

# Fire & Rescue Service

## Effectiveness, efficiency and people 2018/19

An inspection of Derbyshire Fire and Rescue Service



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# 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 Derbyshire 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

Derbyshire

England

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

86%

86%



## Response

Derbyshire

England

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

6.8

10.4

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

9.1

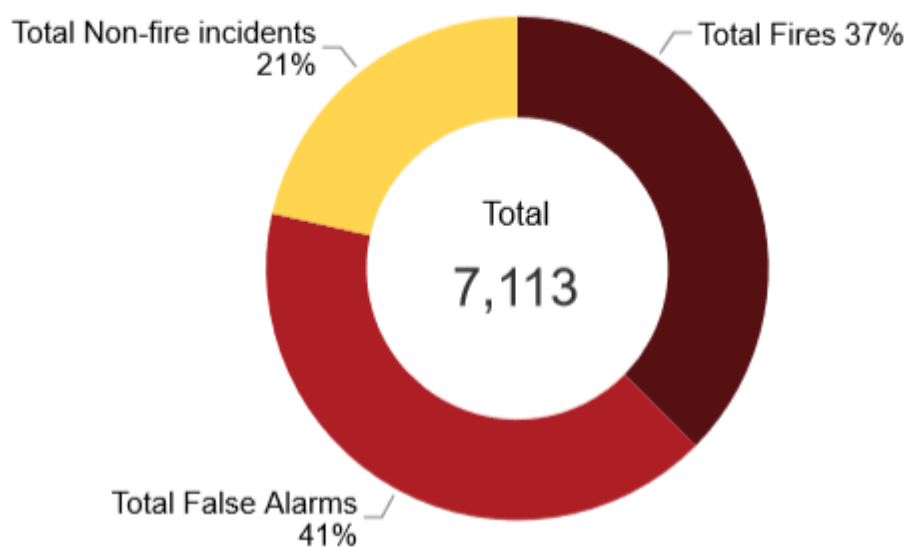
10.4

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

2.8

3.0

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





## Cost

Derbyshire

England

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

£18.62

£22.38



## Workforce

Derbyshire

England

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

0.5

0.6

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

-6%

-14%

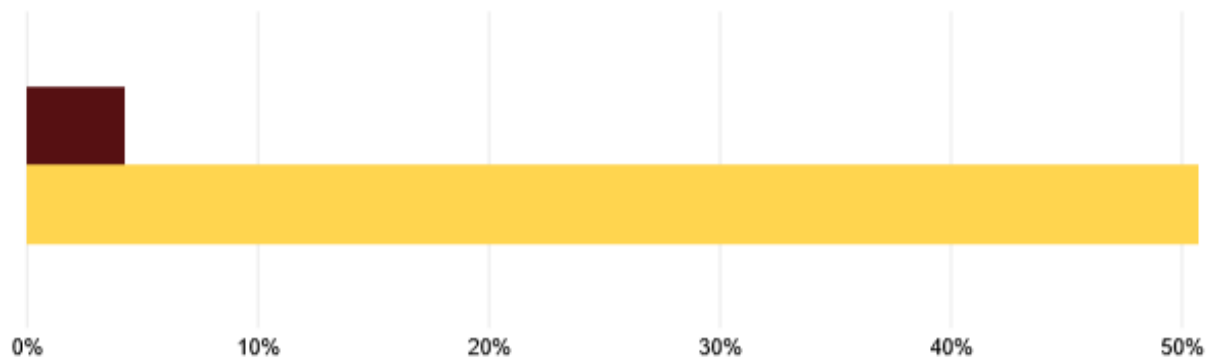
**Percentage of wholetime firefighters**  
As at 31 March 2018

61%

70%

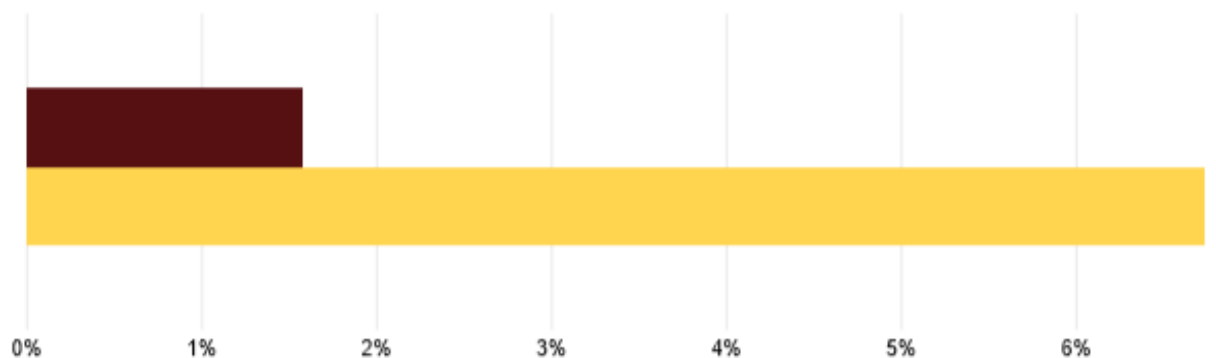
### Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population














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

● BAME Firefighters ● BAME residential population



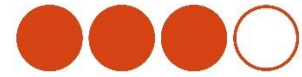
Please refer to annex A for full details on data used.

# Overview

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



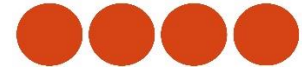
## People



Good

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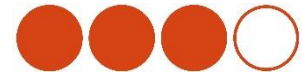
Promoting the right values and culture



Outstanding

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Getting the right people with the right skills



Good

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Ensuring fairness and promoting diversity



Good

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Managing performance and developing leaders



Requires improvement

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## Overall summary of inspection findings

We are pleased with the performance of Derbyshire Fire and Rescue Service (FRS) in keeping people safe and secure. But it needs to improve in some areas to give a consistently good service.

Derbyshire FRS is good at providing an effective service to the public. It is good at:

- preventing fires and other risks;
- protecting the public through fire regulation;
- responding to fires and other emergencies; and
- responding to national risks.

But it requires improvement in how it understands the risk of fire and other emergencies.

Derbyshire FRS is good in the efficiency of its services. We found it to be good at making the best use of resources. And it is good at making its services affordable now and in the future.

The service is good at looking after its people. It is outstanding at promoting the right values and culture. And it is good at getting the right people with the right skills and in how it ensures fairness and promotes diversity.

But it requires improvement to the way it manages performance and develops leaders.

Overall, we commend Derbyshire Fire and Rescue Service for its performance. This provides a good foundation for improvement in the year ahead.



# 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. Derbyshire Fire and Rescue Service's overall effectiveness is good.

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It consults widely during the development of its [integrated risk management plan](#) (IRMP). But it needs to improve the effectiveness of how it manages risk information. The service communicates its safety information to staff well, but we found no mechanism that showed staff had read it.

The service is good at preventing fires. In particular, it targets ['safe and well' visits](#) towards those who are more [vulnerable](#), and works well with its partner agencies and other organisations to prevent fires.

It is also good at protecting people from fires. It has trained its staff well in this area. It is evident that staff are working hard to reduce the burden of unwanted fire signals. The service should make sure that it is correctly identifying all high-risk premises.

Derbyshire FRS is good at responding to fires and other emergencies. In particular, it has good processes for learning from operational incidents. The service is meeting its standards on response times for the first fire engine that arrives at an incident but needs to improve times for the second. It is meeting its standards for the number of on-call fire engines available.

