Public Document Pack

Tony Kershaw
Director of Law and Assurance

If calling please ask for:

Rob Castle on 033 022 22546
Email: rob.castle@westsussex.gov.uk

www.westsussex.gov.uk

County Hall
Chichester
West Sussex
PO19 1RQ
Switchboard
Tel no (01243) 777100

26 May 2020

Fire & Rescue Service Scrutiny Committee

A virtual meeting of the Committee will be held at **10.30 am** on **Wednesday, 3 June 2020**.

Note: In accordance with regulations in response to the current public health emergency, this meeting will be held virtually with members in remote, audio-only attendance. Public access is via audio webcasting.

The meeting will be available to listen to live via the Internet at this address:

http://www.westsussex.public-i.tv/core/portal/home

Tony Kershaw
Director of Law and Assurance

Agenda

10.30 am 1. **Declarations of Interest**

Members and officers must declare any pecuniary or personal interest in any business on the agenda. They should also make declarations at any stage such an interest becomes apparent during the meeting. Consideration should be given to leaving the meeting if the nature of the interest warrants it. If in doubt please contact Democratic Services before the meeting.

10.33 am 2. **Urgent Matters**

Items not on the agenda which the Chairman of the meeting is of the opinion should be considered as a matter of urgency by reason of special circumstances, including cases where the Committee needs to be informed of budgetary or performance issues affecting matters within its terms of reference, which have emerged since the publication of the agenda.

10.35 am 3. **Forward Plan of Key Decisions** (Pages 3 - 6)

Extract from the Forward Plan of Key Decisions published on 15 May 2020.

Any Forward Plan published between the date of despatch of the agenda and the date of the meeting will be tabled at the

meeting.

The Committee is asked to consider whether it wishes to enquire into any of the forthcoming decisions within its portfolio.

10.45 am 4. **HM Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection report and revisit** (Pages 7 - 80)

The Report asks the Committee to confirm the priorities for scrutiny and service outcomes it wishes to focus on, consider how members may obtain assurance as to the effectiveness of measures taken or planned to address the areas of improvement, identify any particular data or evidence it wishes to receive and settle how it wishes to undertake specific scrutiny tasks or information gathering.

11.35 am 5. **Fire and Rescue Performance and Assurance Framework** (Pages 81 - 114)

Report by the Chief Fire Officer.

The report provides a context to the Performance and Assurance Framework for the purpose of future scrutiny of the executive's approach to performance.

12.35 pm 6. **Work Programme Planning** (Pages 115 - 118)

The Committee to finalise its draft work programme for the year ahead (attached) taking into consideration the checklist provided.

1.05 pm 7. **Requests for Call-in**

There have been no requests for call-in to the Scrutiny Committee and within its constitutional remit since the date of the last meeting. The Director of Law and Assurance will report any requests since the publication of the agenda papers.

1.06 pm 8. **Date of Next Meeting**

The next meeting of the Committee will be held on 30 September 2020.

Any member wishing to place an item on the agenda for the meeting must notify the Director of Law and Assurance by 15 September.

To all members of the Fire & Rescue Service Scrutiny Committee

Forward Plan of Key Decisions

The County Council must give at least 28 days' notice of all key decisions to be taken by members or officers. The Plan describes these proposals and the month in which the decisions are to be taken over a four-month period. Decisions are categorised according to the West Sussex Plan priorities of:

- **Best Start in Life** (those concerning children, young people and schools)
- **A Prosperous Place** (the local economy, infrastructure, highways and transport)
- **A Safe, Strong and Sustainable Place** (Fire & Rescue, Environmental and Community services)
- **Independence in Later Life** (services for older people or work with health partners)
- **A Council that Works for the Community** (finances, assets and internal Council services)

The most important decisions will be taken by the Cabinet. .In accordance with regulations in response to the current public health emergency, Cabinet meetings will be held virtually with members in remote, audio-only attendance. Public access will be via audio webcasting and the meetings will be available to listen to online via our webcasting website.The schedule of monthly Cabinet meetings is available on the website. The Forward Plan is updated regularly and key decisions can be taken on any day in the month if they are not taken at Cabinet meetings. The Plan is available on the. Published decisions are also available via the website.

A key decision is one which:

- Involves expenditure or savings of £500,000 or more (except treasury management); and/or
- Will have a significant effect on communities in two or more electoral divisions in terms of how services are provided.

The following information is provided for each entry in the Forward Plan:

Decision	A summary of the proposal.
Decision By	Who will take the decision - if the Cabinet, it will be taken at a Cabinet meeting in public.
West Sussex Plan priority	Which of the five priorities in the West Sussex Plan the proposal affects.
Date added	The date the proposed decision was added to the Forward Plan.
Month	The decision will be taken on any working day in the month stated. If a Cabinet decision, it will be taken at the Cabinet meeting scheduled in that month.
Consultation/ Representations	How views and representations about the proposal will be considered or the proposal scrutinised, including dates of Scrutiny Committee meetings.
Background Documents	The documents containing more information about the proposal and how to obtain them (via links on the website version of the Forward Plan). Hard copies are available on request from the decision contact.
Author	The contact details of the decision report author
Contact	Who in Democratic Services you can contact about the entry

Finance, assets, performance and risk management

Each month the Cabinet Member for Finance reviews the Council's budget position and may take adjustment decisions. A similar monthly review of Council property and assets is carried out and may lead to decisions about them. These are noted in the Forward Plan as 'rolling decisions'.

Each month the Cabinet will consider the Council's performance against its planned outcomes and in connection with a register of corporate risk. Areas of particular significance may be considered at the scheduled Cabinet meetings.

Significant proposals for the management of the Council's budget and spending plans will be dealt with at a scheduled Cabinet meeting and shown in the Plan as strategic budget options.

For questions contact Helena Cox on 033 022 22533, email helena.cox@westsussex.gov.uk.

Published: 15 May 2020

Forward Plan Summary

Summary of all forthcoming executive decisions in West Sussex Plan priority order

Decision Maker	Subject Matter	Date
Cabinet	Development Endorsement: Horsham Fire Station and Fire and Rescue Training Centre	June 2020

Cabinet

Development Endorsement: Horsham Fire Station and Fire and Rescue Training Centre	
The Cabinet will be asked to approve detailed proposals and funding arrangements for the development of a Fire Station and Fire and Rescue Training Centre on County Council land west of Horsham, with a view to submission for planning permission.	
Decision by	Cllr A Jupp, Cllr Lanzer, Cllr Hunt, Cllr Crow, Cllr Urquhart, Cllr Russell, Cllr Elkins, Cllr Marshall, Cllr N Jupp - Cabinet
West Sussex Plan priority	Prosperous Place
Date added	27 April 2020
Month	June 2020
Consultation/ Representations	Local councillors. West Sussex County Council Fire and Rescue Scrutiny Committee/Performance and Finance Scrutiny Committee – dates tbc Representation can be made via the officer contact.
Background Documents (via website)	None
Author	Nick Burrell Tel: 033 022 23881
Contact	Suzannah Hill Tel: 033 022 22551

This page is intentionally left blank

Fire and Rescue Services Scrutiny Committee

3 June 2020

Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection report and revisit

Report by Director of Law and Assurance

Summary

Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) produced its report on the inspection of West Sussex Fire & Rescue Services (WSFRS) in June 2019. The report and the proposals to address areas for improvement were subject to scrutiny by the former Environment Communities and Fire Select Committee. A later inspection re-visit was carried out and its findings have been summarised in a letter to the Council. The Committee will be updated by the Cabinet Member on the WSFRS improvement programme and the outcome of the recent visit. The Committee may wish to confirm its proposals for scrutiny in the context of the service outcomes it wishes to focus on and those set by the Cabinet Member.

Focus for scrutiny

The Committee is asked to:

- Confirm the priorities for scrutiny and service outcomes it wishes to focus on and to identify those areas requiring greatest or earliest attention
- Consider how members may obtain assurance as to the effectiveness of measures taken or planned to address the areas of improvement
- Identify any particular data or evidence it wishes to receive to assist its future consideration of these matters, including areas which may require external evidence.
- Settle how it wishes to undertake specific scrutiny tasks or information gathering if not through the consideration of written reports at committee.

The Chairman will summarise the output of the debate for consideration by the Committee.

Background

1.1 HMICFRS assess services on their effectiveness, efficiency and how well they look after their people. These are then judged as outstanding, good, requires improvement or inadequate based on inspection findings and professional judgment across the year using questions focused on core areas of FRS work.

1.2 On 20 June 2019, HMICFRS published its inspection report for West Sussex Fire & Rescue Service (WSFRS).

1.3 The report found that **effectiveness** of West Sussex Fire and Rescue Service "requires improvement", **efficiency** "requires improvement" and the way it looks after its **people** is "inadequate". The report had a number of recommendations for immediate, medium-term and longer-term actions. A comprehensive improvement plan was developed and has been in progress

for several months. Further external visits have taken place and their outputs captured in letters back to the Council.

1.4 The inspection report and improvement plan were subject to scrutiny at a special meeting of the Environment, Communities and Fire Select Committee on 10 July 2019 (https://westsussex.moderngov.co.uk/ieListDocuments.aspx?CId=163&MId=2205&Ver=4). The Committee noted the positive progress made and supported the Improvement Plan.

1.5 The Improvement Plan was subject to further scrutiny by the Committee at two further meetings, 20 September 2019 (https://westsussex.moderngov.co.uk/ieListDocuments.aspx?CId=163&MId=2092&Ver=4) and 13 January 2020 (https://westsussex.moderngov.co.uk/ieListDocuments.aspx?CId=163&MId=2094&Ver=4). At these meetings, members covered the full scope of improvement plans rather than focusing on specific areas or identifying subjects for priority. No additional or focused work was planned outside meetings of the Committee.

1.6 The establishment of the new Committee provides an opportunity to refresh the approach to scrutiny in terms of the focus of the Committee's business over the next year and how it intends to discharge its work in order to achieve the impact it settles as its aim.

Tony Kershaw
Director of Law and Assurance

Contact Officer: Rachel Allan: rachel.allan@westsussex.gov.uk

Appendices:

Appendix A: HMIC Inspection Report
Appendix B: HMIC revisit Letter
Appendix C: FRS Improvement Plan

Background papers

None

HMICFRS
Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of West Sussex Fire and Rescue Service

Contents

About this inspection 1
Service in numbers 2
Overview 4

Effectiveness 7

How effective is the service at keeping people safe and secure? 8
- Summary 8
- Understanding the risk of fire and other emergencies 9
- Preventing fires and other risks 11
- Protecting the public through fire regulation 13
- Responding to fires and other emergencies 15
- Responding to national risks 18

Efficiency 20

How efficient is the service at keeping people safe and secure? 21
- Summary 21
- Making best use of resources 22
- Making the fire and rescue service affordable now and in the future 24

People 26

How well does the service look after its people? 27
- Summary 27
- Promoting the right values and culture 28
- Getting the right people with the right skills 30
- Ensuring fairness and promoting diversity 32
- Managing performance and developing leaders 33

Annex A – About the data 35
Annex B – Fire and rescue authority governance 40

About this inspection

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

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

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?

2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?

3. How well does the fire and rescue service look after its people?

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

What inspection judgments mean

Our categories of graded judgment are:

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

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

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

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

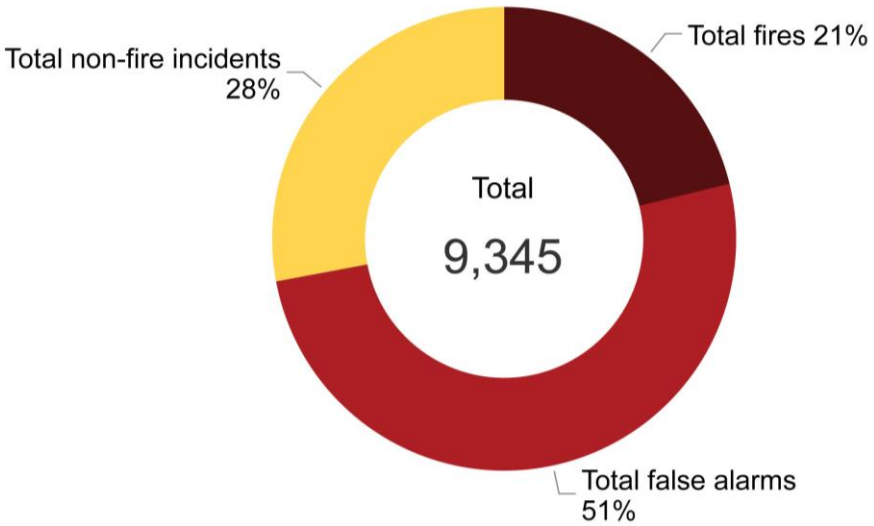
If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as **inadequate**.

Service in numbers

Public perceptions	West Sussex	England
Perceived effectiveness of service Public perceptions survey (June/July 2018)	85%	86%

Response	West Sussex	England
Incidents attended per 1,000 population 12 months to 30 September 2018	11.0	10.5
Home fire risk checks carried out by FRS per 1,000 population 12 months to 31 March 2018	7.8	10.4
Fire safety audits per 100 known premises 12 months to 31 March 2018	2.1	3.0

Incidents attended in the 12 months to 30 September 2018



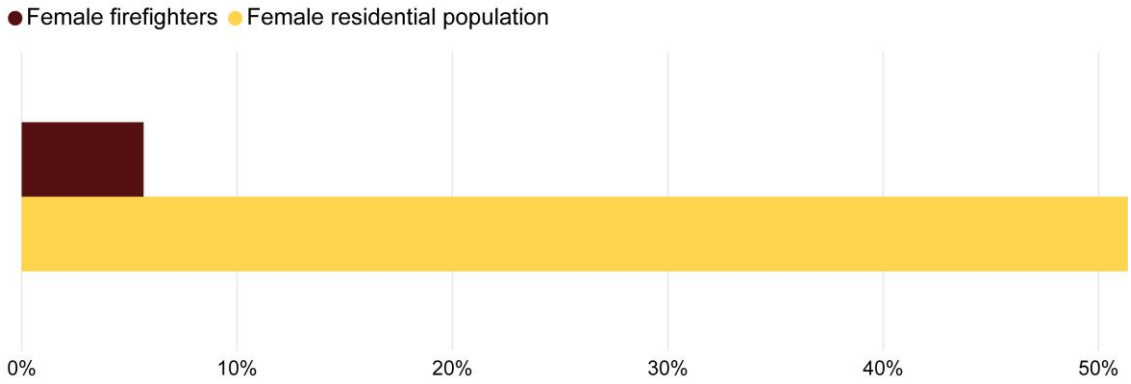
Cost

	West Sussex	England
Firefighter cost per person per year 12 months to 31 March 2018	£21.98	£22.38

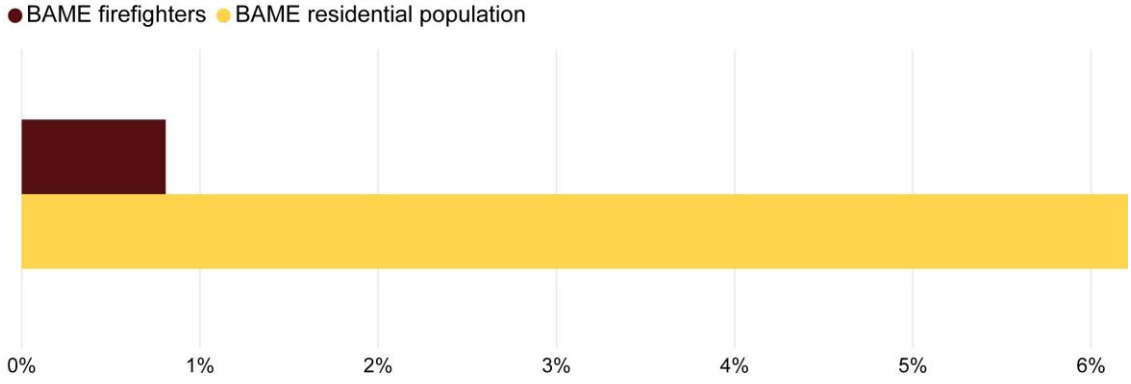
Workforce

	West Sussex	England
Number of firefighters per 1,000 population As at 31 March 2018	0.6	0.6
Five-year change in workforce As at 31 March 2013 compared with 31 March 2018	-19%	-14%
Percentage of wholetime firefighters As at 31 March 2018	62%	70%

Percentage of female firefighters as at 31 March 2018



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



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

Overview

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

People	**Inadequate**
Promoting the right values and culture	Requires improvement
Getting the right people with the right skills	Requires improvement
Ensuring fairness and promoting diversity	Inadequate
Managing performance and developing leaders	Requires improvement

Overall summary of inspection findings

We have concerns about the performance of West Sussex Fire and Rescue Service (FRS) in keeping people safe and secure. In particular, we have serious concerns about how it looks after its people. In view of these findings, we have been in regular contact with the chief fire officer, as we do not underestimate how much improvement is needed.

The service requires improvement in the way it keeps people safe and secure. It requires improvement in how it:

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

And it is inadequate in the way it protects the public through fire regulation.

We judged the service to require improvement in its efficiency. It requires improvement in the way it uses resources and in the affordability of its service.

It is inadequate in the way it looks after its people. It requires improvement in the way it:

- promotes the right values and culture;
- gets the right people with the right skills; and
- manages performance and develops leaders.

It is inadequate in the way it ensures fairness and promotes diversity.

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

Effectiveness

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

Requires improvement

Summary

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

The service draws on a range of information to have a good understanding of the local risks facing its communities. It publishes information about its performance on its website. It considers future risk in its integrated risk management plan (IRMP) which runs to 2022. And it uses a risk assessment tool – the Provision of Operational Risk Information System (PORIS) – to determine how often to visit premises, although staff don't use this consistently.

We have several areas of concern about West Sussex FRS's effectiveness. It doesn't have a clear approach to prevention and isn't referring people to local services quickly enough. We have significant concerns about how it is protecting the public through the regulation of fire safety. Its risk-based inspection programme doesn't identify the highest-risk premises, and the computer system it uses isn't robust enough and often loses data. Because of this, the service can't show, for example, whether it is meeting its building consultation targets.

In its response to fires and emergencies, the service isn't making the best use of resources. It hasn't met its response standards since 2014/15. Its fire engine availability is low and it is struggling to recruit and retain sufficient on-call firefighters. It hasn't produced a clear plan for aligning its procedures to national guidance, its management of information after an incident is often poor and it has had little success in reducing the high number of false alarms it receives. Finally, its cross-border exercising is limited and inconsistent.

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

The service has a good understanding of the local risks in its communities. It achieves this by considering a wide range of information, including health, demographic and historical incident data. It also uses national indices of deprivation to target residents who are hard to reach. From these, it produces a critical-risk fire map. This highlights areas of very high, high, medium and low risk in the county. It reviews this modelling each year to make sure it remains up to date. Other risks such as flooding and road usage are also considered. The service bases its response model on this risk analysis. However, it doesn't always translate changes in risk into appropriate changes in the services it provides.

