitment process, 14 new recruits joined the service.

The recruitment and retention of on-call staff is a problem for the service. The service has conducted research which indicates the importance of more flexible contract working and good communication with employees. The service believes the recruitment of tri-service safety officers will address some gaps in service. It has also started work to identify how flexible contracts could help to create a more diverse workforce, especially in relation to women.

Managing performance and developing leaders



Requires improvement

Areas for improvement

- The service should put in place an open and fair process to identify, develop and support high-potential staff and aspiring leaders.

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

Managing performance

We found that the service has a staff appraisal process, known as the personal development system (PDS). Staff should have monthly meetings with line managers, six-monthly and annual reviews and managers should set objectives. For operational staff, these objectives are drawn from a corporately agreed list. Support staff's objectives are tailored to their specific roles. Staff said that the process had become more structured over the last three years.

There is a clear division between support and operational roles in how effective staff find the system. Many operational staff see it as an administrative exercise rather than an individual development tool, whereas the majority of support staff were positive about the process. They value a structured process where they talk to line managers about their performance.

The service has identified a need to improve the quality of the data that the PDS system can provide and this should, combined with a new planned system replacement, support the service to gain more from the appraisal process.

Several supervisors expressed a lack of confidence about initiating performance management procedures. They cited the size of the service and its close-knit culture as a potential barrier. The service is aware of the need to tackle this problem and is presently testing a training package with some line managers. This aims to provide greater knowledge and confidence to tackle unsatisfactory conduct and performance.

Developing leaders

The service does not have a process to identify and develop members of staff who have high potential. The service has recognised the need to establish a new talent management workstream to address career development and succession planning. We did find evidence that some senior leaders are being developed on council-led programmes.

Staff across the service feel that the promotion process 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. Cornwall Fire and Rescue Service is a county FRA.

Metropolitan FRA

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

Combined FRA

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

County FRA

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

Unitary authorities

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

London

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

Mayoral Combined Authority

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

Police, fire and crime commissioner FRA

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

Isles of Scilly

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

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