The service is good at responding to national risks and has recently demonstrated this ability at a number of high-profile incidents.

## Understanding the risk of fire and other emergencies



### Requires improvement

#### Areas for improvement

- 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

Derbyshire FRS engages well with a wide range of partner agencies to make sure that they understand risk in the same way.

The service's current IRMP runs from 2017 to 2021. The IRMP is in line with the expectations of the [Fire and Rescue National Framework for England](#). It identifies the most significant risks that could affect the local community and explains how the service plans to prepare and respond to them. The service uses a wide range of data to develop its risk profile, such as socio-economic data from local authorities, health and welfare data from Public Health England, and flood risk data from the Met Office. The service also uses data it gathers from its own activities.

In producing its latest IRMP, the service consulted extensively with its local communities. It did this in several ways: social media, setting up information stands at local markets and town centres, and leafleting local residents. It visited a school for the deaf to engage with some of the county's Deaf community. It also held events at community centres and various places of worship to engage with its diverse communities. The service received 302 individual comments through its consultation process. Although this feedback didn't result in any material change, the service responded to each of them.

The service has decided to renew its current IRMP earlier than planned and intends to have a new plan in place by 2020.

### Having an effective risk management plan

The service has an effective system in place to make sure that everybody within the organisation is working towards reducing the risks identified in its IRMP.

The current IRMP identifies several current risks, such as property fires, moorland fires, and risks within the transport network such as rural roads, the M1 motorway and proximity to Manchester and East Midlands airports. The plan also identifies emerging risks that could affect the county, such as climate change (flooding), fracking and new

housing developments. Lastly, the IRMP considers national risks such as mental health, smoking, and drug or alcohol dependency. The IRMP also covers the largest emergencies likely to take place in Derbyshire as identified by the Derbyshire [local resilience forum](#).

The service bases its department plans on the priorities set out in its IRMP. Fire stations also have their own plans, which capture how they will meet department and service priorities. The service has made sure that all staff across the organisation understand and are working towards the tasks identified in the IRMP.

The service frequently monitors how teams, departments and the service as a whole are performing to make sure they stay focused on the strategic priorities. External partners attend local performance meetings, which allows them to feed into discussions on the local issues that are of highest concern.

Derbyshire FRS uses computer modelling software to identify the optimum number of fire engines needed to keep the county safe. The software also assists the service in making decisions about the location of fire stations and fire engines, and the need for any specialist equipment.

### **Maintaining risk information**

Despite the work the service does to understand its local risk profile, it doesn't have effective processes in place to make sure that firefighters at the scene of an incident can access current information about risk.

Fire and rescue services must collect risk information from high-risk and complex buildings that present risks to firefighter and public safety, so they can make effective plans to deal with any incidents. The service has developed two electronic systems to gather and record such information. The enterprise information system (EIS) is used to record risk information relevant to particular premises, and the hazard management alert (HMA) system is used to record risk information specific to individual people within premises. While these systems are good, the service needs to improve how the data contained within them is accessed and reviewed.

Laminated risk cards containing information about the highest-risk premises are kept on every fire engine. These risk cards should have the same information as the [mobile data terminals](#) (MDTs), which are the computers installed on fire engines that allow firefighters to access risk information at the scene of an incident. The risk cards should be replaced with a new version every time the electronic system is updated. However, during our inspection, we found that a number of risk cards were out of date and didn't match the information on the MDT. Incorrect or out-of-date risk information increases the risk to firefighter safety.

Operational staff are aware of the type of people at greater risk of fire, for example hoarders or those dependent on the use of oxygen. These risks are recorded on the HMA system and accessed by firefighters through the MDT. While we were impressed with this system, it isn't consistently reviewed. We were unable to identify who, if anybody, was responsible for the management of the information held on it. If the HMA system isn't regularly reviewed, changes in risk may not be identified and updated, meaning that firefighters won't have access to the most current information. This could increase the risk to their safety, as well as that of the public.

The service uses a wide range of systems to share other risk information, such as health and safety, across the organisation. Information which is not deemed to be risk-critical is shared electronically via operational bulletins. Risk-critical information, such as weaknesses in a piece of equipment, is shared electronically. Staff must confirm that they have read such information. They do so by recording this on the training database, although we found several examples of individuals not doing so. The training database wasn't being checked and so their managers didn't know whether these individuals had read and understood this important information.

## Preventing fires and other risks



### Good

Derbyshire Fire and Rescue Service is good at preventing fires and other risks. But we found the following area in which it needs to improve:

#### Areas for improvement

- The service should ensure that operational crews are effectively using safeguarding procedures.

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

### Prevention strategy

Although its prevention strategy is limited in detail, the service carries out a wide range of prevention activity and it is clear that staff buy into its aims in relation to prevention.

The service collates socio-economic data from partner agencies and combines this with its own data on local fires and other public risks to understand who is at greatest risk of fire. This is used to create a risk index. This index considers a range of risk factors and uses these to assign a risk score to everyone identified by the service or referred to it by a partner agency. This score prioritises the risk and determines who in the service should carry out prevention activity. This enables the service to prioritise those at greatest risk of fire.

The service recognises that some people within the county live in areas that it can't get to within its ten-minute standard response time. As a result, it has increased prevention activity in these areas, to reduce the risk of a fire starting and minimise the impact of a fire should one occur.

Four station managers work in the prevention team. They have various responsibilities, such as working in partnership with the police and local authorities to reduce risk. There are 16 community support officers located across the county. They are placed in areas that have been identified as high risk and are flexible in responding to emerging trends.

The service has expanded its [home fire safety checks](#) to safe and well visits, which consider the health and wellbeing of a vulnerable person as well as their risk of having a fire. These visits include fire safety activities such as identifying and reducing fire risks and fitting fire alarms, as well as welfare-related activities, such as advice on health prevention, social welfare and how to avoid slips, trips and falls.

In the year to 31 March 2018, the service carried out 9,531 safe and well checks. This equates to 9.1 safe and well checks per 1,000 population, which is in line with the rate across England of 10.4. Both [wholetime](#) and [on-call](#) firefighters are expected to complete safe and well visits. Information from visits is recorded on an electronic system.

Local managers monitor performance against monthly targets that are aligned to station plans. Station performance is also evaluated by the service's local performance action group. The service has concentrated its prevention activity on those aged over 65 and the disabled. Because of effective targeting, it is well above the national rate for the proportion of safe and well visits conducted in these areas since 2010/11. In the year ending 31 March 2018, the service undertook 77.5 percent of these checks at households occupied by an elderly person and 35.2 percent at households occupied by a person declaring a disability, both of which are higher than the England rate (54.1 percent and 24.7 percent respectively).

The service's community safety officers (CSOs) focus their activity on the most vulnerable people in the community. It was apparent during our inspection that local CSOs have a close working relationship with operational crews in their area. CSOs provide support and expertise to the crews and, in return, the crews support the CSOs with safe and well visits. There was evident buy-in from across the service to the benefits of prevention.

The service continuously evaluates the impact of its prevention activities at service-wide and local meetings.

### **Promoting community safety**

Derbyshire FRS is actively involved in a wide range of safety campaigns that provide information to the public on how to prevent fires and other emergencies. The service is genuinely innovative in the way it engages with the local community.