The service publishes information such as response standards and on-call engine availability on its website. This allows the public to see how it is performing. It uses social media to communicate incident information and promote recruitment events.

The service produces profiles for each of its fire stations. These show community risks, historic calls attended by the station and performance data. But it doesn't use these profiles to drive activity at these stations. The service could be missing opportunities to target its activity to risk in the community.

Service personnel have an established role within the Sussex Resilience Forum. For example, the deputy chief fire officer chairs the executive delivery group and operational managers attend the risk and emergency response groups. The service is named in several community risk registers, including the emergency response and recovery plan.

The service considers future foreseeable risk in its IRMP. This looks at the impact of housing developments over the next 15 years, and its area's ageing population, for example.

Having an effective risk management plan

Each fire and rescue authority must produce an IRMP. The service should consult the public when it writes this plan. The plan should provide an up-to-date picture of the risks within the county. It should also say how the service will manage these risks through its prevention, protection and response activities. The plan should cover at least three years.

The current IRMP runs from 2018 to 2022. It was published following consultation with the communities of West Sussex and received 205 formal responses. The plan explains the service's approach to understanding risk, and includes links to national and local risk registers. The service uses population data to help it identify where the most vulnerable are located and where response activities will be most needed.

The IRMP is clear enough for the public to understand. It sets five objectives for the service. These are to:

- reduce the number of emergency incidents and their consequences through the continuous improvement of its prevention, protection and response activities;
- as part of West Sussex County Council, work with local communities, districts and boroughs to keep West Sussex safe;
- collaborate with other emergency services and local and national partners to improve the service to the public;
- develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse; and
- provide customer-centred value-for-money services.

The plan also explains the challenges the service faces. These include the limited availability of on-call staff and resources not always matching demand. It also describes some of the actions the service is taking to deal with these problems. For example, it is promoting its on-call recruitment and reviewing operational resources. This plan appears to be in line with the Fire and Rescue National Framework for England.

Maintaining risk information

The service uses wholetime staff to collect and update site-specific risk information for premises and temporary events. A central team then makes this available on mobile data terminals, which are computers on every fire engine.

The service uses a risk assessment tool called PORIS to understand risk and determine how often to revisit premises. This risk assessment measures the impact of fire against six factors. They include firefighter safety, and economic and heritage risk. The service revisits high-risk premises every year and low-risk premises every three years. It couldn't show that its staff apply this risk assessment method appropriately and consistently, however. This means it may not always be prioritising high-risk premises.

We also found the service was unable to meet the demands of its revisit programme. Targets for the completion of risk visits didn't align with demand and we found little evidence of performance management to make sure visits were completed on time. As a result, a large number of the risk information cards we checked were out of date. Completed risk records were subject to little assurance. This means the service is missing chances to improve the standard of its risk information. It communicates general information about risk across the whole organisation using health and safety bulletins, flash messages and shift handovers.

Preventing fires and other risks

Requires improvement

Areas for improvement

- The service should ensure staff understand how to identify vulnerability and safeguard vulnerable people.

Cause of concern

Prevention activity doesn't always align with risks identified in the IRMP. Home fire safety checks aren't being done in a timely manner and there is a large backlog of high-risk cases.

Recommendations

- The service should ensure it targets its home fire safety check activity at people most at risk.
- The service should ensure it carries out home fire safety checks in a timely manner.

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

Prevention strategy

The service doesn't have a clear prevention strategy, although its IRMP outlines its strategic approach to prevention. We found that its prevention activity doesn't always align with the risk the IRMP has identified. The service now offers safe and well visits to its most vulnerable residents. As at 31 March 2019, the service states that prevention visits include ensuring that working smoke alarms are fitted, identifying potential fire risks, acting to reduce those risks, and giving advice on social welfare and avoiding slips, trips and falls. However, operational staff were still conducting home fire safety checks and not providing documented advice on social welfare or slips, trips and falls and signposting to other organisations. In the 12 months to 31 March 2018, the service carried out 6,647 home fire safety checks, equating to 7.8 per 1,000 population. Of these, 1,568 were to those registered as disabled and 5,073 to the elderly. At the time of our inspection, the service told us that it hadn't completed over 400 high-risk home fire safety checks assigned to fire stations.

The information system the service uses to support prevention activities is not effective and doesn't support the range of activities delivered during safe and well visits. We saw prevention specialists trialling new software while operational crews continued to complete their home fire safety check process by paper. This means the service can't accurately check progress against its home fire safety check programme.

Specialist teams deliver educational programmes such as FireBreak and a cadet scheme, which aim to reduce risk of fire setting by engaging with young people. The service seeks feedback from those who attend these programmes. Little external evaluation takes place that might assist the delivery or prioritisation of such activities.

Promoting community safety

The service works closely with other departments in the council and external organisations to promote community safety. For example, Careline supports elderly people living independently in their homes. Details are then shared with the fire service so it can carry out prevention visits.

The service runs FireWise, an educational programme that targets children who show fire-setting behaviour. It created this programme in collaboration with East Sussex FRS and an external company. Social workers and youth services refer children to the programme. West Sussex FRS also runs FireBreak, a week-long programme that encourages positive role modelling for young adults. The service works with schools and youth advisers to deliver courses tailored to the needs of pupils.

Staff in specialist teams are well trained to identify and support vulnerable people. But we found that training for operational crews on identifying the full range of vulnerability was limited. What was available was also not mandatory. Operational crews can access safeguarding information, and access to the service's safeguarding lead is available through fire control. The service should assure itself that all staff have up-to-date safeguarding knowledge and are able to recognise vulnerability.

The service has a volunteer section that supports prevention activities such as Safe Drive Stay Alive. This group also undertakes follow-ups for safe and well visits.

The service could develop this group more, and increase its capacity to do prevention work.

Road safety

The service's IRMP contains details of road traffic collisions, including the number of people killed on the roads. The service is part of the Sussex Safer Roads Partnership in which East Sussex and West Sussex county councils, the police and FRSs work together on road safety. The service uses dedicated prevention teams and volunteers to run its Safe Drive Stay Alive programme targeting 16 to 18-year-olds, in collaboration with the police, the NHS and the ambulance service. The service told us that, since 2006, it has provided this programme to about 100,000 students. An external company recently evaluated this work, although at the time of the inspection it had yet to report. We also saw examples of local fire stations promoting road safety messages with visual scenes, highlighting the dangers of drinking and driving at Christmas.

Protecting the public through fire regulation

Inadequate

Area for improvement

- The service should ensure it addresses effectively the burden of false alarms (termed 'unwanted fire signals').

Cause of concern

West Sussex FRS doesn't have a clear strategy for using its risk-based inspection programme to identify the highest risk premises. The database it uses to manage premises information is unreliable and not always accurate. The service can't carry out the number of audits of high-risk premises that it commits to as part of its programme.

Recommendations

- The service should ensure that its risk-based inspection programme targets it highest risk premises.
- The service should ensure that effective and robust systems are in place to manage its protection activities.
- The service should ensure it conducts the number and frequency of high-risk premises audits that it sets out in its inspection programme.

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

The service doesn't have a clear protection strategy, although its IRMP sets out its strategic approach to protection. The service isn't confident its risk-based inspection programme is identifying the highest-risk premises. The computer system it uses to manage its protection work is making this job harder, which the service acknowledges. Staff who use the system told us it doesn't provide consistent reporting and often loses data. This means protection managers can't prioritise their work based on accurate information. The service should make sure its IT system supports better risk profiling and its protection activities are resourced to meet the risks the IRMP has identified.

A business fire safety team of trained specialists carries out protection activities. But the service doesn't prioritise regulatory activities enough and the team is under-resourced. Again, the service has identified this problem and has acknowledged its prevention activity doesn't align with the risks its IRMP has identified.

The service identifies highest-risk premises using a range of criteria. They include historical incident data and fire service emergency cover toolkit codes, such as sleeping accommodation and care homes. As at 31 December 2018, the service has identified 2,624 high-risk premises, which it is committed to visiting every three years. It has been unable to provide an accurate figure for the number of high-risk audits it carried out in the year to 31 December 2018, however. In its IRMP, it acknowledges it isn't undertaking enough high-risk audits to meet the demands of its risk-based inspection programme.

The service told us it meets 100 percent of its building consultation target. However, it was unable to supply evidence of this because of the limitations of its computer system.

Enforcement

We have concerns about the quality of the data submitted to the Home Office on protection and fire safety audits. The data the service provided showed that, in the year to 31 March 2018, its audits had a notably higher rate of satisfactory outcomes than the England average. The service should assure itself that it is directing protection resources at the highest-risk premises.

We saw examples of joint enforcement action with other organisations, such as the county council's housing department. In these cases, the fire service and the housing department support each other and agree which will be the lead agency. In the year ending 31 March 2018, the service issued eight enforcement notices, six prohibition notices, one prosecution and no alteration notices. Duty fire safety officers can serve these at any time. The service successfully prosecuted one business in 2017 that had

failed to comply with its legal duties under a fire safety order. It uses the council's legal services to support its work in this field.

Working with others

The service doesn't manage any primary authority schemes, but does work with local businesses to improve their awareness of their responsibilities under current fire safety legislation. The service engages with businesses through seminars. We also saw examples of how it monitors call rates each month and sends letters to those with the highest level of false alarms. Since the year ending 30 September 2011, the number of false alarms attended has remained relatively stable, at around 4,600 each year. In the year ending 30 September 2018, false alarm incidents made up 51 percent of all incidents attended, which is higher than the England average of 40 percent over the same period. The service should make sure it has a clear approach to reducing the impact of these false alarms.

We were informed about the service's work with Trading Standards to reduce the risk to the public from fireworks on Bonfire Night. Other organisations told us the service was a good organisation to work with, although the capacity of its prevention team was limiting opportunities to do more joint work.

Responding to fires and other emergencies

Requires improvement

Areas for improvement

- The service should ensure it has an effective system to use learning from operational response to improve its command and control.
- The service should ensure the availability of its on-call fire engines is aligned to the risks identified in its IRMP.
- The service should ensure it has an effective system to maintain the competencies of all incident commanders.

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

As at 31 March 2018, the service had one wholetime fire station, 14 retained fire stations, and nine mixed fire stations.

The service uses a mixture of staffing models to provide its operational response. These include wholetime and on-call staff. It also uses a crewing optimisation group to move resources around the county to help support areas where the availability of fire engines is low.

The service acknowledges its resources aren't always available when they are needed. Demand for fire engines is greater during the day and less at night, whatever the day of the week. But the service has most of its fire engines available during the night and fewest during the day. This is not the best use of its resources. The service has also seen an increase in its response times. In the year to 31 March 2014, its average response time to primary fires was 9 minutes and 9 seconds. In the year to March 2018, its average response time to primary fires had increased to 9 minutes and 48 seconds. Staff and fire engines are moved across the service to cover shortfalls. There is an agreed procedure for taking this action through fire control and the service duty manager.

The service also operates a separate technical rescue unit. This provides specialist rescue capabilities, including line rescue, confined space and large animal rescue. This team doesn't attend fires or deliver prevention work. The service should make sure it uses the team effectively to support the service's wider operational workforce.

Response

In the year to 30 September 2018, the service attended 10.96 incidents per 1,000 population. This compares to the England rate of 10.47 over the same period.

The service aligns its response model to those areas identified in its critical risk fire maps. Areas of very high risk will have a quicker response time than lower-risk areas. The service refreshes these maps every year, but acknowledges it rarely adjusts its response model to reflect any changes that occur.

The service publishes response standards and performance against these standards on its website. These standards were agreed in 2008. They include a commitment to attend the most critical incidents with the first fire engine in 8 minutes and the second in 11 minutes 89 percent of the time. The service hasn't met this standard since 2014/15. It has also reduced the number of operational fire engines it uses. As at 31 March 2009, it had 46 operational fire engines, which was reduced to 35 as at 31 March 2018.

The service meets its commitments on wholetime fire engine availability, but its on-call engines are rarely all available. Between April 2018 and December 2018, the overall average monthly pump availability ranged from 65 percent to 70 percent. However, in some cases, individual pump availability is far lower. The situation is worse during the day. The IRMP acknowledges this problem and the service is actively promoting the on-call role and recruiting in its communities.

The service has aligned some of its procedures to national operational guidance, but its progress has been limited. It has not produced a clear plan about how it might adopt the full guidance. Staff described an over-reliance on Learning Pool, the service's e-learning platform, to deliver changes in operational procedure.

The service also completes a range of documentation as part of a command and control system. These include risk assessments, and the message and decision logs completed at operational incidents. But we found that management of this information after an incident has been poor. Documents haven't always been returned and few reviews have been done that might help improve operational practice and staff competence.

Command

The service has an established framework to develop those who are new to the command role. This includes command courses that the training team runs, and external courses for more senior commanders. Operational commanders showed a mixed level of understanding of national models such as the Joint Emergency Services Interoperability Principles (JESIP) and the incident command decision control process. We found that, while these skills were tested at the assessment stage, commanders have rarely had the chance to practise them because of a lack of incidents or joint exercises.

Generally, those required to command incidents felt competent, but they told us they would like to practise their skills more often. Maintenance of command training at all levels lacked structure and oversight. The service should make sure its incident commanders have opportunities to maintain these core skills.

The levels of command at operational incidents are proportionate based on risk. We found that control operators were confident about adjusting resources when necessary.

Keeping the public informed

The service shares information with the public via its communications team. It does this through its website and social media platforms such as Twitter and Facebook. It uses these to promote safety messages, including on the dangers of drink driving. It also uses them to promote service recruitment events. Fire stations have their own Twitter accounts to allow them to communicate with their local community. But we found that little training has taken place to make sure operational staff use social media in line with the service's expectations.

Fire control operators can access fire survival guidance and were confident they could provide the public with this guidance in an emergency. But the guidance could be more comprehensive. It could also cover a wider range of incidents than it currently does.

The service provides safeguarding information to frontline crews. Concerns about vulnerable people can be raised immediately through fire control.

Evaluating operational performance

We found that hot debriefs, which operational crews carry out immediately after an incident, were well established. An electronic feedback form allows crews to share feedback more widely and a central team collects and monitors this information. After large or more significant incidents, this team makes sure formal debriefs take place. We saw examples of incident debriefs involving other organisations, including the police and Network Rail. Learning from this debrief process was evident. But we saw few examples of this being used to change operational practice. We also found that not all operational staff understood the benefits of the process. The service has acknowledged the process is new and is still being established.

The service undertakes limited assurance of its operational staff through its tactical advisers. These officers are sent to incidents to review the performance of incident commanders at operational incidents. But we found this process being applied inconsistently, which meant the benefits for operational officers and the service was limited.

The service has a point of contact for national operational learning. We saw examples of where this information had been shared with staff.

Responding to national risks

Requires improvement

Areas for improvement

- The service should ensure that, where possible, LRF exercises include operational staff at all levels to improve interoperability and competence.
- The service should ensure operational staff have good access to cross-border risk information.
- The service should arrange a programme of over-the-border exercises, sharing the learning from these exercises.

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

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

Preparedness

Staff in the control room and operational commanders were clear about how to mobilise and request national assets when needed. The service has a high-volume pump and the means to make it available at times of need, although we found that operational staff weren't always confident in using it. We were told by firefighters that they didn't have many opportunities to maintain such additional skills.

The service has arrangements in place to increase its resources at times of increased demand. These include cross-border arrangements. But we found that recommendations arising from a recent major incident, which involved using national assets, haven't yet been tested.

Working with other services

The service has arrangements to support operational response. Those with Hampshire FRS mean the quickest engine is sent to a fire, whichever county the fire is in. Cross-border exercising was limited and inconsistent, however. There is no structured exercise programme that could make cross-border work between West Sussex FRS and other services more effective. As part of our inspection, we carried out a survey of staff to get their views of their service (refer to Annex A for more details). The results showed that, of the 67 firefighters and specialist support staff who responded, 1 percent agreed that the service regularly trains and exercises with neighbouring FRSs, while 75 percent disagreed and 24 percent didn't know.

Staff receive risk information when they work across borders. But we found it wasn't always available and we came across examples of information that was out of date. This could increase the risk operational staff face when responding to incidents, as they don't have access to current risk information.

Working with other agencies

The service told us about a major incident that occurred in March 2018. Water shortages across the county drew a co-ordinated response from a range of agencies, co-ordinated by the Sussex Resilience Forum. We found established arrangements for senior officers to exercise with other agencies for major events. These include exercising and testing emergency plans at sites like Gatwick Airport. Other operational staff do such tests far less often. Joint exercises between West Sussex FRS and agencies such as the police and ambulance service are limited and applied inconsistently.

The service has a dedicated team that responds to marauding terrorist firearms incidents. It comprises operational staff from the workforce that can be called on if an incident occurs. We were given examples of recent occasions when this team was mobilised and made available.

Efficiency

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

Requires improvement

Summary

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

The service has a good understanding of its financial position and its financial plans are based on sound assumptions. It also has a track record of achieving savings, saving several million pounds since 2011/12 by reducing its workforce and the number of fire engines it runs, and through closer integration with the local county council.

However, the service needs to do more to make the best use of its resources. In particular, it needs to improve how it allocates its resources to align more closely with the priorities outlined in its IRMP. It should also do more to monitor and review the benefits and outcomes of collaboration with other agencies and services.

While we recognise the savings the service has made, it has failed to invest these savings into ways to make itself more effective and efficient. It still relies on a computer system that hinders its protection and prevention work, and still does too much work on paper. It could also make better use of risk information to drive its activities. The service has failed to take advantage of the county council's transformation reserve to bring about the changes it needs.

Making best use of resources

Requires improvement

Areas for improvement

- The service needs to ensure it allocates its resources appropriately and prioritises activities that address the risks identified in its IRMP.
- The service should have effective measures to ensure staff are productive and using their time efficiently to deliver the priorities in the IRMP.
- The service should ensure there is effective monitoring, review and evaluation of 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

The service is clear about the financial challenges it faces. They include realigning resource to risk, improving the number of on-call firefighters and managing a changing workforce. The service has set up four strategic boards to monitor progress on these and other issues and deliver its objectives.

The service's plans are built on sound financial assumptions and largely reflect the priorities contained in its IRMP. It has business development plans for each area, and its financial and workforce plans are aligned. It has allocated resources to prevention, protection and response, and a staff control group provides strategic oversight. But we found the service can't always match resources appropriately to risk. Examples include the difficulties it has experienced in maintaining the number of on-call firefighters and providing the number of fire engines it has committed to in its IRMP.

The service told us it made £7m in savings between 2011/12 and 2016/17. It has done this by reducing its workforce and the number of fire engines. It has also reduced administration and support costs through its integration with the county council. But we found that the service hasn't invested these savings in technology that would allow it to use its resources more efficiently. An example of this is the computer system it uses to manage prevention and protection work. Staff explained the various problems they had encountered with this system, including inaccurate reporting and loss of data. This has led to additional systems being introduced by both teams as they try to manage the inefficiencies the IT system has created.

We found the service has also been cutting costs by collaborating with other fire services to procure operational equipment. But we came across little evidence of regular evaluation or reviews of collaborative arrangements.

Productivity and ways of working

As at 31 March 2018, the service had 606 full-time equivalent (FTE) staff. Over the same time period, 61.7 percent of its FTE firefighters were wholetime. The service uses a range of working models to support the delivery of its services. This includes uniformed and non-uniformed staff working flexible shift patterns. In the year to 31 March 2018, the firefighter cost per head of population was £21.98. This compares to the England rate of £22.38 over the same time period. However, many factors influence this cost – for example, the ratio of wholetime to retained staff, which is in part influenced by the rurality of the service.

We found that the service doesn't co-ordinate the activity of its staff well enough to maximise productivity. It doesn't have strategies in place that would allow it to take a clear, collaborative approach to delivering prevention, protection and response activities. Performance management has also been limited, which has done little to assure the service that staff are prioritising their activity. As a result, it can't deliver all the objectives set out within its IRMP.

The service has recently introduced business development plans for all stations, and work activity is now monitored monthly. But we found that these plans didn't drive localised risk-delivery work and are not used to prioritise activity. Station profiles clearly communicate the risks in station areas. But we found the profiles were rarely used to understand community needs and drive activity at a station level. The service should make sure it uses its risk information to drive activity and monitor this through a robust performance management framework.

The service has introduced a customer centred value for money delivery board. The board's aim is to support better links between the community and service on delivery. But the board is still in the early stages. The service surveys the public after fire incidents and prevention activities. While this is welcome, we saw few examples of how these surveys have improved ways of working or the delivery of services.

Collaboration

The service's integration with West Sussex County Council has created benefits for both organisations. For example, the deputy chief fire officer is also the head of Trading Standards, and the service and Trading Standards work together to improve outcomes for West Sussex communities. This includes carrying out joint enforcement work. The service has also drawn on the capacity and expertise of the council's IT department. This work is still at an early stage, so the full benefits are yet to be realised.

The service is part of the 3Fs partnership with Surrey and East Sussex FRSs. The benefits of this work include joint recruitment and initial training courses for wholetime staff. But these benefits are limited. Because the service doesn't regularly evaluate the benefits of its collaboration, it can't always show exactly what activities it is benefitting from the most.

Continuity arrangements

The service uses West Sussex County Council's resilience and emergencies team to support its resilience arrangements. This team works with the service to advise and test its business continuity plans. The IT service for West Sussex FRS is outsourced. These continuity arrangements are tested regularly. But we found that the IT provider doesn't offer support out of hours for the service's mobilising system. Instead, this is provided by the service's in-house electronic services team. The service should make sure it maintains adequate resilience arrangements to mobilise fire engines at all times.

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

Requires improvement

Areas for improvement

- The service should do more to identify areas where innovation, including the use of technology, can help it improve productivity and develop capacity.

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

West Sussex FRS's budget for 2018/19 is £25.3m. This doesn't include support services that the council provides, such as human resources, payroll and IT. The council doesn't allocate these costs at a service level, so the full cost of these services is unclear. However, we saw examples of how the council reviews how it commissions services to make sure they provide value for money. The service told us it has a history of achieving budget reductions and has saved £7m since the financial year 2011/12. Long-term planning is more difficult, owing to a level of uncertainty about the service's future funding as part of the county council. But we found the service's financial assumptions about the near future are realistic and prudent.

West Sussex and East Sussex FRSs received £3.6m in transformational funding in 2013 to merge their control rooms. West Sussex FRS is withdrawing from this agreement in 2020 and looking for a new provider for its mobilising function. Until the new arrangements can be established, the cost to the county council will be £15,000 from October 2018, rising to £30,000 in April 2019. The service has told us the new mobilising control arrangements, which it intends to have in place by early 2020, will save money over the medium term.

The service's customer centred value for money delivery board oversees and is responsible for reducing costs – for example, through procurement. But it was acknowledged this is still at an early stage and the benefits are limited. An early example was its procurement of new thermal image cameras.

Innovation

The service's approach to risk-based response standards is an example of where it has tried to work innovatively. But we came across few other examples of the service delivering or improving services to the public through innovative work. It uses SharePoint to manage and share information. But we found that its operational staff weren't properly trained to use it. This limits the potential benefits. For many of its activities, including prevention and gathering risk information, the service still relies on completing paper forms. This limits effectiveness and efficiency. The service should do more to identify areas where innovation and the use of technology can make its work more productive.

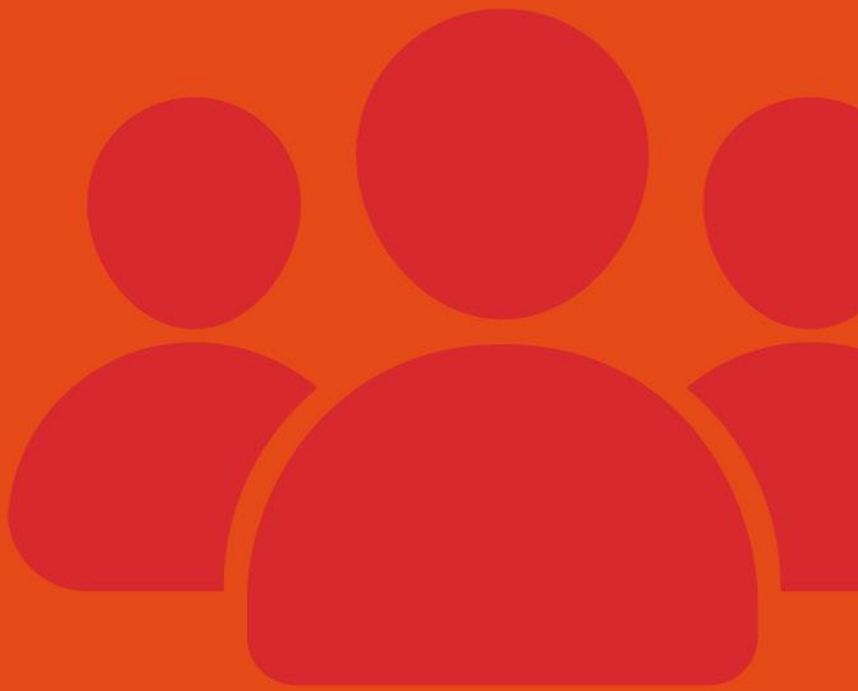
Future investment and working with others

The service can access the county council's transformation reserve. At the time of the inspection, £7m was available. But we didn't come across many examples of the service using this fund to invest in areas that would increase its efficiency and capacity. For example, its prevention and protection computer system has seen a lack of investment, which is limiting the efficiency of the service's delivery to the public. It has used the capacity and expertise in the county council's IT department to upgrade its office-based systems. It hopes to introduce tablets for mobile work during 2019.

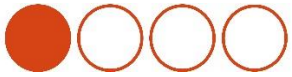
The service is part of the One Public Estate project. This has highlighted seven service sites suitable for future development. This service believes this arrangement should help to improve and future-proof its estate. The site at Horsham is an example where plans have been submitted to locate an improved multi-agency hub and training facility.

The service pays staff overtime to generate income by providing courses and other services through the county council. It offers courses in fire safety and fire extinguisher training to businesses. Any income from these goes to the fire service's budget. The service told us these generate an income of around £200,000 a year. This doesn't meet the current target for income generation, which has historically been set at £341,000.

People



How well does the service look after its people?



Inadequate

Summary

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

We have several fundamental concerns about how well the service manages people. It has adopted the county council's values, but most staff don't understand or follow them. We also found examples where staff weren't acting in line with these values, including reports of bullying. Despite receiving feedback to the contrary, the service has so far failed to launch an anti-bullying campaign. Senior leaders need to do more to promote the service's values and make sure they become part of the organisation, as well as act appropriately on feedback from staff.

The service isn't doing enough to ensure fairness and diversity. There is little engagement with staff groups, particularly with those from minority groups. The service isn't doing enough to improve the experiences of women and people with disabilities, and must do more to understand and remove barriers for under-represented groups. We also saw little promotion of equality and inclusion in the workforce. Staff weren't clear what training was in place or if it was mandatory.

Although the service has a health and safety framework, we saw out-of-date risk assessments. It has a grievance process, but we saw little monitoring of outcomes. And while it is positive that the service offers a range of wellbeing support, this isn't co-ordinated, so staff may not be getting the full support they need.

The service's performance management process isn't rigorous enough. Uniformed staff have little faith in annual appraisals, seeing them as tick-box exercises.

Links between staff appraisals and the service's wider aims and goals aren't clear. The service also lacks a process to identify high-potential future leaders.

That said, the service's training offer is good – in particular, for new firefighters. But more could be done to help established firefighters maintain their skills.

Promoting the right values and culture

Requires improvement

Areas for improvement

- The service should ensure it has a robust system in place to review and update its risk assessments, and that recommendations from workplace accidents are actioned in a timely manner.
- The service should have appropriate means to monitor the working hours of its staff.

Cause of concern

West Sussex FRS's staff sometimes act in ways that go against its core values. This is leading to bullying in the workplace.

Recommendations

- The service should clearly and effectively communicate its core values to staff. This should include acceptable behaviour statements.
- The service should ensure that staff act in line with its values and are trained to identify and deal with non-compliance.

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

Workforce wellbeing

The range of wellbeing measures in place include an occupational health team and a trauma aftercare team. These provide psychological support after operational incidents occur. Of the 76 respondents to our staff survey, 74 percent agreed that they were satisfied their personal safety and welfare was treated seriously at work. But we found the teams work independently of each other. This could lead to the wellbeing needs of staff being missed. These teams should work more closely to make sure staff needs are fully understood.

Operational managers are the gateway to welfare services for frontline staff. But we found these managers have received little training to support staff. The service has identified this as a problem. It plans to introduce the Mind Blue Light programme for its staff in 2019.

Health and safety

The service has a dedicated health and safety team, and operational managers are well trained. Safety messages are sent to staff to raise awareness of health and safety issues. And in the staff survey, of the 76 respondents, 87 percent agreed that they were encouraged to report all accidents, near misses and dangerous occurrences. However, we found several operational risk assessments were out of date and action wasn't always taken within a reasonable time after workplace accidents.

In the year to 31 March 2018, 31.1 percent of wholetime firefighters had external secondary employment and 21.1 percent of wholetime firefighters had secondary employment within the service. The service doesn't monitor this closely enough to make sure staff are well rested and safe to work.

Culture and values

West Sussex County Council has five core values. These are: proud to be customer-centred (we put the customer central to everything we do); listen and act upon (we listen to each other and act on what we say); honest and realistic (we are honest and realistic about what we can achieve); trust and support (we trust and support each other); and genuinely valued (we feel our contribution is genuinely valued).

We found that West Sussex FRS staff don't always act in line with these values. In some cases, staff have been bullied, and several such cases were shared with us during our inspection. In our staff survey, of the 76 respondents, 29 percent said they had been bullied and or harassed in the last 12 months. There are limitations to the staff survey which should be considered alongside the findings. We explain these in Annex A.

In 2017, West Sussex FRS conducted a stress survey that also highlighted bullying as a concern for staff. The recommendations arising from this included conducting a bullying awareness campaign. But when we inspected the service in late 2018, work on this campaign had yet to start.

We found some evidence of senior leaders promoting the service's core values, but it appeared to be limited and has done little to establish these values across the workforce. Staff also described a lack of visible leadership on the part of middle managers. The service should assure itself that its full management team is modelling and promoting its values.

The service communicates with staff through a weekly newsletter. Information is available on the internet, including welfare promotion. Managers hold seminars at which senior leaders engage directly with frontline managers. The service has invested in new noticeboards at every station that can display a range of standard information. This includes performance data, wellbeing notices and service updates.

Staff told us they feel the values are the council's rather than the service's, and they weren't engaged when they were developed. Senior leaders in the service need to do more to communicate the values to staff. They should make sure these values form the basis of how staff behave towards each other in the workplace.

Getting the right people with the right skills

Requires improvement

Areas for improvement

- The service should ensure its workforce plan takes full account of the necessary skills and capabilities it needs to carry out its IRMP.

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

Workforce planning

The service describes its workforce challenges in its IRMP. They include losing 36 percent of its operational workforce through retirement over the next four years. It published a people and culture strategy in 2018 that describes its long-term workforce aims. We found that links exist between the service's medium-term financial plan and its workforce plan.

The service has formed a staff control group that oversees staffing requirements. It meets every two weeks to consider staff moves, training requirements and planning for future workforce needs. The service has acknowledged its problem with retaining on-call personnel. It is now recruiting operational staff to manage staffing shortfalls. New firefighters have been recruited over the last two years and the service intends to recruit more in 2019.

The service told us that over 50 percent of its middle and senior management may retire by 2022. While this is included within its people and culture strategy, a process to develop future leaders is still in the planning stages. It isn't clear to us how the service intends to overcome this loss of experience and expertise.

The service uses an electronic crewing system, FireWatch, to support operational resource management. It uses a central crewing team to identify shortfalls and make staffing moves. But we found staff on stations are still spending time trying to fill crewing gaps. Staff told us they were using online messaging services to communicate with firefighters to help deal with local staff shortages. The service's provision for managing crewing, including the use of the central crewing office, isn't as efficient as it should be. We also found that FireWatch didn't support longer-term planning for on-call staff. This has also made it difficult to deal with the crewing shortfalls.

Learning and improvement

The service has a dedicated and well-resourced training, development and assurance team. This trains new and on-call recruits and delivers courses for road traffic collision and incident command. It also provides competency assessments for incident commanders and those wearing breathing apparatus (BA). The service also uses external providers to carry out training it can't provide in-house. This includes management training and specialist operational skills training, such as rope and large animal rescue. The service has created a learning prospectus that shows the development available to each operational role in the service. It isn't available for non-uniformed staff, however.

Staff told us that the initial operational training delivered by their training centre is good, but that the service could do more to help them maintain their skills. For example, staff told us they would like to practise using BA more often, as the opportunity to do so at real incidents is decreasing. And, of the 76 respondents to our staff survey, only 51 percent agreed that they had received sufficient training to enable them to do what is asked of them. We also found that the maintenance training for Level 2 incident commanders wasn't structured or prioritised enough.

The service uses FireWatch to record its staff training and we found it was generally well used. The service provides much of its learning content through Learning Pool. This electronic system contains learning packages on a range of subjects, including safety notices, new equipment and procedures. Staff sign off the packages when they complete them, which the service monitors. However, staff said the service relied too much on this system, including when it used Learning Pool to align its procedures to national operational guidance incident command. Users also told us the system was word-heavy and hard to understand. The service should make sure the learning it offers meets the needs of its staff.

The service conducts annual station audits. These cover a range of subjects and are agreed by senior managers responsible for the service's operational staff and resources. Managers told us the audits gave them a good insight into operational staff's competencies. But we found few examples of the service using the outcomes of these audits to inform operational learning and improvement.

Ensuring fairness and promoting diversity

Inadequate

Areas for improvement

- The service should ensure all staff are appropriately equipped for their role.

Cause of concern

West Sussex FRS doesn't engage with or seek feedback from staff to understand their needs. We found this to especially be the case with some under-represented groups. When staff raise issues and concerns, the service doesn't respond quickly enough.

Recommendations

- The service should ensure that it effectively engages with its staff, including minority groups.
- The service should improve communications between staff and senior managers, so concerns are responded to in a timely and appropriate way.

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

Seeking and acting on staff feedback

The service doesn't engage and seek feedback from staff to enable it to understand their needs. The county council undertook a staff survey in 2017. This didn't include on-call staff and little action has been taken in response to the feedback. Of the 76 respondents to our staff survey, only 26 percent agreed that they were confident their ideas and suggestions will be listened to.

West Sussex FRS undertook a stress survey in 2017, which 33 percent of its staff completed. The recommendations from this survey included the need to launch a bullying awareness campaign and better engage with minority focus groups. We found this work was still at an early stage, and the work on bullying hadn't yet started. The service has established ways to engage with staff representative bodies but has done little to improve the experiences of the diverse groups within its workforce. For example, it doesn't provide a suitable range of workwear for women. This has been raised by staff as a problem, but the service hasn't acted quickly enough to resolve it. Staff with disabilities such as dyslexia told us they had difficulties with the way the service relied on Learning Pool to deliver training. During our inspection, we also met staff who told us they had been bullied because of their gender or race.

In our staff survey, of the 76 who responded, 33 percent felt they had been discriminated against at work in the last 12 months.

The service has a formal grievance process. Monitoring of informal grievances has been inconsistent, however. As a result, the service doesn't know enough about staff concerns to identify trends or recurring concerns that would inform organisational learning. Training for managers to deal with grievances has been inconsistent. The service recognises this and plans to improve manager training. But this hadn't started at the time of our inspection. We found that, since the year ending 31 March 2018, the number of formal grievances has been low. But grievances relating to bullying and harassment have been made for several years.

Diversity

As at 31 March 2018, 11.8 percent of the workforce were female (81 women). This is a reduction since 31 March 2009, when 13.7 percent of the workforce were female (132 women). As at 31 March 2018, 5.7 percent of the service's firefighters were female.

As at 31 March 2018, 0.7 percent of the workforce identified as black, Asian or minority ethnic (BAME). This is a reduction from 2.8 percent as at 31 March 2014. As at 31 March 2018, 0.8 percent of the service's firefighters were from a BAME background. This compares with a BAME residential population of 6.2 percent.

We also found the service didn't prioritise equality and inclusion training enough.

Recent recruitment campaigns for operational staff have seen some success in broadening the diversity of the workforce. But we saw little co-ordinated effort on the part of the service to understand and remove the barriers facing all under-represented groups. If it is to meet the commitments it has made in its IRMP, the service will need to understand what barriers exist to entry and make sure the workplace is inclusive of everyone.

Managing performance and developing leaders

Requires improvement

Areas for improvement

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

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

Managing performance

The service's performance management process isn't rigorous enough. We found few examples of staff objectives being linked to local or service objectives. This means that staff don't always know which work is most important or when they have been successful.

All staff are expected to complete an appraisal every 12 months. The service uses the county council's performance process rather than a bespoke one. Completion rates are high. As at 31 March 2018, the completion rate was 91 percent for wholetime firefighters and 82 percent for non-uniformed staff.

Non-uniformed staff told us they found the appraisals useful, whereas we found that uniformed staff didn't find the same value in the process. The on-call workforce complete group rather than individual appraisals. This could limit managers' ability to discuss individual performance or welfare issues. Staff can request an individual appraisal if they wish. Uniformed staff told us the council's appraisal process wasn't relevant to them and they saw it as a tick-box exercise. We found that service-specific targets for staff weren't linked to their appraisals or regularly reviewed. The service should make sure clear links exist between appraisals and performance targets or service aims.