The service aligns its campaign calendar to that of the [National Fire Chiefs Council](#) (NFCC). Campaigns are promoted through the service's social media accounts and website. Operational staff have good access to information and resources to carry out campaigns, and managers use their knowledge of local risks – such as open-water hazards or the risks of campsite fires – to undertake additional campaigns.

The service is engaged with a wide range of partner organisations to reduce the risk of fire and other emergencies. Examples of this include working with the Canal & River Trust to promote safety around water, with Network Rail to promote safety around railway lines, and with local councils to identify derelict buildings and make them safe. This is in addition to the more traditional partnerships it has with Derbyshire Constabulary, East Midlands Ambulance Service and local schools.

Derbyshire FRS is actively involved in [safeguarding](#) vulnerable people. Risk reduction officers participate in safeguarding hubs, which bring together staff from different agencies. The service also has staff members who attend the adult and child safeguarding boards to provide technical fire safety advice.

The service has a comprehensive policy in place to manage the process of safeguarding vulnerable people. However, operational crews aren't always confident in their ability to identify when a person may need to be safeguarded. Despite this, operational staff told us that they would prefer to be cautious and make a referral, rather than not. With increased training and awareness, they would be more confident in their decisions about when to make a safeguarding referral.

The service is currently testing new technology that will help it engage with hard-to-reach vulnerable groups. Prevention staff have been given hand-held computers that display prevention information in a variety of languages.

The service is also actively involved in national work to reduce arson through the NFCC, to make sure it is in the forefront of best practice in this area. The service has an arson reduction officer who works closely with the police to share intelligence and target arsonists. It has also engaged with businesses to improve their understanding of arson risk and to take appropriate preventative actions, such as keeping bins locked inside, where possible. In the year ending 31 March 2018, the service attended 1,045 deliberate fires. Deliberate fires accounted for 43.7 percent of all fires that the service attended in the year ending 31 March 2018.

### **Road safety**

Derbyshire FRS is committed to reducing the number of people killed and seriously injured on the roads. However, the number of non-fire-related road fatalities within the county has remained stable since 2011. The service is an active member of the Derby and Derbyshire Road Safety Partnership and has been appointed by the partnership as the lead agency for the education of young drivers. Alongside others from the partnership, it provides a programme of young driver education to sixth-form schools and colleges across the county. The workshops cover distraction, drink and drug driving, vulnerable road users, seatbelts and peer pressure.

According to data provided by the service, the road safety partnership has successfully secured funding of £1.3m to improve the safety of the highest-risk roads in the county, and a further £40,000 for educational interventions.

## Protecting the public through fire regulation



### Good

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

#### Areas for improvement

- The service should improve the way it identifies new premises which are subject to the Regulatory Reform (Fire Safety) Order 2005.

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

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

#### Risk-based approach

Derbyshire FRS has a detailed protection strategy. Its protection activity is well resourced and its staff are well trained. The service also has a well-managed process to work with the local authority on planning and licensing applications.

The service has a detailed protection strategy which is in line with its IRMP – namely, to complete intelligence-led inspections of properties where there are poor management practices and where vulnerable people live. The service has a comprehensive risk-based inspection programme (RBIP). The RBIP details how the risk level is calculated for each premises and how frequently they should be inspected. The methods the service uses to define risk have been built using guidance from the likes of British Standards and the NFCC. Derbyshire FRS assigns all premises a risk rating from very low to very high. The factors which influence the risk rating are the vulnerability of the occupants, how well the premises are managed and the physical properties of the premises. The highest-risk premises are prioritised in the service's three-year inspection programme.

The service has identified 34,485 premises within the county as falling under the requirements of the Regulatory Reform (Fire Safety) Order 2005. This number was last calculated in April 2014. We are concerned that the service hasn't looked again at defining these premises since then, as new premises are built, and existing premises change their use. As the service hasn't identified recent changes, some premises that should be defined as high risk may not be, so may not be audited for compliance as often as they should.



As at 31 December 2018, the service had 2,610 high and very high-risk premises. In the year to 31 December 2018, the service audited 838 of these (32.1 percent). This puts it on track to inspect all very high and high-risk premises every three years. In the year to 31 March 2018, the service carried out 2.8 fire safety audits per 100 known premises, which is slightly below the England rate of 3.0 over the same period. In the year ending 31 March 2018, of the 980 audits the service completed, 91.1 percent (893) were short audits. This demonstrates that the service is implementing best practice in this area and ensuring that fire protection officers use their time productively.

As at 31 December 2018, the service had 18 staff members who are dedicated and competent in protection, with a further three in development, although it still has nine fewer staff than it had at 31 March 2013. These staff are well trained and are qualified to a [Level 4 Diploma in fire safety](#). The service has addressed the impact of the reduction of staff by recruiting three business support advisers. They are dedicated to providing informal support and guidance to local business owners. It is anticipated that this will improve general fire safety standards and reduce the workloads of the fire protection officers.

Further to this, the service has begun providing all wholetime [watch](#) managers with specific training in protection. At the time of inspection, data provided by the service showed that 16 of the 58 watch managers had completed the level 3 certificate. This greatly enhances the capacity of the service to support protection activities by completing low-level visits called hazard spots and providing information to the public at incidents.

Management meetings are used to review performance and process. Station managers routinely check all documentation in relation to an inspection to make sure that consistent standards are applied, and record this in the database. When premises are inspected, the service sends a feedback form to whoever is responsible for making sure that the premises comply with fire safety law. This allows the service to evaluate and improve its performance.

Derbyshire FRS completes its consultations on planning applications within defined timeframes. We found this process to be well managed. Between 1 April 2018 and 31 December 2018, the service received 460 building regulation consultations and responded to 448 (97.4 percent) in the required timeframe.

## **Enforcement**

The service helps businesses comply with fire regulations during its audits and takes formal [enforcement action](#) if the need arises.

The service has a robust and consistent approach to enforcement action. Fire protection inspectors use the Health and Safety Executive's enforcement management model when deciding whether to prosecute. The model asks fire protection inspectors to consider a range of potential mitigating factors before proceeding with a prosecution. Legal support is provided through an external company.

In the year to 31 March 2018, the service issued 324 informal notifications, 39 enforcement notices and 13 [prohibition notices](#); it didn't issue any alteration notices or

bring any prosecutions. Protection staff told us that they felt well supported by the service when taking formal enforcement action. Staff receive regular training to make sure they remain capable of carrying out a prosecution if needed. The service has suitable resources to make sure that technical protection support is available to operational crews at all times.

Derbyshire FRS works alongside a wide range of other regulatory bodies to share intelligence and complete joint inspections. These include the Care Quality Commission, Ofsted and the Environment Agency. The service also works with several other partner organisations, such as the county council, local authority housing departments and the police.

### Working with others

Derbyshire FRS works well with local businesses to reduce the burden of unwanted fire signals. The service currently has three partnerships with private businesses under the [primary authority scheme](#).

In March 2019, the service introduced a robust policy for the management of unwanted fire signals. Control staff have been trained to obtain more information from people who call 999. When an alarm is sounding but a fire isn't confirmed, the service may not [mobilise](#) a fire engine unless it is known that the premises may have vulnerable people inside it, such as a residential care home. In these situations, the service will continue to mobilise a fire engine regardless.

Protection staff also contribute to the reduction of unwanted fire signals. Station managers are given a list of all alarm activations that didn't result in a fire. Those premises that have had more than four alarm activations in the past three months are contacted by a fire protection inspector to investigate the cause.