The service hasn't given operational managers the training they need to conduct meaningful appraisals. As a result, they do them inconsistently. We did find that non-uniformed managers had access to appraisal training through the county council, but this hasn't been prioritised sufficiently for uniformed managers. The service should make sure all managers are trained to carry out meaningful appraisals.

Developing leaders

The service publishes promotion processes on its internet site. This explains how staff can access the process and what to expect. Staff generally found this information useful. We found that the service has followed the guidance it gives for these processes, although the connection between selection and appointment to role was not clear.

The service doesn't have a process to attract and develop staff with high potential to be senior leaders in future. It has a value-centred leadership programme that offers leadership development for uniformed and support managers. But it does little to develop senior leaders and relies on external providers.

Annex A – About the data

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

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

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

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

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

Methodology

Population

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

BMG survey of public perception of the fire and rescue service

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

However, a minority of the interviews (757) were conducted via face-to-face interviews with trained interviewers in respondents' homes. A small number of respondents were also interviewed online via postal invitations to the survey.
These face-to-face interviews were specifically targeted at groups traditionally under-represented on online panels, and so ensure that survey respondents are as representative as possible of the total adult population of England. The sampling method used isn't a statistical random sample. The sample size was small, varying between 400 and 446 individuals in each service area. So any results provided are only an indication of satisfaction rather than an absolute.

Survey findings are available on BMG's website.

Staff survey

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

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

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

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

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

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

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

Service in numbers

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

Perceived effectiveness of service

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

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

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

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

Incidents attended per 1,000 population

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

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

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

Home fire safety checks per 1,000 population

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

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

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

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

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

Fire safety audits per 100 known premises

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

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

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

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

Firefighter cost per person per year

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

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

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

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

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

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

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

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

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

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

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

Annex B – Fire and rescue authority governance

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

Metropolitan FRA

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

JUNE 2019 | ©HMICFRS 2019 | ISBN: 978-1-78655-828-2

www.justiceinspectorates.gov.uk/hmicfrs

6th Floor, Globe House
89 Eccleston Square
London SW1V 1PN
Fax: 020 3513 0650
Email: drusilla.sharpling@hmicfrs.gov.uk

Dru Sharpling
Her Majesty's Inspector of Constabulary
Her Majesty's Inspector of Fire & Rescue Services

Dr Sabrina Cohen-Hatton
Chief Fire Officer
West Sussex Fire & Rescue Service
Service Headquarters, County Hall
Chichester
West Sussex PO19 1RQ

19 February 2020

Dear Sabrina,

WEST SUSSEX FIRE AND RESCUE SERVICE REVISIT

We conducted our second revisit to West Sussex Fire and Rescue Service (FRS) on 20–22 January 2020 to review progress against your action plan.

Background

2. The focus of the revisit was the causes of concern we established after our inspection of West Sussex FRS in the week of 26 November 2018:

(a) West Sussex FRS lacks clear management and oversight of the safe and well visit (SWV) process. As a result, between 400 and 500 high-risk checks hadn't been completed. The team also highlighted concerns about the way in which information was managed through a paper-based SWV process.

(b) West Sussex FRS doesn't have an effective risk-based inspection programme (RBIP) and the database being used to manage this work is unreliable. The service couldn't show how it prioritises its protection work to target the premises of highest risk. We couldn't see how the capacity within the protection team would meet the demands of the service's RBIP and, therefore, how it would meet the priorities set in the service's integrated risk management plan (IRMP).

3. I wrote to the then Chief Fire Officer (CFO), Gavin Watts, and West Sussex County Council (WSCC) on 10 January 2019, setting out these causes of concern. The service provided an action plan later that month detailing how it proposed to make improvements.

4. We also established two other causes of concern about the service not acting in line with its values and how it engages with staff. We will monitor progress against these as part of our continuing inspection programme.

5. During the revisit, we interviewed staff who were responsible for implementing your action plans. This included you as the CFO. We spoke to Councillor Duncan Crow, the WSCC Cabinet Member for Fire & Rescue and Communities. We also spoke to managers and staff with responsibility for prevention and protection work and visited operational teams at stations. We concluded the revisit by giving feedback on our findings to you, Councillor Crow and other members of your senior leadership team.

Governance

6. The Cabinet member attends monthly meetings with you and other service staff, where he monitors progress against the action plan, referred to as the inspection improvement plan. The proposals for improvement are also subject to overview and scrutiny through a WSCC select committee.

7. WSCC governance and scrutiny arrangements are changing to become more effective. Some of these new arrangements have only recently been introduced and others are due to start imminently.

8. WSCC has identified a need to improve member understanding of the FRS and their statutory duties. A development programme for members is being created. A training day for all WSCC members has been scheduled for 26 February 2020.

9. Supporting improvements in West Sussex FRS is one of two service area priorities for WSCC. In July 2019, WSCC approved an extra £5.1m in funding to support improvements over the next three years.

10. Changes within WSCC have led to you now reporting direct to the Chief Executive. Both you and the Chief Executive find this helpful in making the improvements and accessing support from other WSCC services.

11. The service sought support from the National Fire Chiefs Council (NFCC). As a result, an independent advisory board has been established to provide advice and assurance to the service in making the improvements. The board consists of NFCC and Local Government Association representatives. Although the board has met once in December 2019, we see its formation as providing the opportunity for challenge and scrutiny of the improvement plan. Both the Cabinet member and the Chief Executive propose to attend future meetings.

12. The service's progress against the inspection improvement plan is also being monitored by a board, chaired by you. Progress and risks are also reviewed every month at a meeting of the senior leadership team executive board.

Action plan

13. The service has an action plan covering the causes of concern. The inspection improvement plan has senior responsible owners, deadlines and people responsible for specific actions. The plan includes updates on actions.

14. The service has developed specific action plans for prioritising and completing SWVs, creating an RBIP, and introducing a replacement IT system to record and monitor prevention and protection work.

15. The amount of improvement work and change within the service is significant. You have said that capacity and capability might affect the service's ability to make the improvements. An additional assistant chief officer post has been established to provide more senior operational capacity and a resource to support improvement activities.

16. You have recently identified the need to introduce more programme management skills to co-ordinate and prioritise the improvements. We found this is needed to support the sequencing of activities and measure improvements. We are pleased to see that, since November 2019, WSCC has provided a programme manager with the right skills to address this need. Senior staff have recognised the value this role has already added to managing and co-ordinating the improvements and providing better scrutiny.

17. We found that progress against some of the actions has been slow: for example, the appointment of extra staff in both the prevention and protection teams, and the training of operational crews in SWVs. This is disappointing. However, since October 2019, improvement work has quickened with better programme management.

Safe and well visits

18. A large proportion of SWVs originate from Telecare provider referrals. The people to be visited have been assessed by social care providers to be at higher risk. The service recognises that it needs to use other methods to identify people at high risk; for example, better profiling of local risk. It has plans to develop and introduce local risk management plans in April 2020.

19. The service has introduced an interim recording and monitoring system to manage the allocation and completion of all SWVs. Central prevention staff now book visits and finalise these on the service systems. We found this has improved the process.

20. The service established a performance dashboard in August 2019, which provides some data for managers to monitor the timeliness of visits. The service recognises that it needs better performance information. The new IT system should provide this.

21. The backlog of SWVs was cleared in March 2019.

22. The service published a new prevention strategy on 30 August 2019 and revised standard operational procedures (SOP) for conducting safe and well visits on 31 September 2019. The SOP details the process for arranging and prioritising SWVs, what action community fire

safety officers (CFSOs) and operational crews are to carry out during visits and the timescales for these to take place based on risk factors.

23. Three more CFSOs have been appointed. This will increase the capacity of the service to carry out SWVs for those people assessed to be of highest risk. These extra staff were appointed between October 2019 and January 2020, and all are still in development to become fully competent in their role. The benefit of these additional staff will take some time to emerge.

24. We found that some operational staff lack understanding of certain elements of SWVs and aren't completing parts of the process as per the SOP. Crews received a briefing when the new SWV booklet was introduced. Due to the limitations of the current IT systems, crews are given minimal risk information relating to the referrals.

25. Two prevention trainers were appointed in November 2019. These staff are responsible for training operational staff in conducting SWVs in line with the SOP. They are due to start providing this training in February 2020.

26. Operational crews are carrying out a large proportion of the SWVs to people assessed to be high risk. The service should make sure it can measure the benefits from the investment in training for operational staff.

27. We found limited quality assurance for SWVs carried out by both specialist prevention staff and operational crews. The service should consider how it can address this.

28. Specialist prevention staff felt that the service was supportive. They have noticed faster progress over the last four months with the publication of revised processes, the appointment of new staff and the decision to procure a replacement IT system. Some staff expressed frustration about how long it had taken to appoint the extra CFSOs and the prevention trainers.

Risk-based inspection programme

29. A draft fire safety enforcement strategy has been written and is awaiting final approval by senior officers. This draft strategy identifies the risk criteria to prioritise audits.

30. Since November 2019, the service has been using the revised criteria to prioritise fire safety audits.

31. An interim recording and allocation system generates a list of premises to be audited based on risk factors. This enables audits to be better targeted at premises with the highest risk.

32. Since November 2019, targets have been set for the number of high-risk premises audits to be completed each month. Targets have also been set for the number of thematic fire safety visits to be completed. The thematic visits are based on identified high risk factors such as sleeping risk above fast food premises.

33. The service recognised that it needed to make greater use of the enforcement powers available in appropriate cases. We found evidence that this is now happening. According to

data provided by the service, several enforcement and prohibition notices have been issued since 1 April 2019, and there has been one prosecution, with four other cases pending.

34. The backlog of fire safety audits was cleared in November 2019.

35. There is a quality assurance process for fire safety audits. The service has recently started to use this, with targets to conduct three assessments of each inspecting officer per year.

36. Funding for seven more staff within the protection team was approved in July 2019. Currently, of the 12 inspecting officer posts, 10.5 of these are filled. Three of these are in development to become fully competent in their role. The benefit of these additional staff will take some time to emerge.

37. An extra £100,000 of funding is now available every year to support the training and development of protection staff.

38. The service is in the process of recruiting for four other new posts. Two of these are managers within the protection team and two are business safety trainers.

39. Protection staff feel that the service is supportive. They have noticed faster progress over the last four months with the appointment of new staff and a greater focus on high-risk premises. Some staff expressed frustration about how long it had taken to appoint the additional inspecting officers.

40. The service commissioned a peer review of its protection services. This was conducted in December 2019. The service is awaiting the results of this review.

Replacement IT system

41. In our initial inspection, we found that the service's IT system creates problems and didn't provide accurate information to allocate and monitor SWVs and fire safety audits. This continues to make it difficult for managers to monitor performance effectively.

42. The service has introduced interim measures to improve how prevention and protection work is allocated and managed. These have been well received by managers providing them with better information to task work and monitor its completion.

43. WSCC has approved funding for a new system. The service has chosen a replacement system and started procurement. The new system allows for mobile access to data for both specialist staff and operational crews. Specialist staff from prevention and protection have appreciated being involved in setting the user requirements for the new system.

44. The phased introduction of this system is scheduled to start in April/May 2020. You recognise the importance of this new system to support improvement work within both prevention and protection. Programme management resources are being used to support the implementation to make sure it takes place against the deadlines set.

Conclusion

45. The service has an action plan with senior responsible owners, deadlines and specific people responsible for actions. You chair an Improvement Board that oversees progress and monitors risk.

46. In July 2019, WSCC approved £5.1m more funding to support improvements to address the causes of concern over the next three years.

47. The amount of improvement work and change within the service is significant. You have said that capacity and capability could affect the service's ability to make the improvements. The allocation of an appropriately skilled and dedicated programme manager has added benefit to implementation with the prioritisation and co-ordination of action.

48. WSCC governance and scrutiny arrangements are changing to become more effective. Some of these new arrangements have only recently been introduced and others are due to start imminently.

49. The recent establishment of an independent advisory group provides assurance and challenge.

50. We found that progress against some of the actions has been slow. This is disappointing. The service has cleared the backlogs in SWVs and fire safety audits. This is positive, although it was only completed in November 2019. Additional CFSOs, inspecting officers and prevention trainers have only been appointed in the last four months.

51. Since October 2019, improvement work has moved faster, with new staff being appointed and better programme management. Staff felt supported and welcomed the increased speed of the improvements.

52. Interim measures have been introduced to mitigate the risks of the current IT system. WSCC has approved funding for a replacement system and the service has begun procurement, with a rollout due to start in April/May 2020. This is important as it will not only help specialist staff and operational crews provide a better service but will also yield better management information to monitor performance.

53. The service should make sure it can measure the benefits from the investment in training for operational staff.

54. The service should consider how it could better quality assure the visits being carried out by both CFSOs and operational crews.

55. The service is now using revised criteria to prioritise fire safety audits in line with its draft RBIP. This is providing greater clarity for staff on the order they are to carry out audits. The service is better targeting risk.

56. During this revisit we found a clear commitment from you and the WSCC to make the improvements the service needs. You recognise that more action is necessary, but we have seen tangible improvements, especially within the last four months, in mitigating the risks to public safety we identified.

57. We will continue to monitor progress through updates from the service and data returns. When we next inspect the service in 2021, we will further assess progress against these recommendations.

Yours sincerely,

Dru Sharpling
Her Majesty's Inspector of Constabulary
Her Majesty's Inspector of Fire & Rescue Services

This page is intentionally left blank

FRS Improvement Plan

Foreword

We are committed to ensuring the safety of residents and visitors to West Sussex by delivering a response, prevention and protection service operating to the highest performance standards.

We acknowledge the professionalism and dedication of our staff. Their individual efforts and achievements are valued and central to making our communities safer and stronger.

Continuous improvement is at the heart of everything we do and this plan sets out clearly the areas where we need to focus. We have a clear set of actions to improve how effectively and efficiently we prevent and protect the public against fires and other emergencies, how we respond to fires and other emergencies, and how we look after the people who work for our service.

To help achieve our aims, we have established an Improvement Board to assess our progress and drive improvement required as outlined in the recent HMICFRS inspection report. We welcome this challenge and scrutiny and we are confident we can move our service forward at pace.

Duncan Crow
Cabinet Member for safer Stronger Communities
West Sussex County Council

Becky Shaw
Chief Executive
East & West Sussex County Council

Sabrina Cohen-Hatton
Chief Fire Officer
West Sussex Fire & Rescue Service

HMICFRS Summary Report Findings

"We have concerns about the performance of West Sussex Fire and Rescue Service (FRS) in keeping people safe and secure. In particular, we have serious concerns about how it looks after its people. In view of these findings, we have been in regular contact with the chief fire officer, as we do not underestimate how much improvement is needed.

The service requires improvement in the way it keeps people safe and secure. It requires improvement in how it:

- Understands the risk of fire and other emergencies;
- Prevents fires and other risks;
- Responds to fires and other emergencies; and
- Responds to national risks.

And it is inadequate in the way it protects the public through fire regulation.
We judged the service to require improvement in its efficiency. It requires improvement in the way it uses resources and in the affordability of its service.

It is inadequate in the way it looks after its people. It requires improvement in the way it:

- Promotes the right values and culture;
- Gets the right people with the right skills; and
- Manages performance and develops leaders.

It is inadequate in the way it ensures fairness and promotes diversity.
Overall, there are improvements we expect the service to make. We will be monitoring progress".

Summary of Improvement Pillars

HMICFRS inspected West Sussex Fire and Rescue Service through the autumn of 2018. They fed back concerns they had identified , which were confirmed during a formal debrief on 12 December 2018, and later confirmed in writing on 10 January 2019. This is the first time that HMICFRS has inspected fire and rescue services across England. Their focus is on the service we provide to the public, and the way we use resources available. The inspection assessed how effectively and efficiently West Sussex Fire and Rescue Service prevents, protects the public against, and responds to fires and other emergencies. They also assessed how well we look after the people who work for the service.

The actions and recommendations contained within this improvement plan are aligned to and should be read in conjunction with the HMICFRS report. The completion & delivery will be monitored via the approved WSFRS project and programme governance process and assured through the HMICFRS Improvement Board

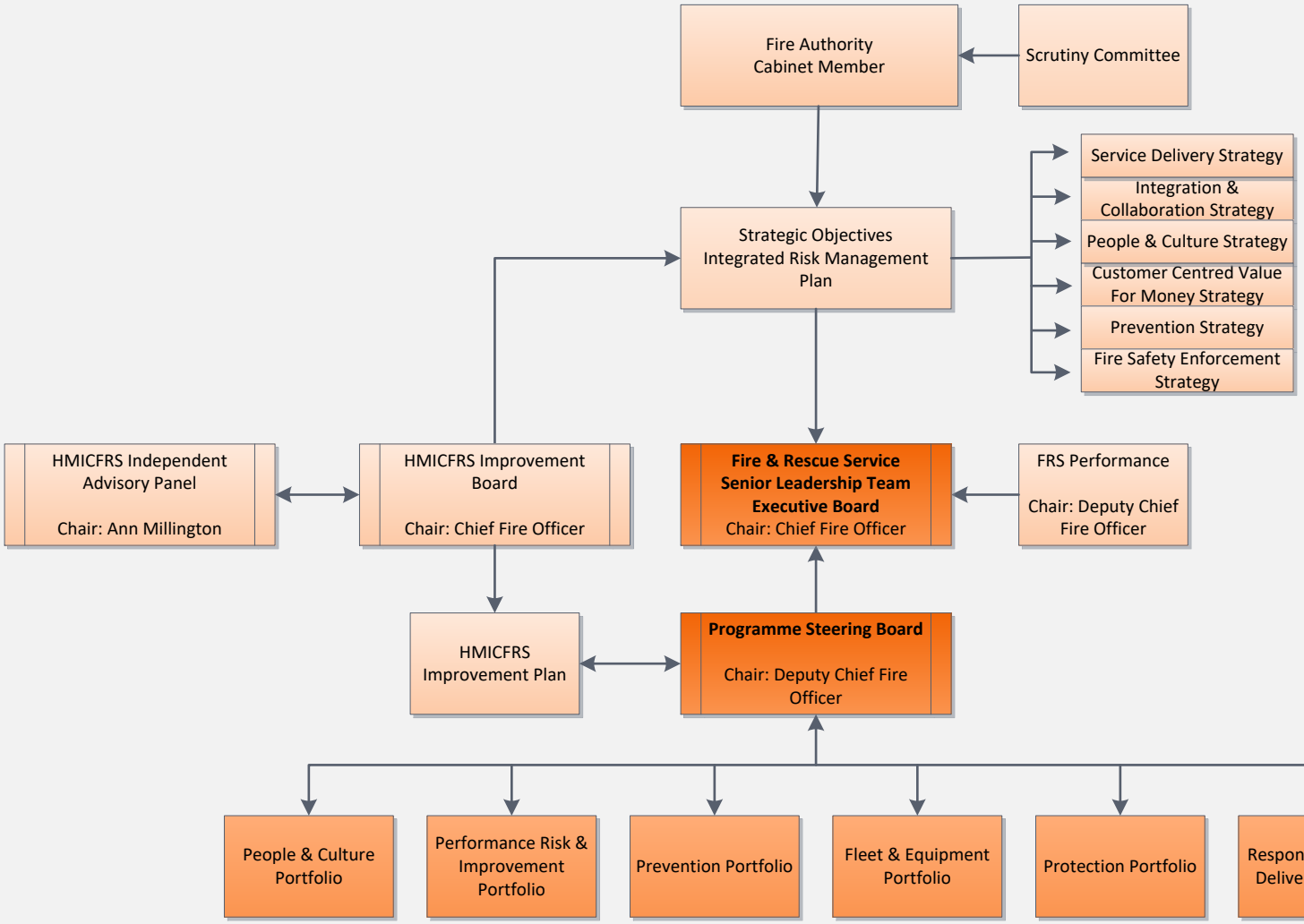
In carrying out the inspections, three main questions are answered:

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**?