## Responding to fires and other emergencies



### Good

Derbyshire Fire and Rescue Service 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 that all staff know how to command fire service assets assertively, effectively and safely at incidents. It should also ensure it has proper procedures to record key incident ground decisions and that staff understand this process.
- The service should make sure its mobile data terminals are reliable so that firefighters have good access to relevant and up-to-date risk information.

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

## **Managing assets and resources**

Derbyshire FRS has good processes in place to quickly and efficiently move its engines and firefighters to where they are most needed.

However, the service's response strategy is limited. It doesn't provide information on – among other things – response standards, levels of command at incidents, or when operational debriefing should take place. This information is held within a suite of policy documents that isn't easily accessible by the public.

The service operates 41 fire engines across 31 fire stations within the county as at 31 March 2018. It undertook a comprehensive risk-based analysis and concluded that it needs 36 fire engines during the day to meet the foreseeable risks. The service completes an emergency response review every three years. This review contains over two million pieces of data in relation to response times, locations and risks.

The service has not met its optimum number of fire engines in the time periods we examined. In December 2018, an average of 30.2 fire engines were available each day between the hours of 17:00 and 18:00. This increased to an average of 31.5 during the hours of 18:00 and 19:00. An average of 31.8 fire engines were available between the hours of 19:00 to 20:00. Moreover, between 1 April 2018 and 31 December 2018, the average monthly availability of pumps ranged from 78.9 percent and 82.9 percent.

Derbyshire FRS has an appropriate range of appliances and equipment at its disposal. It has recently reduced and relocated specialist equipment after conducting extensive research and consultation. For example, it has reduced the number of aerial ladder platforms from three to two. Water carriers and animal rescue units have been relocated to new stations where they are more needed.

Control room staff actively manage the number of fire engines available at any one time. There are trigger points when control is required to notify the duty officer so they can authorise any necessary action – for example, if more than ten on-call fire engines are unavailable, or if both aerial ladder platforms are being used.

The service has a dynamic and accurate system for mobilising fire engines. Live data is used to update response times on the system. The time taken for on-call crews to reach the station and turn out is routinely measured. An average is taken, and this time delay is added to the mobilising system. In this way, the service can make sure the quickest fire engine is always deployed first.

Derbyshire FRS also has an effective system for managing on-call availability. This system records the skills of individual firefighters, automatically updates when fire engines are available, and feeds directly into the mobilising system used by control.

## **Response**

The service has effective processes in place to manage its response to incidents. In the year to 31 December 2018, the FRS attended 6.8 incidents per 1,000 population, compared to the England rate of 10.4 over the same period.

The Home Office collects and publishes data on response times by measuring the time between the call being made and the first fire engine arriving at the scene. This provides consistent data across all 45 services. However, services measure their own response times in a range of different ways.

Derbyshire FRS is in the process of reviewing its response standards in preparation for its next IRMP. The current standards are measured from the time of mobilising the fire engine to the time it arrives at an incident. This doesn't include the time taken for the control operator to process the call.

The service is exceeding its first response standard, which is that the first fire engine mobilised will arrive at life risk incidents within 10 minutes on at least 80 percent of occasions. Between 1 April 2018 and 31 December 2018, the service achieved this 82.7 percent of the time. The service is over 10 percentage points below its second standard, achieving 74.7 percent against a target of the second fire engine arriving within 13 minutes on at least 85 percent of incidents. Usually, these response standards are included as part of the service's IRMP.

In the year ending 31 March 2018, the service had an average response time to [primary fires](#) of 10 minutes and 24 seconds from the time of receiving a call to the first fire engine arriving on scene. This is in line with other fire and rescue services that cover areas described as significantly rural.

The service has made reasonable progress in adopting [national operational guidance](#) both locally and regionally. It has already completed a gap analysis to identify where it needs to do more to comply with the guidance, and has an action plan and implementation framework in place.

However, we did find that the MDTs used by the service aren't reliable. Operational staff across the organisation regularly lose connection on their MDT and can't access important data, such as how to manage hazardous chemicals or the technical details of a vehicle involved in an accident.

## **Command**

The service has a range of fixed plans for responding to particular incidents, known as pre-determined attendance (PDA) arrangements. The service's mobilising system immediately implements the PDA, selecting the quickest fire engine(s) to respond to an incident, which ensures a fast and appropriate response. If necessary, control room staff can alter the PDA – for example, because of road closures or temporary events.

The service introduced national operational guidance for incident command in August 2018. The service's training centre has developed online training packages for all operational staff, which include information on using [operational discretion](#) and the decision control process. However, some supervisory incident commanders weren't confident in the new procedures. For example, they were unsure about the decision control process, when to use operational discretion and how it should be recorded.

Currently, Derbyshire FRS doesn't have a suitable way of recording incident command decisions. Logs are completed only on the rare occasion that a major incident is declared. There are no decision logs available on fire engines or within command packs. This should be addressed. Without a credible recording system, the

service is unable to review or evaluate decisions or to learn from them. The service's training centre is trialling a new command pack that includes a decision log designed in line with national operational guidance and in collaboration with regional partners.

Despite this, we did find that incident commanders use analytical risk assessments appropriately at incidents.

### **Keeping the public informed**

Control room staff have clear information to help them give guidance to people who are in immediate danger from fire. Staff are well trained and confident in providing a range of fire survival guidance to the public.

Control room staff are also confident in their ability to use Language Line, which provides access to an interpreter. The interpreter can relay critical information between the control operator and the caller, if English isn't the caller's first language. This enables the service to provide a speedy response to everyone.

The service has a substantial presence on social media, which it uses to increase awareness of fire prevention messages, update live incident details to warn and inform the public regarding safety information, and advertise recruitment campaigns. Staff who manage the service's social media accounts are trained and supported by the central communications team.

### **Evaluating operational performance**

Derbyshire FRS carries out effective debriefs after each incident to identify learning and make improvements to the way it responds.

The service has three levels of debrief, depending on the scale of the incident. The lowest is level 1, following a small incident, which involves a [hot debrief](#) by the incident commander. These aren't formally recorded unless any notable learning is identified, in which case this is recorded and passed to the training centre.

A level 2 debrief is instigated by a senior officer or control operator when certain trigger points are met, such as a fire fatality. These debriefs are recorded. Finally, level 3 debriefs take place when a major incident has been declared. These are also formally recorded. These debriefs include control staff, along with staff from other agencies such as the police and ambulance service.

Information from level 2 and 3 debriefs is submitted to the service's operational assurance team. This team reviews the submissions and identifies any improvements in the way that the service could operate. The operational assurance team creates a 'fireflash' message to inform staff of any risk-critical learning. This is generally emailed to all relevant staff and placed on the service's training system. It is also printed off and placed on station notice boards and handover books. All operational staff must confirm on the training database that they have read the fireflash.

The operational assurance team creates quarterly bulletins that contain further non-risk-critical learning. We found that this process was well understood and embedded. For example, staff were able to demonstrate a good understanding of the process and where to find the information. They were also able to give examples

of changes made to policies and procedures because of learning identified in debriefs. For example, after the moorland fires in 2018, the service purchased two specialist vehicles to transport firefighters and equipment over rough terrain.

The service also uses national learning effectively. This information is reviewed by the operational assurance team, which completes a gap analysis and implements changes as necessary.

## Responding to national risks



### Good

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

#### Areas for improvement

- The service should ensure that operational staff understand how to respond to a marauding terrorist attack.