INSPECTION FINDINGS

EFFECTIVENESS	REQUIRES IMPROVEMENT
Understanding the risk of fire and other emergencies	Requires improvement
Preventing fires and other risks	Requires improvement
Protecting the public through fire regulation	Inadequate
Responding to fires and other emergencies	Requires improvement
Responding to national risks	Requires improvement
EFFICIENCY	**REQUIRES IMPROVEMENT**
Making best use of resources	Requires improvement
Making the fire and rescue service affordable now and in the future	Requires improvement
PEOPLE	**INADEQUATE**
Promoting the right values and culture	Requires improvement
Getting the right people with the right skills	Requires improvement
Ensuring fairness and promoting diversity	Inadequate
Managing performance and developing leaders	Requires improvement

HMICFRS Governance



RAG Reporting Guidelines

This Improvement Plan Document is designed to provide high level assurance on progress against specific actions required. The guidance below should be used in providing the update to ensure an adequate professional assessment is provided against the original mandate and objectives

RAG STATUS DESCRIPTOR			
White	**Green**	**Amber**	**Red**
The project has either not started yet or has been suspended/paused/closed by SLT or the respective Board	The project is progressing against agreed objectives , budget and time line, set to deliver as per mandate with adequate resources in place	The project is suffering some level of risk against mandate. If Amber rated the risk and corrective action plan must be detailed in highlight	The project will not deliver against mandate and as such requires escalation to Board for explanation decision or change control

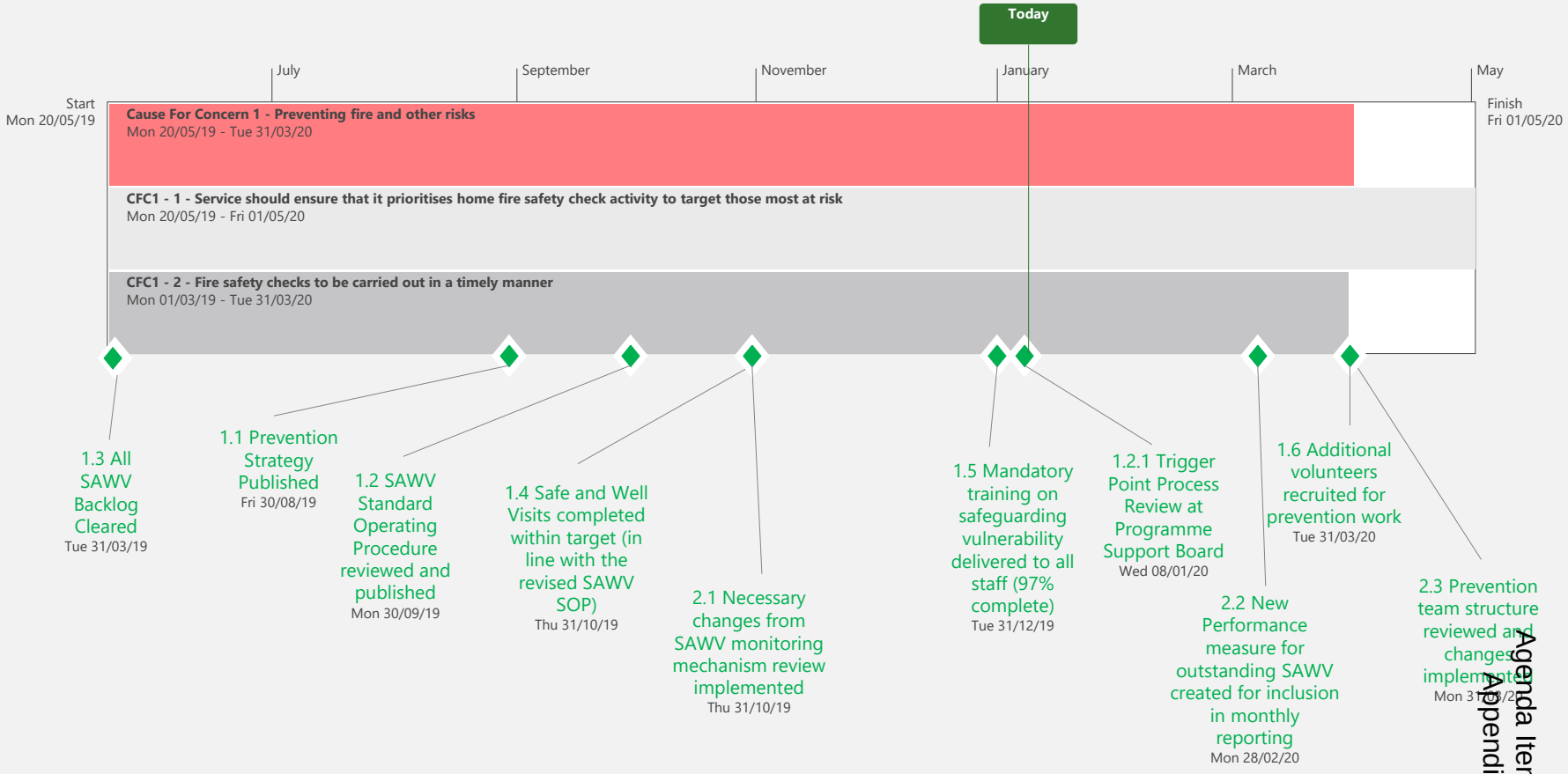
Risk and Cap Descriptor	
Risk Descriptor	If rated Amber or Red a description of the specific risk to deliver will be required in this area – this is likely, but not only, related to budget – resources / capacity - partner engagement or collaborative dependencies.
CAP Descriptor	For all Amber and Red RAG status 's The Corrective Action Plan (CAP) must detail the action taken to correct or escalation with recommendation for the board to consider.

EFFECTIVENESS

Head of Prevention
HMI1,HMI2

Cause for Concern 1 -*Preventing Fire and Other Risks*

Prevention activity does not always align with a risk identified in the Integrated Risk Management Plan (IRMP). Home fire safety checks are not being carried out in a timely manner and there is a backlog of 552 high risk cases

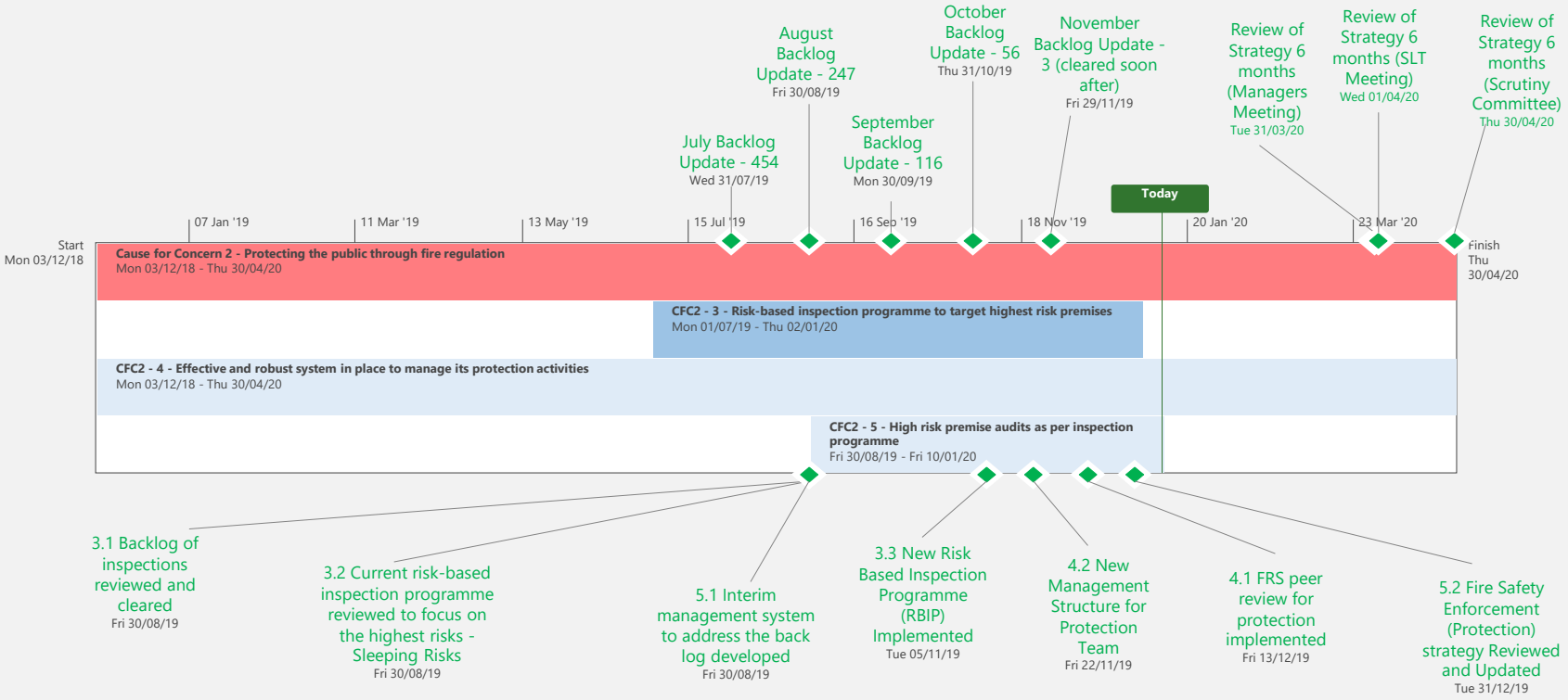


EFFECTIVENESS

Area Manager Protection
HMI3, HMI4, HMI5

Cause for Concern 2 - *Protecting the Public Through Fire Regulation*

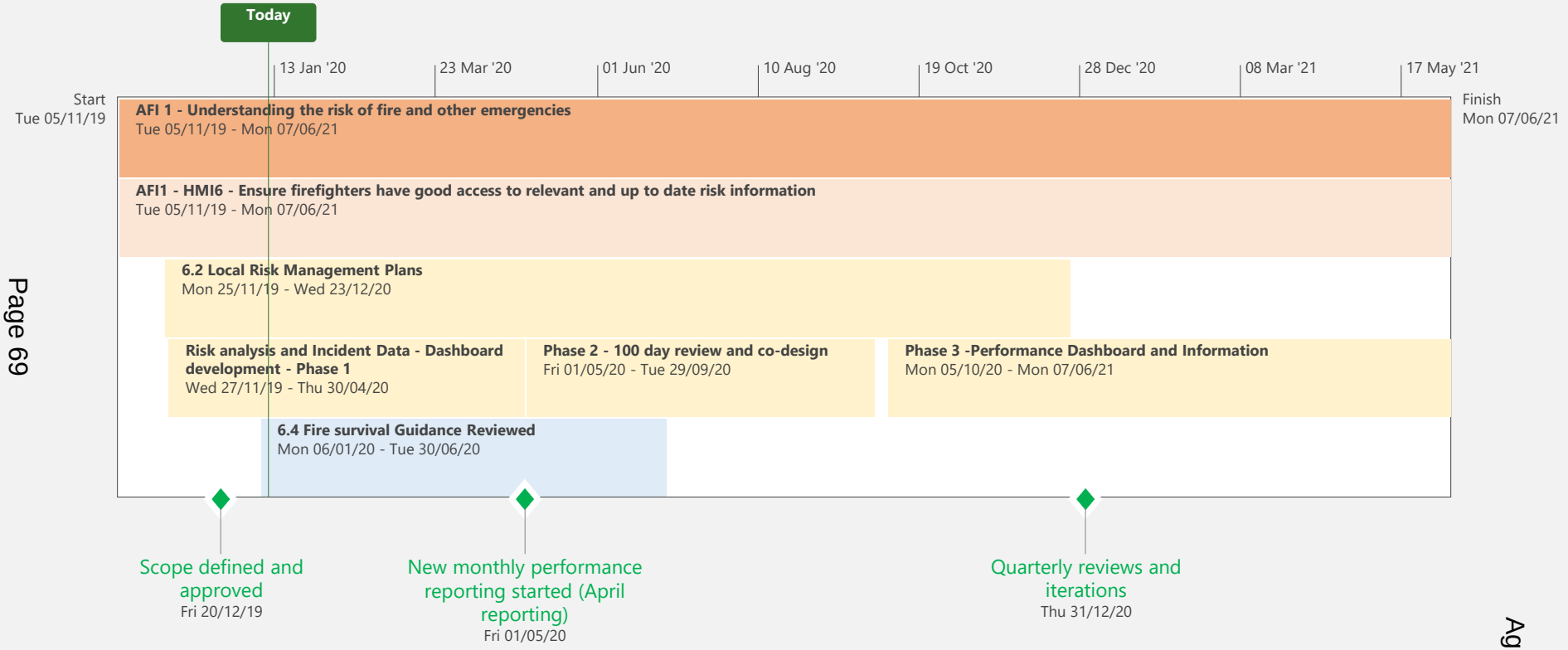
The service does not have a robust methodology for the risk-based inspection programme that identifies its highest risk premises. The database used to manage premises information is unreliable affecting the accuracy of the information. The service is unable to carry out the number of audits of high risk premises that it commits to as part of its programme.



EFFECTIVENESS

Area Manager Risk & Improvements
HMI6

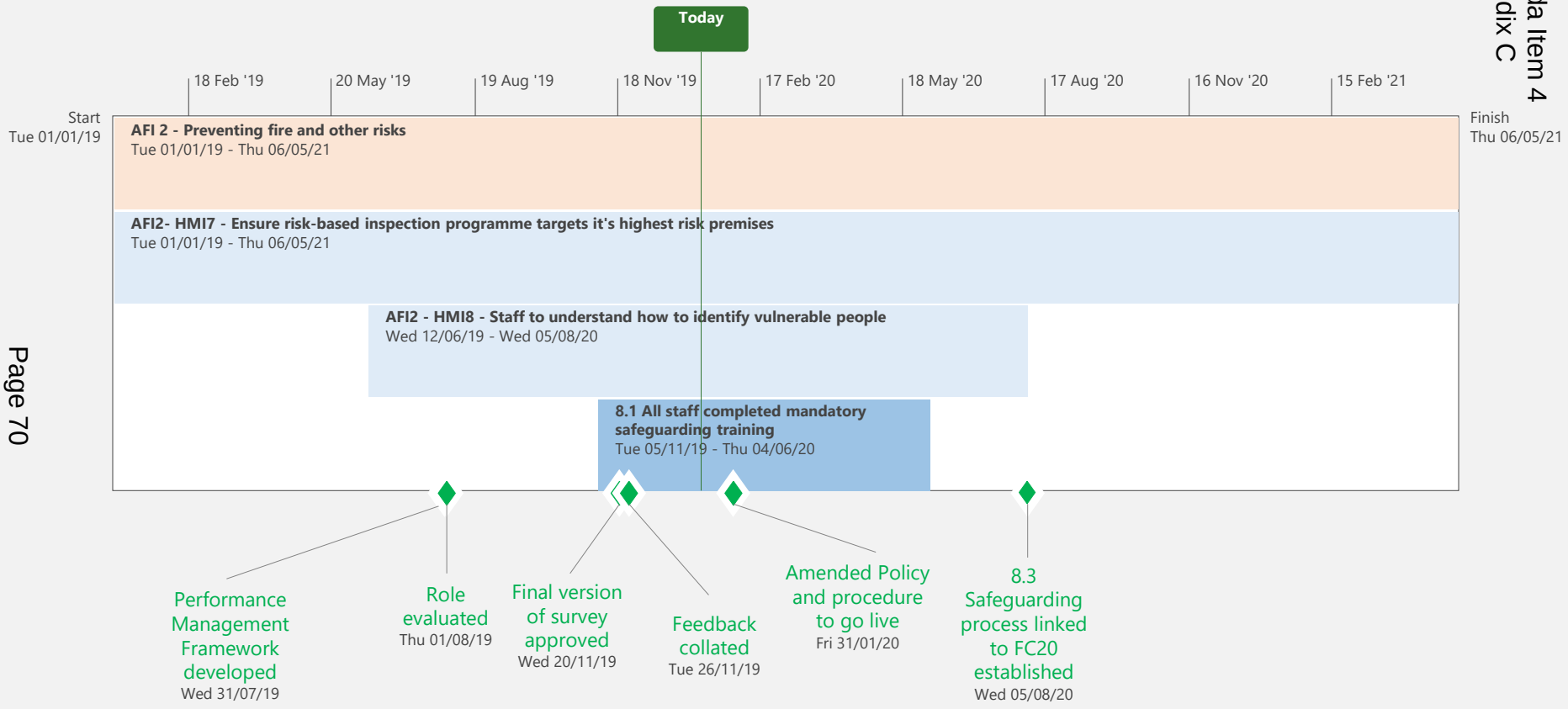
Area for Improvement 1 - *Understanding the risk of fire and other emergencies*