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

We found that control staff and senior managers understand the processes for mobilising and reporting to the National Resilience Fire Control. Control staff can mobilise national assets effectively when they are required due to extraordinary need, such as wide-area flooding or a major incident. During our inspection, Derbyshire FRS mobilised several high-volume pumps, fire engines and firefighters to Lincolnshire to help manage flood water in Boston and Hardcastle. And several weeks after the inspection, in August 2019, it was an integral partner in the response to the risk of flooding at Whaley Bridge, in which several fire services provided staff and equipment.

The service effectively manages its response to high-risk premises through [tactical plans](#). Examples of such premises are a large metal works in Swadlincote and a hazardous chemicals plant in Derby. For these sites, the service liaises with the local emergency planning department.

## Working with other services

Derbyshire FRS works closely with its neighbouring services in Nottinghamshire and Leicestershire. This is locally referred to as the tri-service agreement, whereby all three regularly respond to incidents in each other's service area. Control room staff in Derbyshire can seamlessly take calls for the other two services and mobilise the quickest fire engine, regardless of which service area the call is from.

Nottinghamshire and Leicestershire FRSs can do the same. The three services also share all their risk information effectively with each other.

We found that this wasn't the case with the service's other four neighbouring services. While they do have access to risk information up to 10 kilometres over the border, this information isn't available on fire engine MDTs. The service recognises this problem and has a project in place to resolve it.

Derbyshire firefighters regularly work at incidents with firefighters from Nottinghamshire and Leicestershire. Where cross-border working isn't so regular, local stations are required to organise and complete at least one exercise each year with neighbouring FRSs. This ensures that firefighters remain familiar with the working practices of other services. We found this to be well embedded.

## Working with other agencies

Derbyshire FRS works well with other agencies to make sure it is prepared to respond to a multi-agency incident.

The service is an active member of the Derbyshire local resilience forum. It chairs the sub-group that has developed the training and exercise framework 2019–21. This sets out a multi-agency training programme involving agencies such as county and district councils, police and ambulance services, and voluntary organisations.

The service recently carried out a large-scale multi-agency training exercise. This involved a range of partner agencies and was focused on responding to a fire and public disorder at a fracking site.

The service has a group of [national inter-agency liaison officers](#) who act as advisers for incidents such as a terrorist attack.

We found that control staff are well trained and confident in providing appropriate guidance to callers in the event of a marauding terrorist attack. Guidance notes make sure control operators capture as much useful information as possible and take appropriate action.

Training has been provided to operational crews in relation to terrorist incidents. But we found that some staff didn't feel confident in their ability to react to such an attack.

# 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. Derbyshire Fire and Rescue Service's overall efficiency is good.

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The service allocates its resources well, tailoring them towards protection, prevention and response activities. Local managers have the authority to take actions that target local risks.

Derbyshire FRS has a clear understanding of the financial climate it operates in. When it makes changes in how it spends its money, it considers how this will affect risks, and makes sure the changes are in line with its [IRMP](#).

There is a clear link between what the service does at a local level and the objectives set within the IRMP.

The service has a strong collaborative partnership with the police, which has benefitted both organisations. However, it needs to evaluate its collaborative activities to fully understand those benefits.

The combined control room with Nottinghamshire FRS has made efficiency savings for the service.

Incompatible information and communications technology (ICT) systems have limited the service's progress. However, it has made an investment to improve this area.

Derbyshire FRS has robust continuity plans that are well tested.

## Making best use of resources



### Good

Derbyshire Fire and Rescue Service is good at making best use of resources. But we found the following area in which it needs to improve:

#### Areas for improvement

- The service should ensure it effectively monitors, reviews and evaluates the benefits and outcomes of any 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

Derbyshire FRS has sound financial management that is subject to scrutiny by the [fire authority](#).

In the financial year ending 31 March 2019, Derbyshire FRS's annual budget was £37.9m and it spent £39m. This overspend was because of one-off costs involving changes to the service's control room. It has offset this overspend by generating income and using its [reserves](#).

The service continues to face significant financial challenges, particularly because of substantial funding reductions and other economic challenges. Its medium-term financial plan identifies the main financial risks, including the level of pay and pension costs, and the possibility of further funding reductions in future. Since 2011, the service has made savings of £9.25m.

In the year to 31 March 2018, the firefighter cost per head of population was £18.62. This compares to the England rate of £22.38.

At March 2019, the service had total reserves of £10.3m, of which £8.4m was already earmarked. This included £2.2m for the future development of the service, including estate development and vehicle replacement; £128,000 for the development of purpose-built training facilities for the use of breathing apparatus; and £885,000 for the replacement of personal protective equipment. Just over £1.2m was allocated for developing ICT and [mobilising](#) systems with Leicestershire and Nottinghamshire FRSs. A further £1.3m had been reserved to offset borrowing costs and to fund future capital programmes. Finally, £315,000 had been ring-fenced to set up projects to identify future efficiencies.

The reserve funds are reviewed regularly and comprehensively by the strategic leadership team and the fire authority. Derbyshire FRS intends to reduce its reserves to £5m by 2022/23. A full review was carried out as part of the medium-term financial strategy and budget-setting process. This was reported to and approved by the fire authority in February 2019.

## Productivity and ways of working

Derbyshire FRS has suitably allocated resources to the risks and priorities set out in its IRMP. It has integrated traditional prevention, protection and operational responsibilities. Rather than these being separate areas of the service, they are the responsibility of all staff.

Both [wholetime](#) and [on-call](#) firefighters complete [safe and well visits](#). The service has committed an additional £300,000 to the on-call budget to enable them to complete these visits without negatively impacting on their training. Wholetime [watch](#) managers have been trained to a level 3 certificate in fire safety. These managers can use this extra knowledge to support the protection team.

Data provided by the service shows operational crews completed 3,700 hazard spots between April 2018 and March 2019. This reduces the demand on trained protection staff. Watch managers told us that they felt empowered to use their discretion and focus on local priorities, be that prevention, protection or operational demands.

Derbyshire FRS uses several working patterns for its operational crews. It has employed the use of day crewing, 'weekday plus', traditional wholetime and on-call, and a mixture of both. It recently changed the work patterns at Matlock and Glossop fire stations. This was done after a rigorous period of analysis and consultation with those firefighters affected by the change, as well as staff representative bodies. The service told us the new working patterns make sure that crews are better able to respond to the varied demographic and geographic risks in those areas. This change has only recently been implemented, so we await the results with interest.

Non-operational staff benefit from an open and inclusive attitude to flexible working. Staff were able to give examples where they had been able to change their working hours from the more traditional 9 to 5 to fit with family and other demands.

## Collaboration

Derbyshire FRS has embraced the benefits brought by closer collaboration with other emergency services.

The service has a joint headquarters building with Derbyshire Constabulary. Nine fire stations are shared with the police and/or East Midlands Ambulance Service. Nottinghamshire FRS has combined its control room with Derbyshire's, which has reduced staffing costs for both organisations. Co-location and collaborative partnership schemes are clearly central to the service's wider capital strategy.

There is a single director for finance shared between the police and fire service. This role is responsible for monitoring the capital property programme and regularly reports to the fire authority. Derbyshire FRS told us that co-location reduces the property costs for all services involved, which provides better value for money to the public. It also increases the familiarity between emergency personnel, which helps them work better together when needed. Finally, co-location enables better information sharing, which improves the service to the local community.

The service collaborates with a wide range of partner organisations to improve the way they share information and work to tackle local community concerns. These organisations include local clinical commissioning groups, health and wellbeing boards, and [multi-agency risk assessment conferences](#).

The service couldn't provide any evidence of recent evaluation of its collaboration projects.

### **Continuity arrangements**

Derbyshire FRS has a comprehensive suite of business continuity plans. In total, it has 46 separate plans, covering each function within the organisation. All plans are tested and reviewed annually.

The service has a business continuity and disaster recovery plan for its control room that has been agreed by all three services that make up the tri-service collaboration. This plan contains an exercising schedule, integrated resilience features and an implementation flow chart and guidance.

The business continuity plan for the ICT department is equally thorough. The service completed a desk-top exercise earlier this year that considered how it would respond to a cyber-attack.

Each station has its own bespoke business continuity plan.

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



### **Good**

Derbyshire Fire and Rescue Service is good at making its services 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 ensure it makes best use of technology to improve its efficiency and effectiveness and make sure staff can use the technology competently.

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**

Derbyshire FRS's future financial plans support the priorities laid out in its IRMP. The fire authority has set a balanced budget for 2019/20. To achieve this, the service will use £0.8m from its strategic risk reserve.

The fire authority continues to make plans to deal with possible funding reductions and anticipates needing to save around £2.4m over the period of 2019/20 to 2022/23. This is kept under continual review. The fire authority has made clear that savings will be managed using reserves and careful consideration of resources. The substantial savings the service has made so far demonstrate its determination to address the dual challenges of economic uncertainty and financial restraint.

Derbyshire FRS has a comprehensive procurement strategy that covers a wide range of considerations, including environmental issues. It is an active participant in collaborative procurement at a national level.

The service works closely with the police on procurement and they consider jointly seeking bids for all contracts. Examples of savings made due to these arrangements include alignment of waste management, saving approximately £9,000 per year, and shared photocopying arrangements, saving approximately £30,000 over the length of the contract. There are plans to integrate ICT systems, such as those for human resources (HR) and payroll, where possible.

There is clear evidence that the service is investing for the future. It has an annual capital budget of £535,000 dedicated to ICT improvement. There is a capital budget of £5.6m for the purchase of new vehicles, which includes water carriers, specialist appliances and support vehicles.

## **Innovation**

It is notable that the service has invested in ICT and developed its own systems. This enables it to have full control of those systems and easily modify them to meet its changing needs. An example of this is the EIS, which is used by prevention, protection and response staff to manage information about risk.

However, some staff expressed frustration at the number of different computer systems they must maintain. They provided examples of having to update several systems after an incident to record all the relevant information. Often these systems need the same information, such as an incident number, to be input, but don't automatically update each other.

It is planned that investment in its systems and information strategy will enable the service to operate effectively and efficiently in the future. Staff will become freed to focus on their primary responsibilities, rather than updating computer systems.

Derbyshire FRS has a fleet strategy that supports its current and future service provision. The service has trialled replacing the second fire engine at Ashbourne fire station with a specialist road traffic collision vehicle. This vehicle is smaller and requires fewer firefighters to operate it, which makes it more agile when responding to incidents. When it has completed the trial, the service intends to carry out an evaluation.

The service is completing a trial of body-worn cameras for fire protection officers. These will be used to gather first-hand evidence when protection staff are considering a prosecution. The service is also using the collected footage to train operational staff and demonstrate common hazards found in public premises.

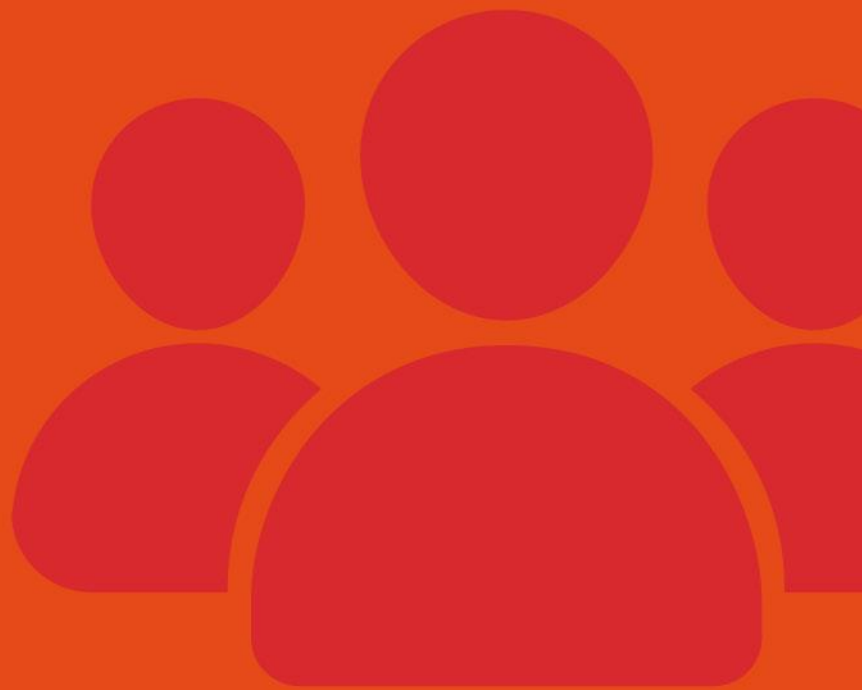
## **Future investment and working with others**

As noted earlier in this report, Derbyshire FRS intends to develop its shared estate strategy with the local police and ambulance service. It has reduced the running costs of its properties, as these are shared with its partner organisations, and also receives a rental income from them. The police and ambulance service benefit financially from – among other things – a reduced maintenance budget and selling unused properties.

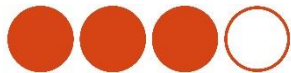
The property asset management plan sets out the service's vision for expanding the number of shared stations over the next three years. Work has begun at Bakewell and Shirebrook fire stations, and plans are being made for Long Eaton fire station. The sharing of estates with Derbyshire Constabulary has saved the service an estimated £500,000 to date. A further £200,000 of savings has been achieved by collaborating with the police in other areas, such as shared roles and systems.

Derbyshire FRS's transport strategy ensures that suitable and sufficient vehicles are purchased to support its future needs. The service seeks to manage, maintain and dispose of its vehicles in a way that will realise the highest possible return on its investment.

# People



# How well does the service look after its people?



## Good

### 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, Derbyshire Fire and Rescue Service is good at looking after its people.

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The way the service looks after its staff and their health and wellbeing, including of those who have attended traumatic incidents, is outstanding.

It is also outstanding in the way it communicates its values. The staff are proud of the service, its work and their own contribution.

The service has a good understanding of the skills and capabilities of its workforce, although it should develop a workforce plan that enables it to maintain this understanding in the future.

The development of the Joint Training Centre (JTC) with the police has enabled firefighters to train alongside their police colleagues. Recording of safety-critical training is well managed. However, the service could improve the way it records non-safety-critical training for all staff.

The grievance policy is well understood by staff. Line managers are encouraged to resolve grievances informally, if possible, and have been provided with appropriate training to allow them to do this.

Derbyshire FRS has a range of staff support networks that are regularly consulted when changes to policy are considered. The service has a diversity and inclusion strategy that is well supported by all staff. The workforce doesn't yet reflect the diversity of the communities it serves, but recent changes to the recruitment process have increased the number of successful female applicants.