EFFECTIVENESS

Head of Prevention and Area Manager Protection
HMI7, HMI8

Area for Improvement 2 – *Preventing fire and other risks*



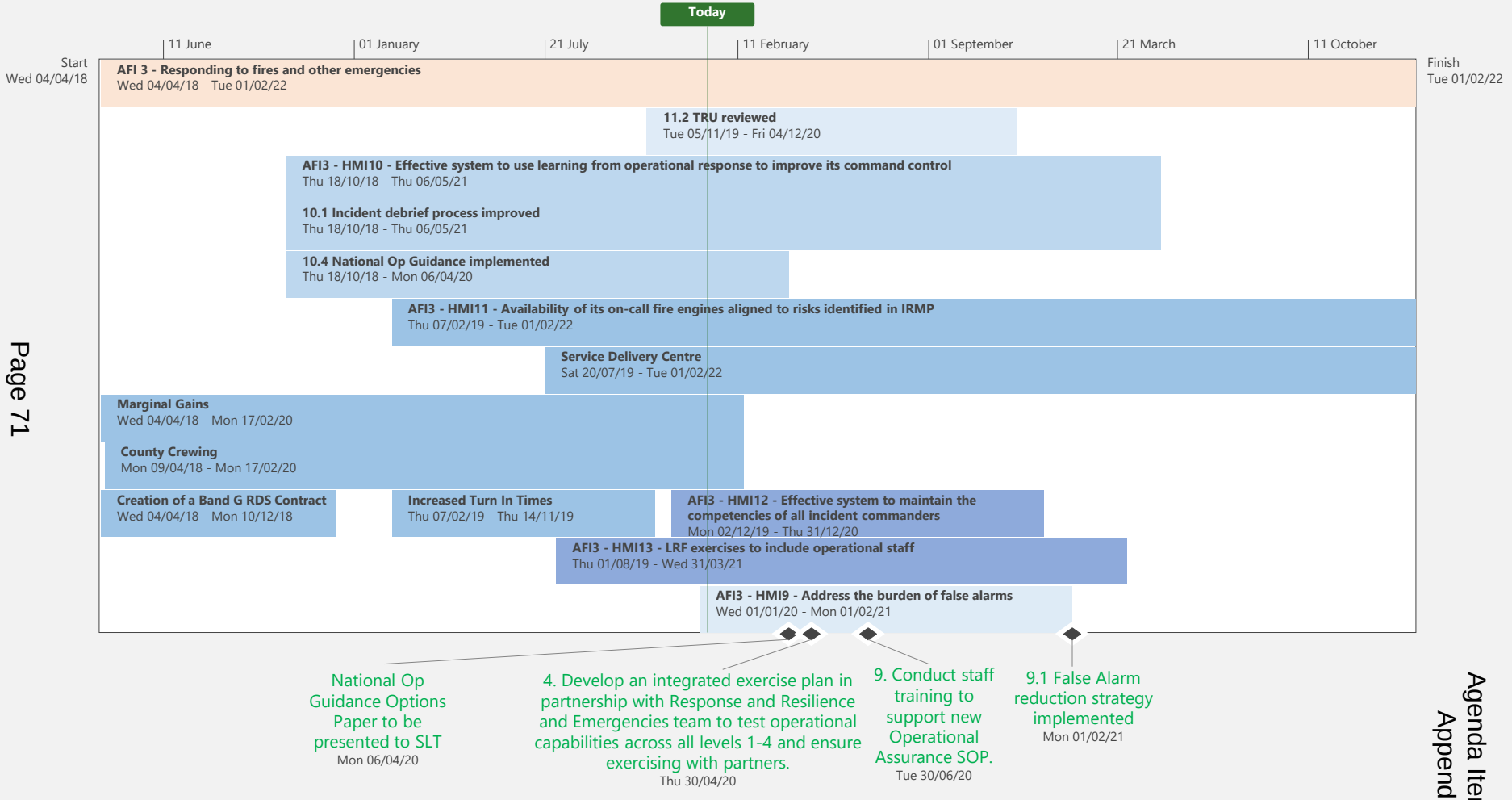
Evidence/Supporting Documentation	
Linked Mandates	

EFFECTIVENESS

Head of Prevention, Area Manager Risk & Improvement and Area Manager Protection

HMI9, HMI10, HMI11, HMI12, HMI13

Area for Improvement 3 – *Responding to fires and other emergencies*

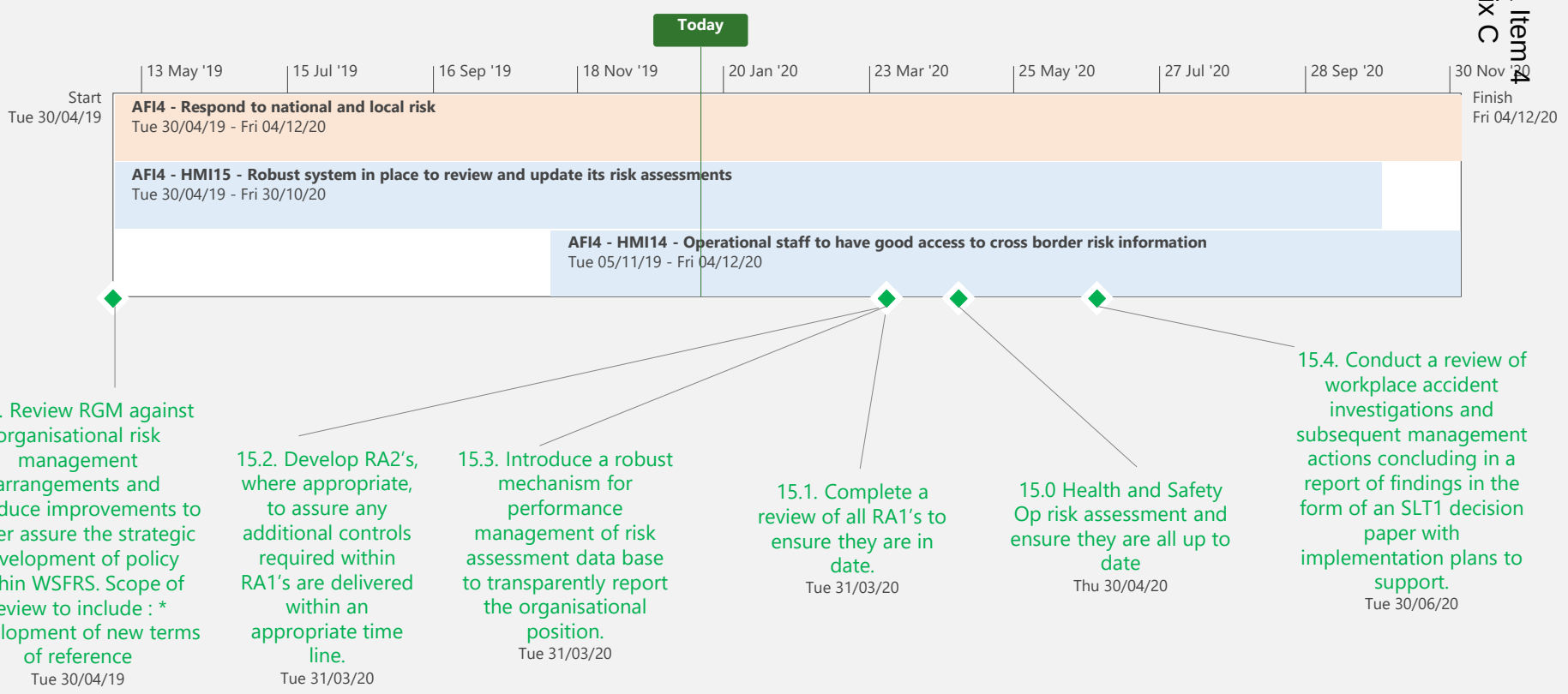


EFFECTIVENESS

Head of Prevention and Area Manager Protection

HMI14, HMI15

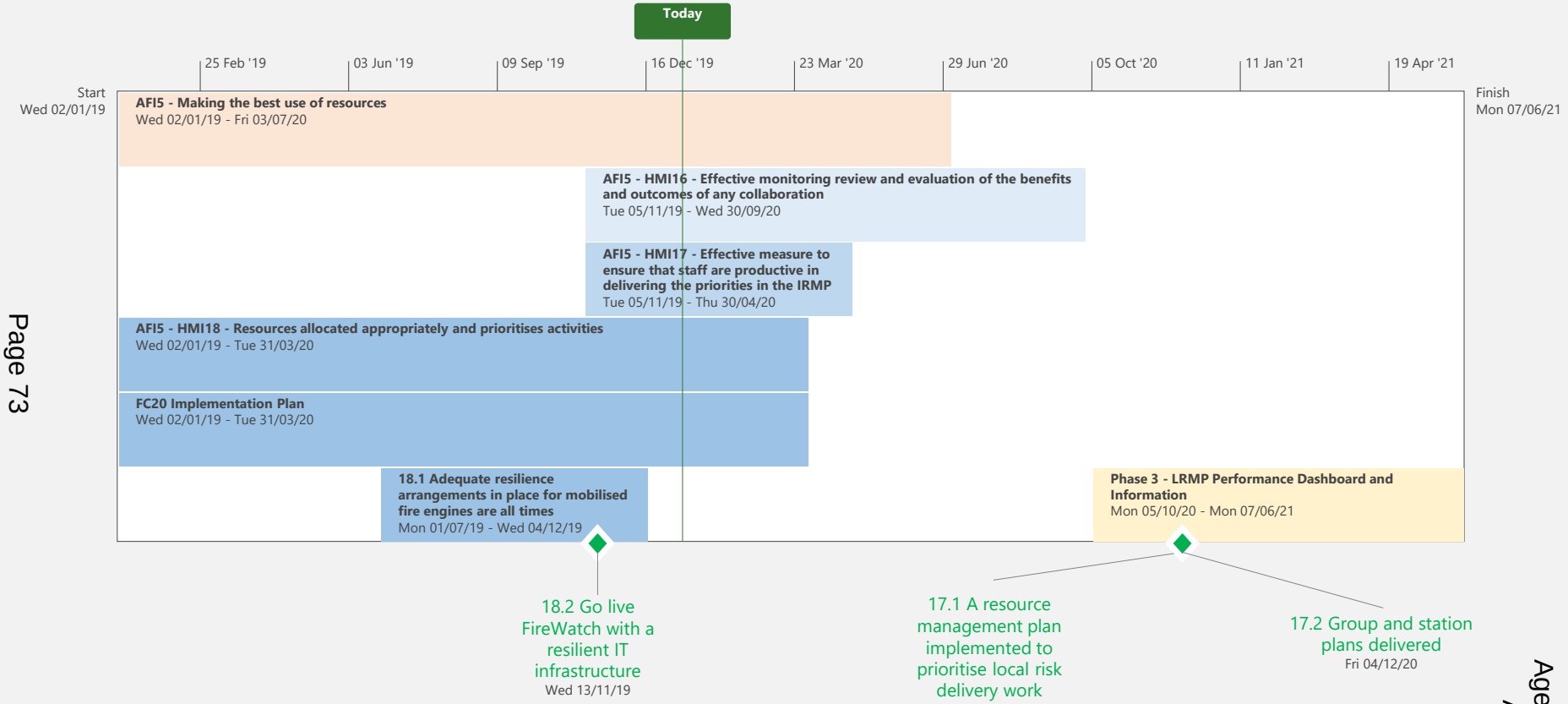
Area for Improvement 4 – *Responding to National and Local Risk*



EFFICIENCY

Area Manager Risk & Improvements,
Area Manager Response, Assistant Chief Fire Officer
HMI16, HMI17, HMI18

Area for Improvement 5 – *Making the best use of resources*

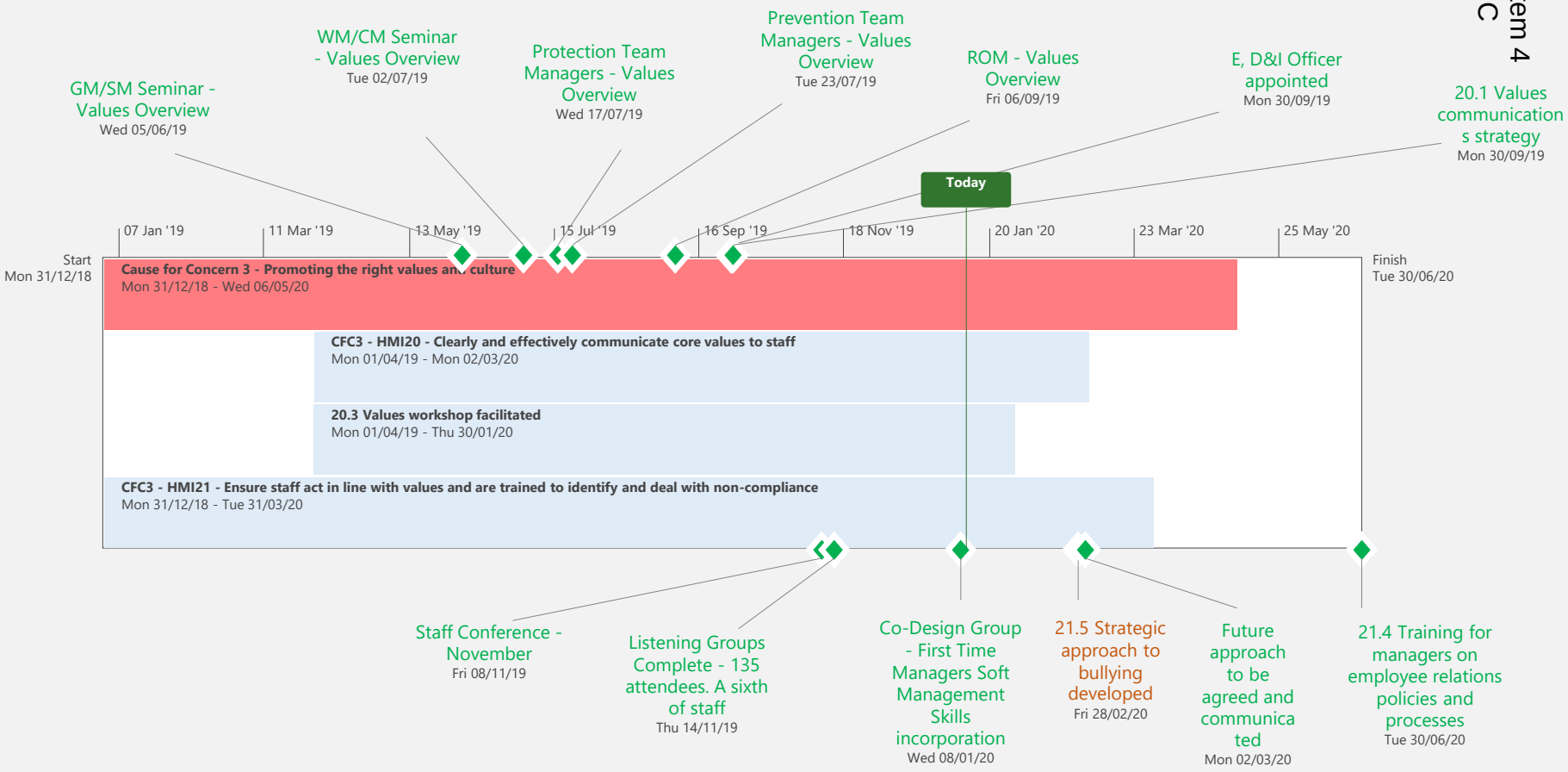


PEOPLE

Senior HR Business Partner
HMI20, HMI21

Cause for Concern 3 – *Promoting the Right Values and Culture*

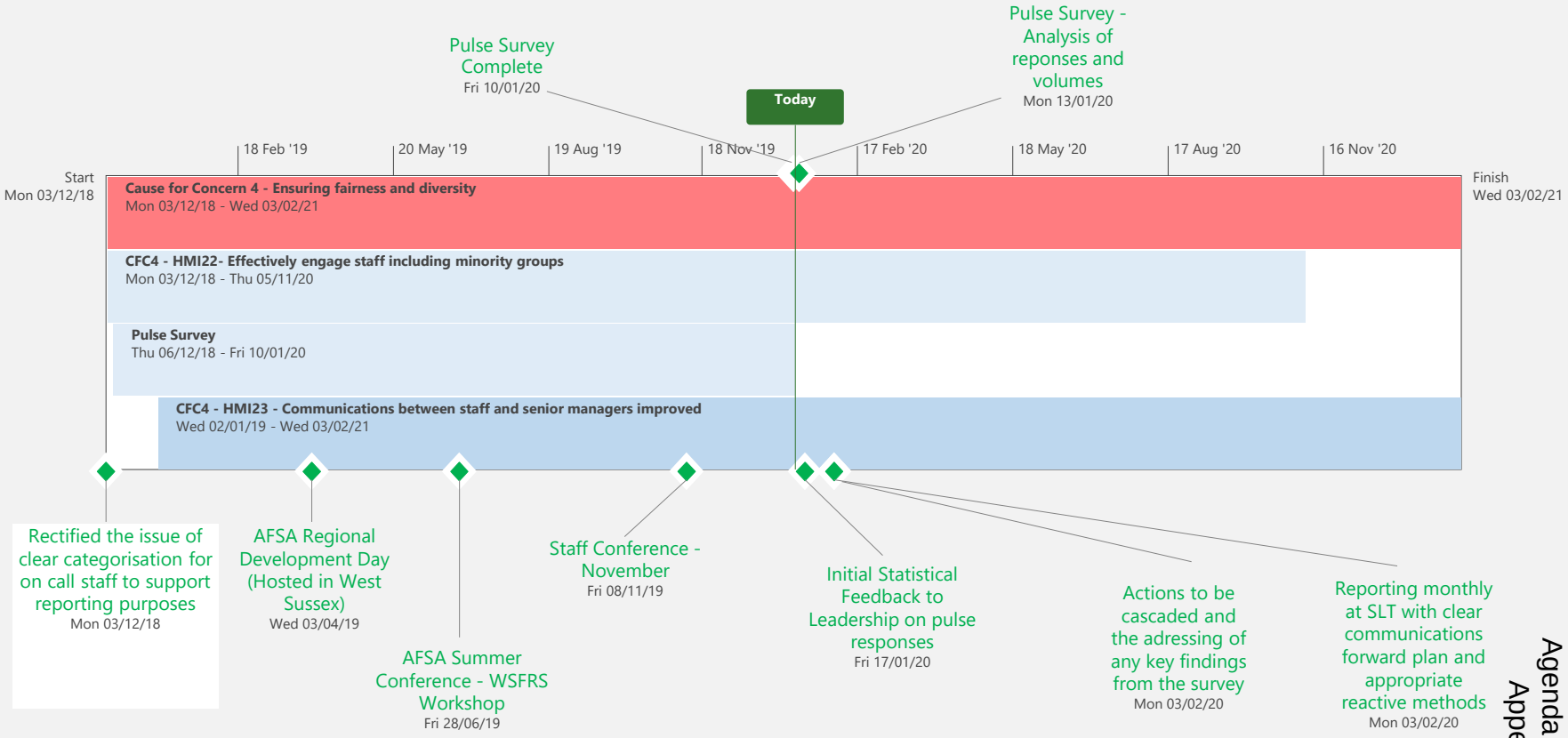
West Sussex FRS staff sometimes act in ways that go against its core values. This is leading to bullying in the workplace.



Area Manager People, Senior HR Business Partner
HMI22, HMI23

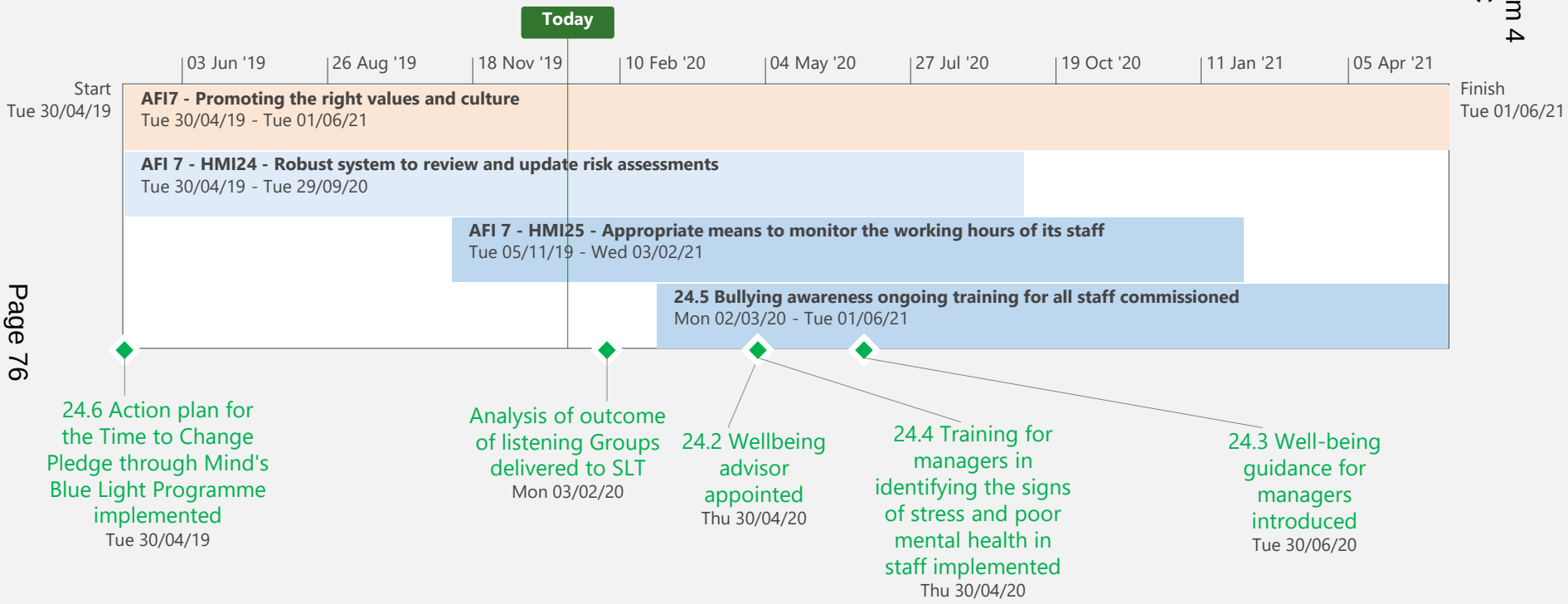
Cause for Concern 4 – *Ensuring Fairness and Promoting Diversity*

West Sussex FRS does not engage with or and seek feedback from staff to understand their needs. We found this to especially be the case with some under-represented groups. When staff raise issues and concerns the service does not respond quickly enough.



PEOPLE

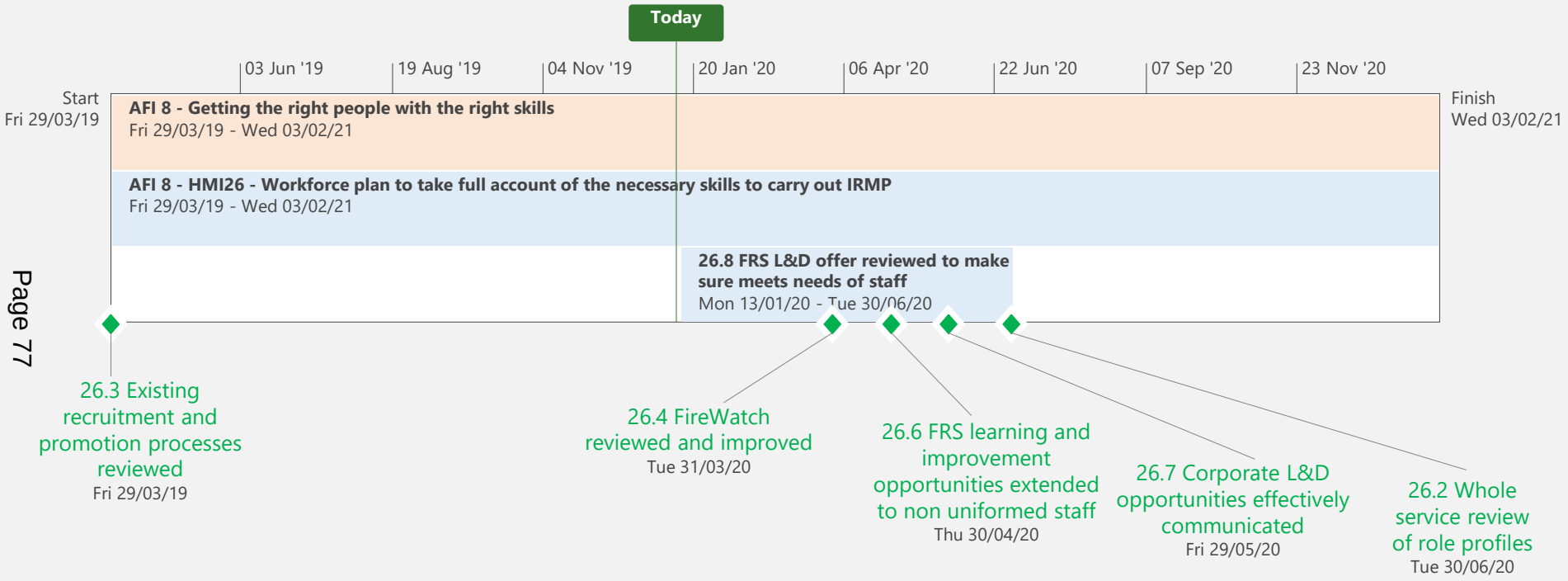
Area for Improvement 7 – *Promoting the Right Values and Culture*



PEOPLE

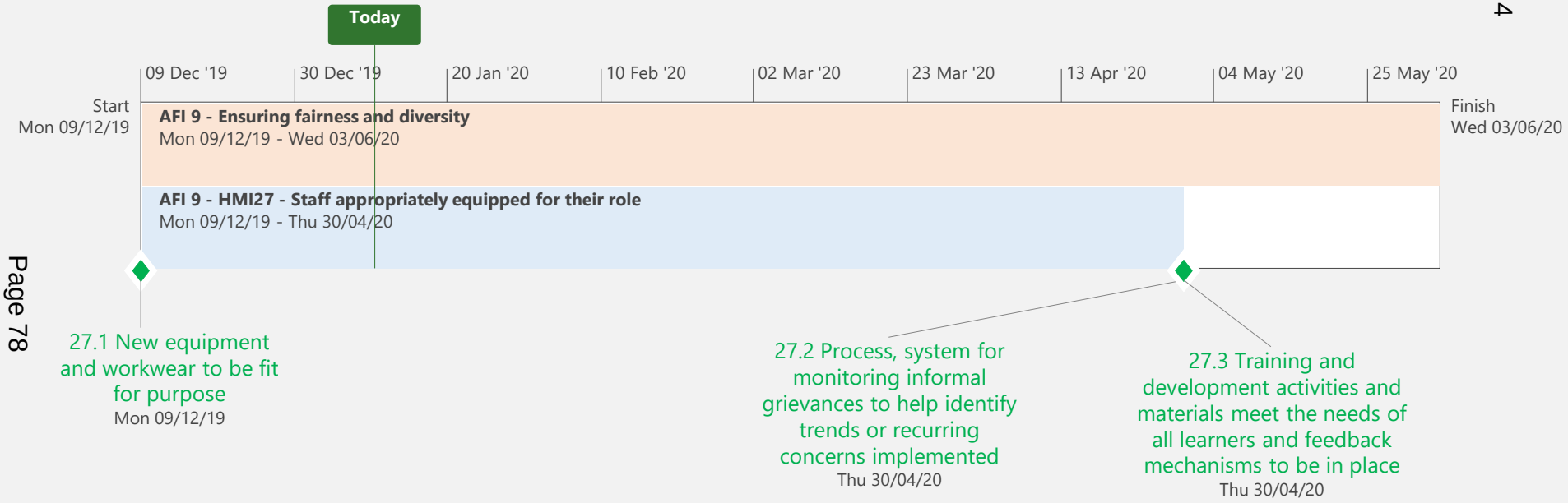
Area Manager People
HMI26

Area for Improvement 8 – *Getting the right People, with the right skills*



PEOPLE

Area for Improvement 9 – *Ensuring fairness and promoting diversity*

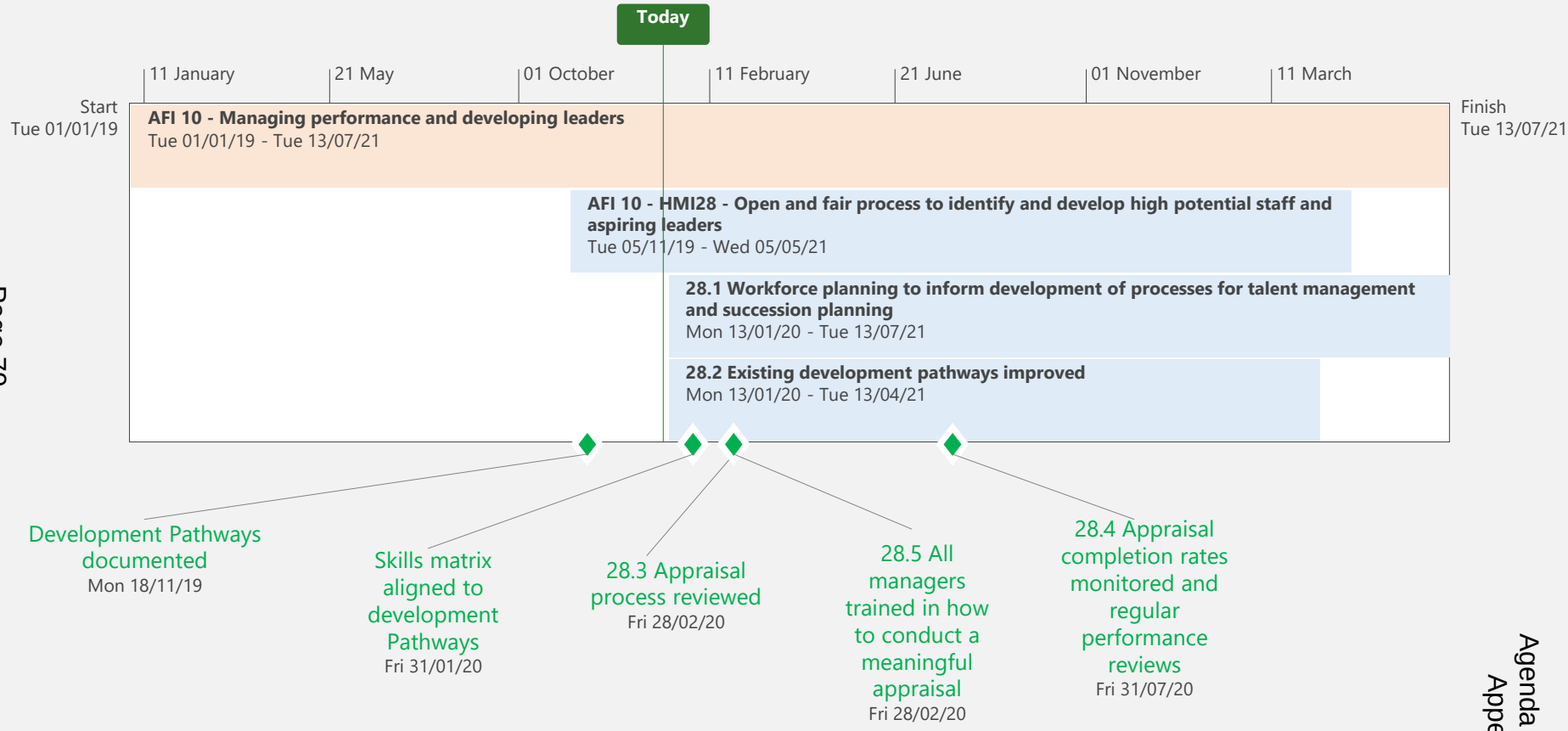


PEOPLE

Senior HR Business Partner
HMI28

Area for Improvement 10 –

Managing performance and developing leaders



This page is intentionally left blank

Fire and Rescue Service Scrutiny Committee
3 June 2020
Fire and Rescue Performance and Assurance Framework
Report by Chief Fire Officer

Summary

West Sussex Fire & Rescue Service (WSFRS) was inspected in November 2018 by Her Majesty's Inspector of Constabulary Fire and Rescue Services (HMICFRS). Following publication of the report, the service has been working hard on delivering improvements including looking at how the service manages performance. On 2 March, WSFRS formally adopted a new Performance and Assurance Framework (PAF). This report provides a context to this work for the purpose of future scrutiny of the Executive's approach to performance.
The PAF ensures the service is intelligence- and evidence-led and therefore has the ability to react early when performance is not to the required level.

The focus for scrutiny

The framework will enable scrutiny of the decisions of Cabinet and the Cabinet Member. In future, the framework will be supported by a series of Core Indicators.

Scrutiny Members are invited to;

1. Comment on and support the adoption of the PAF for Fire and Rescue Scrutiny Committee purposes.
2. Consider and comment on the Core Measures/Indicators designed to provide assurance concerning the delivery of the statutory functions of the Fire Authority (also to be utilised for HMICFRS reporting).
3. Support the adoption of quarterly reporting of the Core Measures to Scrutiny via a Quarterly Strategic Performance Report.

The Chairman will summarise the output of the debate for consideration by the Committee.

Proposal

1. Background and Context

1.1 West Sussex County Council is the Fire Authority and is responsible for making sure West Sussex Fire & Rescue Service (WSFRS) performs efficiently and in the best interest of the public and communities it serves.

1.2 WSFRS exists and operates within a legislative framework which is described in detail in Appendix B.

1.3 WSFRS was inspected in November 2018 by Her Majesty's Inspector of Constabulary Fire and Rescue Services (HMICFRS). The full Inspection Report for the service was published on 20 June 2019. The report found that

effectiveness of WSFRS "requires improvement", efficiency "requires improvement" and the way it looks after its people is "inadequate".

1.4 New scrutiny governance arrangements are now in place through the Fire and Rescue Service Scrutiny Committee.

1.5 On behalf of residents, Members are responsible for ensuring that WSFRS delivers excellent services and achieves outcomes as efficiently and effectively as possible. This involves the West Sussex County Council Fire Authority (WSCCFA):

- setting a high-level policy agenda (Strategic Objectives) for what the WSFRS should do and the outcomes it should achieve
- setting a budget to fund delivery of the policy agenda
- securing assurance that the budget is being spent wisely on delivering the policy agenda set by the authority.

1.7 In order to secure assurance, it is necessary for effective scrutiny to be an integral component of WSCCFA governance arrangements. Scrutiny is there to hold the Cabinet to account concerning the decisions taken relating to WSFRS.

1.8 The role of scrutiny is also to contribute to the development of solutions and ideas to support continuous service improvement. The Fire and Rescue Service Scrutiny Committee may need to be flexible in the way it scrutinises the service and the Executive's decisions. On occasions, Members may wish to 'drill down' on certain specific issues but still at a strategic level with the focus being the interests of all West Sussex residents and businesses.

1.9 On an ad hoc basis, it may be appropriate for a small number of the Members to work together as a sub-group with a specific 'task and finish' terms of reference looking at a particular thematic area or issue.

2. Proposal

2.1 The Performance and Assurance Framework (PAF) will help scrutiny members shape their role and ensure a comprehensive approach to monitoring the service to ensure effective oversight.

2.2 The core purpose of the PAF is to ensure organisational aims and objectives are achieved. The full PAF can be found as Appendix A.

2.3 It will enable the service to measure, monitor and manage outputs and outcomes in a timely manner. This will allow the organisation to respond and make informed decisions to ensure that the statutory obligations and functions plus the fire authority's strategic commitments are being successfully delivered.

2.4 Within WSFRS, the strategic owner of the PAF will be the Chief Fire Officer.

2.5 Responsibly for the implementation and effective management for the PAF will be the Deputy Chief Fire Officer. This will include Chairing the Strategic Performance Board (SPB) and conducting performance discussions with Heads of Service/Functional Heads.

2.6 In order to provide a detailed picture of performance the service will measure and, monitor data and information into the following 4 sections:

1. **Service Provision**
2. **Corporate Health**
3. **Priority Programmes**
4. **Risk**

2.7 The above 4 sections will be defined as follows:

2.8 **Service Provision** - all data, information and measures to monitor how it is doing at delivering against the statutory functions/obligations. It will also

cover any internal services provided between teams/department/functions such as core support in relation to HR. This section will also monitor performance of formal and informal Shared Services arrangements provided by or to WSFRS for example Joint Fire Control delivered by Surrey Fire and Rescue Service, in relation to call receipt and mobilisation.

2.9 **Corporate Health** - all data to monitor how they are managing their key resources e.g. people and finance.

2.10 **Priority Programmes** - Priority Programmes are identified by the Chief Fire Officer to monitor progress of discreet areas of work that are designed to deliver a defined outcome which is different to or improves on current working practices/policies/procedures. Examples would be a fundamental service review or thematic activity.

2.11 **Risk** - all data and information that provides an assessment of service risks that may impact on the delivery of the service. This section will also include the data and information from any audit monitoring. This approach will also enhance the current arrangements in relation to WSFRS 'feeding in' to the Corporate Risk Register. Scrutiny will be sighted on the WSFRS areas which are on the Corporate Risk Register.

2.12 Measures will fall into two categories and the data will usually be reported within either Service Provision or Corporate Health. The two categories are:

- **Core Measures** - measures that provide strong indication of organisational performance directly aligned to the delivery of the Strategic Commitments i.e. Integrated Risk Management Plan
- **Service (Plan) Measures** - supporting measures that provide an indication of performance that are aligned to the delivery of Functional Service Plan objectives which support delivery of the Strategic Commitments and statutory functions.

2.13 Fire and Rescue Scrutiny should focus on a group of Core Measures which provide clear and triangulated performance evidence against the strategic commitments and delivery of the statutory functions of WSCCFA. These will be reported through the Service Provision and Corporate Health areas. The current Core Measures the service has adopted can be found in Appendix C. The service will develop and create further Core Measures which reflect the strategic commitments of the Fire Authority/statutory functions. Through regular discussions with the service and the outcomes of the Quarterly Strategic Performance Report, Scrutiny will have ability to call upon additional Core Measures it wishes to examine and scrutinise. The Quarterly Strategic Performance Report will be supported by a dashboard showing performance and an indicative example can be found in Appendix D.

2.14 As one of the main roles of scrutiny is to ensure the statutory functions of the Fire Authority are being appropriately discharged the focus of the Core Measures should be centred around the following;

- **Prevention** – trying to prevent emergencies from happening in the first place making West Sussex a safer place.
- **Protection** – ensuring that fire safety standards in buildings are appropriate ensuring businesses are safer when people use them.
- **Response** – minimising the impact of emergencies through well-trained, well-equipped firefighters, responding to them quickly and effectively.
- **Fire Control** – ensuring 999 calls are dealt with quickly and resources allocated to emergencies
- **Customer/Service User Feedback** – ensuring the end user is satisfied with the service provided by the County Council.