The service has recently begun an executive leadership programme to support staff who demonstrate high potential. However, this isn't yet fully embedded.

## Promoting the right values and culture



### Outstanding

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

### Workforce wellbeing

Derbyshire FRS has made a clear commitment to the wellbeing of its workforce and this is evident in the wide range of support offered to staff. Senior managers have successfully developed a supportive culture.

Of the 203 respondents who completed our staff survey, 85.7 percent agreed that they were treated with dignity and respect at work.

The service's employee assistance programme provides a wealth of information on the staff intranet, including access to a 24-hour helpline and support for work and home-related concerns. The service has recently appointed 'blue light champions' – staff who are supported by the mental health charity Mind to give advice on mental health issues in the workplace. This has been well received. Staff who have engaged with wellbeing provision spoke highly of the treatment they had received. A wellbeing steering group, chaired by a senior manager, meets quarterly to monitor this provision.

All new line managers complete a programme of training, 'Managing in the Emergency Services'. This is welcomed by the workforce – some managers told us they wouldn't otherwise know how to engage with a team member who might be struggling with their personal wellbeing.

For six weeks in 2018, the service held 76 mental health roadshows across the organisation. This has clearly developed a supportive culture. Welfare managers are routinely deployed after a traumatic incident to support firefighters and make sure they can find the services they need.

### Health and safety

Derbyshire FRS places great importance on the management of health and safety. It has developed its own ICT system, the Safety Incident Reporting System, to monitor accidents and [near misses](#) within the organisation. The data this system collects allows the safety and risk management team to provide assurance to senior managers.

The service has appropriate policies and procedures to make sure that all incidents are correctly reported and investigated. Quarterly reports are submitted to a health and safety committee chaired by the deputy chief fire officer. The service also shares information with other regional fire and rescue services to make sure they are following best practice.

Of the 203 respondents to our staff survey, 89.2 percent agreed that their personal safety and welfare at work was taken seriously. And 91.6 percent agreed they were encouraged to report all accidents, near misses and dangerous occurrences.

When risks are identified, changes to processes or equipment are made. Examples of this include changes in the water rescue training and decontamination procedures after some firefighters became ill, and the provision of extra gloves at the training centre to reduce the risk of firefighters experiencing burns while wearing wet gloves.

### **Culture and values**

Derbyshire FRS has a clear set of values and expected behaviours. Staff are aware of these and strongly support them.

The service's people strategy 2018–21 lays out its intention to create a positive culture and what it needs to do to achieve this. The service has set itself several key performance indicators based on its values to enable it to measure its success. The strategy is regularly reviewed by the inclusion performance board, which is chaired by the chief fire officer.

Senior leaders are described by staff as being highly visible, highly approachable and interested in the views of the wider workforce. The senior leadership team visits each station once a year to directly engage with the firefighters and have an open conversation.

Every [on-call](#) station has a dedicated liaison officer who forms a link between the station and the central teams at service headquarters. The liaison officer also provides on-call [watch](#) managers with support and guidance. Staff spoke highly of these officers and told us they were always visible and available to them.

The service has worked well with its police colleagues to foster closer working and an understanding of roles within their shared headquarters. Coffee hubs have recently begun in which staff from the fire and rescue service and the police enter themselves into a draw. Pairs of staff are selected at random and have a 30-minute conversation over coffee.

Derbyshire FRS has arranged two cultural surveys of its staff in recent years, which were carried out by an independent third party. The most recent was completed in January 2018. In total, 503 staff responded to the survey, which is 61 percent of the workforce. As a result of the survey, the service developed its people strategy, made changes to its policy on bullying and harassment, improved staff communications, and introduced an 'idea drop' (an online system for staff to make suggestions), among other things.

As part of our inspection, we carried out a survey of the FRS's staff to get their views of their service. Of the 203 respondents to our staff survey, 16.7 percent reported feeling bullied or harassed and 14.3 percent feeling discriminated against at work in the last 12 months.

## Getting the right people with the right skills



### Good

Derbyshire Fire and Rescue Service is good at getting the right people with the right skills. But we found the following areas 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.
- The service should make sure that there is a consistent method of recording and monitoring all non-safety critical training.

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

#### Workforce planning

Derbyshire FRS's service development team is responsible for identifying future gaps in skills or supervision levels across the organisation. The service also has a workforce planning group that meets once a week. This group reviews the service structure and considers retirement profiles, resignations and recruitment, among other things.

The service has a good understanding of the skills and capabilities of its operational workforce. Safety-critical training is provided at the JTC and firefighters maintain their skills with training at their local stations.

While the service has suitable succession plans in place for operational staff, it recognises that it is lacking in areas where staff have specialist skills, such as protection and certain support roles. The replacement of staff with specialist skills can have a greater impact on the service due to the length of time it can take to train a new employee. And specialist staff tend to be fewer in number, so workloads can't be so easily shared out among team members while new staff are being recruited.

The service uses performance dashboards as well as local and area performance action groups to measure its success against the aims set out in the station plans and [IRMP](#). Through this process, the service can identify where targets aren't going to be met and assign additional resources as necessary.

#### Learning and improvement

The service uses a single database to record training and skills. Staff at the JTC keep records of safety-critical training, while local watch managers are responsible for updating the system for station-based training.

It was evident that all the supervisory managers we interviewed knew how to update the training database and were maintaining it on a regular basis. Revalidating safety-critical skills was also well managed and accurately recorded on the training database.

Training in other skills, such as [safeguarding](#), and equality and diversity, wasn't as comprehensive. This training isn't recorded on the central database, and it wasn't clear who is responsible for recording it. This makes it difficult for the service to be sure that all staff have recently received it. More accurate recording would enable the service to identify gaps in staff knowledge.

The service works well with its police partner at the JTC. It continually explores closer collaboration and what benefits can be realised. Although there are similarities in primary skills between the two organisations, there are also differences in how these skills are applied. For example, both organisations train certain staff to work at height, but the service provides this training to complete rescues, whereas the police are trained to remove protestors. In this instance, a shared training package wouldn't be suitable. Where the skills needed overlap, the service and the police work together. An example of this is trauma management: both organisations have similar needs, so share an identical governance document and train together.

Derbyshire FRS has recognised that it is difficult to train its on-call firefighters due to time limitations – a problem faced by every fire and rescue service. It has tried to overcome this by providing more flexible training programmes over a longer period at the JTC, and by JTC staff going out to stations to train firefighters. However, the service is limited by the resources it has available within the training department. The service says that it is continually reviewing how it can be more flexible in this area.

## Ensuring fairness and promoting diversity



### Good

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 in the senior leadership team engage well with the workforce and seek their feedback on how to improve their performance. The chief fire officer and other senior leaders host regular service planning days. A wide mix of people from across the organisation attend these events. Staff don't wear uniform or rank markings, to encourage everyone to participate as equals. Staff felt that they can openly and honestly challenge the senior leadership team during these events, and consider them worthwhile.

Staff can submit ideas and feedback through an online system called 'idea drop'. These submissions can be made anonymously and go straight to the department concerned. Staff told us that they always receive an answer when they use this system.

The trial of hand-held computers with multilingual options was started as a direct result of feedback from the workforce. Staff had told the senior leadership team that they struggled to communicate with all sections of the community. It is hoped that the hand-held computers will improve engagement with the public.

Derbyshire FRS has a clear grievance procedure that is used for both operational and non-operational staff. Suitable information is provided to the complainant about the right to appeal and about welfare provisions.

The service's policy is to encourage line managers to try to resolve grievances informally, if possible. Most line managers have received training in resolving informal grievances called 'Let's Talk People', although staff who have been promoted recently or are on a temporary promotion haven't received this training.

Derbyshire FRS has no oversight of grievances that are resolved informally, so can't be sure that situations are resolved fairly and consistently, or to learn from trends.

## **Diversity**

Derbyshire FRS produces an annual diversity and inclusion strategy, which is used to develop a series of action plans. There are currently four action plans in place which focus on: positive action, Stonewall, the British Sign Language charter, and diversity and inclusion.

The senior leadership team and the [fire authority](#) provide good oversight and governance through regular meetings. The minutes of these meetings are publicly available through the service's website.

The service shares and consults with several internal staff networks. It has recently introduced a new maternity policy and a menopause policy, supported and informed by these staff network groups. Members of the groups told us that they had confidence that the senior leadership team supported them.

Derbyshire FRS has a well-established diversity and inclusion team, which is supported by more than 40 positive action champions. The service has secured £420,000 to improve the changing facilities at 17 on-call fire stations. This is a two-year scheme that seeks to make the stations more suitable for a diverse workforce.

There has been considerable review of the service's recruitment and selection processes to understand what obstacles are preventing potential applicants from under-represented groups from applying or being successful. As a result, changes have been made to the online and physical tests to make them more inclusive. In the most recent recruitment carried out for [wholetime firefighters](#), five out of the ten successful applicants were female.

As at 31 March 2018, 1.6 percent of firefighters were from a black, Asian and minority ethnic (BAME) background. This compares with a BAME residential population of 6.7 percent. Over the same timeframe, 4.2 percent of firefighters were female.

## Managing performance and developing leaders



Requires improvement

### Areas for improvement

- The service should improve transparency in its promotion process to promote trust and confidence.
- 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

Derbyshire FRS conducts a performance appraisal and development review (PADR) every year with each staff member. The aim of the PADR is to make sure that staff performance is in line with the service's objectives, to identify learning and development opportunities, and to recognise good performance or address underperformance. PADRs should be supported by a programme of one-to-one meetings between line managers and their team members throughout the year.

Not all staff have received a performance appraisal in the past 12 months as per service policy, while some staff who have received one were critical of the process and questioned its value. Staff described it as being a tick-box exercise with no meaningful assessment of their performance or potential career development. There is no requirement for applicants to submit a current performance appraisal when applying for promotion, and PADRs aren't considered during that process.

In January 2019, Derbyshire FRS renewed its service policy in this area. The new policy states that group PADRs can be used for firefighters and crew managers. This means that a watch has a collective performance review with the line manager, rather than it being completed individually. A personal meeting can be requested if the individual chooses to. Staff told us they are concerned that group appraisals could allow poorly performing individuals to avoid being held accountable.

Senior leaders couldn't confidently tell us that individual PADRs had been completed when requested by firefighters.

## **Developing leaders**

As part of its people strategy 2018–21, the service has committed to an executive leadership programme. Coaching support is offered to newly promoted senior managers to enable them to realise their potential and become future strategic leaders of the service. The service also provides development to supervisory and middle management through the Institute of Leadership and Management.

We found that the promotions process is fair, based on the samples we reviewed. However, some staff described the promotions process as being inconsistent and continually changing. Staff would welcome greater involvement from the HR team, to reassure them that promotions are awarded to the best-performing individuals.

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

Where we collected data directly from 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. This was primarily through our Technical Advisory Group, which brings together representatives from the fire sector and the Home Office to support the inspection's design and development, including data collection.

We give services several opportunities to validate the data we collect to make sure the evidence presented is accurate. For instance, we asked all services to:

- check the data they submitted to us via an online application;
- check the final data used in each service report; and
- correct any errors they identified.

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

## Methodology

### Use of data in the reports and to form judgments

The data we cite in this report and use to form our judgments is the information that was available at the time of inspection. Due to the nature of data collection, there are often gaps between the timeframe the data covers, when it was collected, and when it becomes available to use.

If more recent data became available after inspection, showing a different trend or context, we have referred to this in the report. However, it was not used to form our judgments.

In a small number of cases, data available at the time of the inspection was later found to be incorrect. For example, a service might have identified an error in its original data return. When this is the case, we have corrected the data and used the more reliable data in the report.



## Population

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

### 2018 survey of public perception of the fire and rescue service

We commissioned BMG to survey attitudes towards FRSs in June and July 2018. This consisted of 17,976 surveys across 44 local FRS 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 face-to-face 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 in each service area was small, varying between 400 and 446 individuals. So any results provided are only an indication of satisfaction rather than an absolute.

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

### Staff survey

We conducted a staff survey open to all members of FRS workforces across England. We received 3,083 responses between 8 March and 9 August 2019 from across the 15 Tranche 3 services.

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

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

The results are not representative of the opinions and attitudes of a service's whole workforce. The survey was self-selecting, and the response rate ranged from 7 percent to 40 percent of a service's workforce. So any findings should be considered alongside the service's overall response rate, which is cited in the report.

To protect respondents' anonymity and allow completion on shared devices, it was not possible to limit responses to one per person. So it is possible that a single person could have completed the survey more than once.

Each service was provided with a unique access code to try to make sure that only those currently working in a service could complete the survey. However, it is possible that the survey and access code could have been shared and completed by people other than its intended respondents.

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

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

## Service in numbers

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

### Perceived effectiveness of service

We took this data from the following question of the 2018 survey of public perceptions of the FRS:

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 January 2018 to 31 December 2019.

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

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

## Home fire safety checks per 1,000 population

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

Each FRS figure is based on the number of checks it carried out. It 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 FRSs before 1 April 2016 is excluded from this report.
- Figures for 'Fire Risk Checks carried out by Elderly (65+)', 'Fire Risk Checks carried out by Disabled' and 'Number of Fire Risk Checks carried out by Partners' don't include imputed figures because a lot of services can't supply these figures.
- The checks included in a home fire safety check can vary between services. You should consider this when making direct comparisons between services.
- Home fire safety checks may also be referred to as home fire risk checks or safe and well visits by services.
- After inspection, East Sussex FRS resubmitted data on its total number of home fire safety checks and the number of checks targeted at the elderly and disabled in the year to 31 March 2018. The latest data changes the percentage of checks that were targeted at the elderly (from 54.1 percent to 54.9 percent) and disabled (from 24.7 percent to 25.4 percent) in England. However, as noted above, in all reports we have used the original figures that were available at the time of inspection.

## 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 services carried out in known premises. According to the Home Office's 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 FRSs before 1 April 2016 is excluded from this report.

- Several FRAs report ‘Premises known to FRAs’ as estimates based on historical data.

### **Firefighter cost per person per year**

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

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

### **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 FRSs 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. This figure is calculated by dividing the BAME residential population by the total population.
- We calculate female residential population data from ONS mid-2017 population estimates.
- The percentage of BAME firefighters does not include those who opted not to disclose their ethnic origin. There are large variations between services in the number of firefighters who did not state their ethnic origin.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs 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. Derbyshire Fire and Rescue Service is a combined FRA.

## **Metropolitan FRA**

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

## **Combined FRA**

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

## **County FRA**

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

## **Unitary authorities**

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

## **London**

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

## **Mayoral Combined Authority**

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

## **Police, fire and crime commissioner FRA**

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

## **Isles of Scilly**

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

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