- **Human Resources/Learning and Development** - A significant amount of the Fire and Rescue Service budget is invested into the employment of personnel and training. Through Corporate Health, scrutiny may also wish to receive reassurance through Core Measures to ensure operational personal are fit and competent.

3. Resources

3.1 The Committee will need to ensure that the performance management arrangements and the resources to support them are available to ensure the expectations of the Committee are met and that there is no duplication or unnecessary diversion of resources from the core performance management tasks.

4. Other Implications

4.1 Further implications are not required to be analysed for this report and going forward these will be detailed as part of the reports going forward once the performance indicators have been identified by the Committee.

Sabrina Cohen-Hatton
Chief Fire Officer

Contact: Rachel Allan, 0330 222 8966

Appendices
Appendix A - WSFRS Performance and Assurance Framework
Appendix B - The Legislative Overview
Appendix C - Fire and Rescue Scrutiny Potential Performance Core Measurements
Appendix D – Indicative Power BI Dashboard

Background Papers - None

1. West Sussex Fire & Rescue Service (WSFRS) Performance and Assurance Framework (PAF)

1.1 The core purpose of the PAF is to ensure organisational aims and objectives are achieved.

1.2 The purpose of the WSFRS PAF is to provide structure and governance arrangements that will enable the service to measure, monitor and manage outputs and outcomes in a timely manner. This will allow the organisation to respond and make informed decisions to ensure that the statutory obligations and functions plus the fire authority's strategic commitments are being successfully scrutinised and delivered

2. The Recommended Performance and Assurance Framework (PAF)

2.1 Strategic Ownership

2.1.1 The strategic owner of the PAF will be the Chief Fire Officer (CFO). This will ensure that the approach always complements other scrutiny arrangements of the Council. It will also ensure a direct route to discuss performance with fellow Council Executive Leadership Team colleagues and the Chief Executive. This will also facilitate meaningful conversations with the Cabinet and Cabinet Member responsible for WSFRS.

2.2 Delivery Ownership

2.2.1 Responsibly for the implementation and effective management for the PAF will be the Deputy Chief Fire Officer (DCFO). This will include Chairing the Strategic Performance Board (SPB) and conducting performance discussions with Heads of Service/Functional Heads. When required, this will also facilitate meaningful conversations with the Cabinet Member responsible for WSFRS.

2.2.2 The PAF is made up of two sections namely:

- Section 1 - How we will measure and monitor performance and
- Section 2 - Where and when the organisation will manage performance

Section 1 – How we will measure and monitor performance.

2.2.3 Managing information at a corporate level i.e. the SPB, the Cabinet and Cabinet Member plus scrutiny will be on a quarterly cycle.

2.2.4 The Council's Executive Leadership Team (via the CFO), WSFRS Senior Leadership Team, Programme Boards and Performance Discussions with the Heads of Service/Functions will meet to manage information on a monthly cycle. Some performance discussions will be subsumed into the agenda of other regular meetings.

2.2.5 In order to provide a detailed picture of performance the service will measure, monitor data and information into the following 4 key sections: Service Provision, Corporate Health, Priority Programmes and Risk.

The above 4 key sections will be defined as follows:

2.3 Service Provision

2.3.1 This section will group together all data, information and measures from across the County Council which will allow the service to monitor how it is doing at delivering against the statutory obligations. It will also cover any internal services provided between teams/departments/functions such as corporate support in relation to HR. This section will also monitor performance of formal and informal Shared Services arrangements provided by or to WSFRS for example the Joint Control Room with Surrey in relation to call receipt and mobilisation.

2.4 Corporate Health

2.4.1 This section will group together all of the data, information on measures from across the County Council which will allow the WSFRS to monitor it is managing its key resources e.g. people and finance

2.5 Priority Programmes

2.5.1 Priority Programmes are identified by the CFO. This section will group together all data, information and measures that will allow WSFRS to monitor progress of discrete areas of work that are designed to deliver a defined outcome which is different to, or improves on current working practices/policies/procedures, in support of delivering statutory responsibilities under strategic commitments of the fire authority. Examples would be a fundamental service review or thematic activity.

2.6 Risk

2.6.1 This section will group together all data and information from across the County Council that provides an assessment of service risks that may impact on the delivery of the service. This will include a combination of top-level risks from functional service plans, projects and strategic risks that could affect the ability of the service to deliver the statutory functions and strategic objectives. This section will also include the data and information from any audit monitoring. This approach will also enhance the current arrangements in relation to WSFRS 'feeding in' to the Council's Corporate Risk Register.

2.7 Measures and Target Setting

2.7.1 Measures will fall into two categories and the data will usually be reported within either **Service Provision** or **Corporate Health**. The two categories are:

- **Core Measures** - measures that provide strong indication of organisational performance directly aligned to the delivery of the Strategic Commitments i.e. Integrated Risk Management Plan
- **Service (Plan) Measures**, supporting measures that provide an indication of performance that are aligned to the delivery of Functional Service Plan objectives which support delivery of the Strategic Commitments and statutory functions.

2.7.2 The relevant lead within the Strategic Leadership Team will own the Core Measures and therefore the resulting targets. To ensure performance can be tracked overtime the majority of the Core Measures could remain consistent for the duration of the Corporate Plan/Integrated Risk Management Plan. However, some measures may only run for one or two years to spotlight an area of concern and encourage more rapid improvement.

2.8 Target Setting

2.8.1 Target owners (identified by the DCFO) will be responsible for assessing the appropriateness of the target and will propose targets with the following factors in mind:

- Steer given by the Cabinet Member, Cabinet or scrutiny on the strategic direction expectations of the service
- Previous year's performance against target (i.e. overall direction of travel and improvement journey).
- Target setting should look (where possible) at a minimum of three and a maximum of ten years of data
- Changes anticipated in deployment of resource and staff over the forthcoming year
- Relative performance in comparison with other Fire and Rescue Services
- Any changing local and/or national requirements or legislation

2.8.2 Targets are set that are intended to improve, maintain performance or enable a managed reduction in performance to support changing priorities.

2.8.3 For some measures, baseline data may not exist. In this case for year one, it is recommended that the data is gathered and monitored with targets set from year two onwards. That said, it could be appropriate for there to be an aspirational target set for year one based above the above points.

2.8.4 Functional Service Plan measures should be contained within the individual plans so that all team members associated with the delivery are aware of the required (and reported) performance.

2.9 Quarterly Reporting – Data versus Managerial Information.

2.9.1 Measures alone are not sufficient to manage performance across the organisation. Additional supporting information is required for all of the four sections, but this is particularly true for **Priority Programmes** and **Risk**.

2.9.2 The general principle for reporting data is that it should enable decision-making and therefore be presented as *managerial information* by placing the data in context, i.e. provide the answer to the question 'So what does that mean?'

2.9.3 The **Service Provision** section will include the following:

a) Results of the relevant Core Measures and associated commentary

b) Additional information should be included where and when appropriate to support matters arising from Functional Service Plans that require wider discussion and decision making

2.9.4 The **Corporate Health** section will include the following:

a) Results of the relevant Core Measures and associated commentary
b) Human Resources and Health and Safety monitoring reports
c) Financial reports including details of capital and revenue expenditure

2.9.5 The **Priority Programmes** section will only include exception reports, but this must include significant successes as well as failures and potential failures to ensure best practice is shared and celebrated.

2.9.6 The **Risk** section will include the following:

- A copy of the current WSFRS elements of the Corporate Risk Register and where relevant, associated commentary
- Exception Reporting Reports for audits (including Operational Audits). This must include significant failures and potential failures to complete planned deadlines

2.10 Performance Against each Measure

2.10.1 WSFRS should agree the parameters under which performance is measured. This could include the following:

- Target exceeded by more than 10%
- Target met or exceeded by up to 10%
- Target missed by up to 10%
- Target missed by more than 10%
- Not applicable or data accuracy issues affecting confidence in reporting

2.10.2 This would then indicate at a glance whether there is an improvement in performance, maintenance of performance or a decline in performance.

2.10.3 The service can decide and formally record against a risk appetite in terms of whether a target requires mitigation

Section 2 – Where and When the Organisation will Manage Performance

2.10.4 The table summarises **Where**, **Who** and **When** (the frequency) performance will be monitored and managed within WSFRS and the wider Fire Authority, Cabinet Member and Scrutiny Committee(s).

Where and Who will Manage Performance	**Purpose**	**When we will Manage Performance.**

Council Fire and Rescue Scrutiny Committee	Based upon performance indicators (PIs) and agreed scrutiny performance areas from within the SPB Quarterly Report, the committee will oversee audit activities and scrutinise performance of the Cabinet and Cabinet Member on behalf of the Fire Authority. This will also include an annual review of performance in preparation for the publication of the Annual Performance Report.	Quarterly
Cabinet	Based upon PIs and areas from the SPB Quarterly Report, the Cabinet will receive a quarterly report. This will be to receive assurance, discuss and scrutinise performance in preparation for attendance at Scrutiny by the Cabinet Member responsible for Fire, the CFO and other officers as required.	Quarterly
Cabinet Member for WSFRS	Based upon PIs and areas from the SPB Quarterly Report, the Cabinet Member will be able to receive a direct meeting with the CFO (supported by other Officers if required). This will be to receive assurance, discuss and scrutinise performance in preparation for Cabinet Meeting and public reporting via Scrutiny Committee and will particularly focus on the agreed scrutiny performance indicators. (N.B. Meets monthly but quarterly consideration from WSFRS around exception reporting for areas of concern identified within the SPB Quarterly Report.)	Quarterly
Executive Leadership Team (ELT)	Based upon PIs and areas from the SPB Quarterly Report, ELT will receive quarterly (or monthly if required) reporting and to received assurance, discuss and scrutinise performance. (N.B. Meets fortnightly but quarterly consideration from WSFRS around exception reporting for areas of concern identified within the SPB Quarterly Report.)	Quarterly
WSFRS Strategic Executive Board (SEB)	Chaired by the CFO. To oversee all audit activities and scrutinise performance on behalf of the Cabinet Member, Scrutiny Committee, wider Fire Authority, Chief Executive and ELT. Purpose is to ensure delivery of statutory responsibilities/functions, common strategic objectives and ultimately the	Monthly

	strategic commitments. Although performance will be discussed monthly, a formal presentation by the Chair of the SPB (DCFO) will take place based upon PIs and areas from the SPB Quarterly Report. The SEB will then agree or amend the SPB recommended corrective actions where necessary to address areas of failure or concern and support or amend the SPB recommend ideas for improving performance.	
Strategic Performance Board (SPB)	This will be chaired by the DCFO. The terms of reference of the SPB is **to lead, support and monitor the effective delivery of the strategic objectives by monitoring under reviewing performance across the four sections/quadrants of Service Provision, Corporate Health, Priority Programmes and Risk** specifically to achieve the following: 1. Monitor Functional Service Plans objectives, PIs and Functional Service Plan Risk Registers. 2. Monitor and review the actions and plans arising from all audits 3. Monitor and review the WSFRS and Corporate Risk Register (presented via the Area Manager for Risk and Improvement) 4. Determined corrective actions where necessary to address areas of failure or concern 5. Consider and recommend actions for improving performance to the SEB. This meeting will be supported by the Performance Manager for WSFRS and the Head of Programme Management for WSFRS plus the Organisational Assurance Support Team.	Quarterly
Programme Boards	The management and progress of projects/programmes will also take place at the SPB reported via the Priority Programmes Quadrant. Prior to the SPB, a monthly Programme Board will meet chaired by the DCFO. This will review a monitor delivery of priority programs and related risk registers. Progress against priority programmes will be presented by the manager responsible and supported by	Monthly

	the Head of Programme Management for WSFRS.	
One-to-one Performance Discussions with Heads of Service/Functions	To be completed by the DCFO and the Assistant Chief Fire Officer ACFO with their direct reports for whom they have line management responsibility. At the beginning of the planning cycle, the DCFO and ACFO will agree in draft the performance targets, outcomes and tolerances with their reports. Once agreed and signed off by the SPB and SEB, the performance targets, outcomes and tolerances will be captured within Power BI (the Council's software solution for data visualisation, analysis and reporting) and then monthly one-to-one meetings and monitoring will take place. The performance information will be presented utilising the Power BI dashboard with associated commentary. The purpose of the one-to-one monthly meetings is to review and monitor individual service plans, Functional Service Plan Risk Registers and to monitor action plans in relation to under performance, areas of failure or concern. The one-to-one meetings will be supported by the Performance Manager for WSFRS.	Monthly

This page is intentionally left blank

The Legislative Overview

1. The Fire and Rescue Services Act 2004

1.1 The 2004 Act provides the legal basis establishing fire and rescue authorities (FRAs) - the political bodies responsible for overseeing the work of fire and rescue services. It also sets out details of the statutory community safety-orientated duties that fire authorities have. These are referred to as 'core functions' and can be summarised as follows:

- promoting fire safety
- extinguishing fires, and protecting life and property when fires do occur
- minimising damage to property arising from firefighting operations
- rescuing people involved in road traffic collisions
- ensuring necessary training for firefighters
- ensuring that (999) calls for assistance can be dealt with effectively
- obtaining information needed to respond safely and effectively to emergencies.
- ensuring the provision of the resources necessary to meet all normal requirements (the 2004 Act does not define what constitutes 'normal', it is a matter for local determination)
- dealing with other types of emergencies, as specified by the Secretary of State in Statutory Instruments (Orders).

1.2 Currently, a single Order has been issued, requiring fire authorities to make provision to attend the following types of incident:

- chemical, biological, radiological or nuclear emergencies
- emergencies involving the collapse of a building or other structure
- emergencies involving trains, trams or aircraft

1.3 As well as the duties outlined above, the 2004 Act provides FRAs with a power to exercise their discretion in responding to other emergencies that constitute a risk to life and/or the environment. It is under this power, for example, that fire and rescue services respond to flooding emergencies.

1.4 The 2004 Act also introduced the Fire and Rescue National Framework. Under Section 21 of the Fire and Rescue Services Act 2004 ("the 2004 Act"), the Secretary of State must prepare a Fire and Rescue National Framework. The Framework:

- must set out priorities and objectives for fire and rescue authorities in connection with the discharge of their functions;
- may contain guidance to fire and rescue authorities in connection with the discharge of any of their functions; and
- may contain any other matter relating to fire and rescue authorities or their functions that the Secretary of State considers appropriate.

1.5 The latest National Framework was published in May 2018 and the Secretary of State must keep the document under review, and report to Parliament every two years on the extent to which it is being complied with.

2. National Framework 2018

2.1 The 2018 National Framework seeks to embed the Home Office fire reform programme which includes the following reforms:

- enabling mayors and police crime commissioners to take responsibility for fire & rescue services (FRSs) in their area;
- establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for FRSs;
- developing professional standards to drive sector improvement;
- supporting services to transform through more efficient procurement and collaboration;
- increasing transparency by publishing performance data and creating a new national fire website; and
- workforce reform, which includes enhancing professionalism, management and leadership; training and development; equality and diversity; culture; and options for flexible working.

2.2 There are two mechanisms in the National Framework to assist FRAs in addressing these priorities: integrated risk management planning (IRMP) and the preparation of an annual Statement of Assurance.

3. Integrated Risk Management Planning (IRMP)

3.1 The term 'integrated' is used to reflect the fact that community risk is managed by balancing service delivery interventions across three disciplines:

- Prevention – trying to prevent emergencies from happening in the first place;
- Protection – ensuring that fire safety standards in buildings are appropriate;
- Response – minimising the impact of emergencies through well-trained, well-equipped firefighters who respond quickly and effectively.

4. Statements of Assurance

4.1 A Statement of Assurance is required to be produced annually by each FRA, and published after scrutiny.

5. The Regulatory Reform (Fire Safety) Order 2005

5.1 The Regulatory Reform (Fire Safety) Order 2005 (the 'RRO') is the legislation under which fire safety standards in almost all buildings are controlled. Single private dwellings are specifically excluded, although the common areas (access corridors, staircases, etc.) in blocks of flats do fall within the scope of the RRO.

5.2 Note. The Grenfell Highrise Fire Public Enquiry and the Dame Judith Hackett Report has refocussed attention of the need to look at the 'end to end' management and regulations associated with the management of risk within the built environment. Dame Judith Hackett's interim report sets out a comprehensive analysis of the current system of building regulations and fire

safety and provides recommendations for how it can be improved. Future changes to the RRO may occur as a result of the Hackett Report and these are likely to have an impact on the Council.

6. The Policing and Crime Act 2017

6.1 The Policing and Crime Act 2017 created a statutory duty on FRAs, police forces and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

7. The Crime and Disorder Act 1998 (CDA)

7.1 FRAs are designated as 'responsible authorities' under the CDA. This means that they are required to work alongside other responsible authorities (police, local authorities, the probation service and clinical commissioning groups) on community safety partnerships (CSPs).

8. The Civil Contingencies Act 2004 (CCA)

8.1 The Civil Contingencies Act (CCA) was introduced to establish a coherent framework within which organisations would work together to plan for dealing effectively with major emergencies.

8.2 Under the CCA, fire and rescue authorities are designated as 'category 1 responders'. As such, they are members of multiagency groups known as local resilience forums (LRFs). These LRFs – which cover geographical areas matching the boundaries of police forces – are required to collaborate in undertaking a range of functions:

- assessing the risk of emergencies occurring, and using this risk assessment to compile a community risk register, and inform contingency planning activity
- putting in place emergency plans
- putting in place business continuity management arrangements
- putting in place arrangements to make information available to the public about civil protection matters, and maintain arrangements to warn, inform and advise the public in the event of an emergency
- sharing information with other local responders to enhance co-ordination
- co-operating with other local responders to enhance coordination and efficiency
- providing advice and assistance to businesses and voluntary organisations about business continuity management (this applies to local authorities only)

This page is intentionally left blank

DRAFT FRS Scrutiny Measures 2020/21

Scrutiny Core Measure No.	Measure	Definition	How Performance is Captured	Performance Indicator	Tolerance
Fires and Fatalities **CM1**	Number of Fire Deaths in Accidental Dwelling fires in West Sussex over a year period starting from April	The total number of deaths that occur as a result of an accidental dwelling fire. This includes a person whose death is attributed to an accidental dwelling fire, even when the death occurs weeks or months later.	Data is captured through incident records in Councils IRS systems (software by which Fire & Rescue Services complete their incident reports); prior to 04/12/2019 in FROMIS (the legacy IRS system used by WSFRS) (managed in house) and since 0/12/2019 in IRSplus (The IRS system currently used by WSFRS, implemented as part of the FC20 project in Dec2019) from 3TCsoftware (hird party supplier of the system IRSplus). Data will be reported from both systems through Power BI.	Number of Fire Deaths in Accidental Dwelling fires over a twelve-month period. Target being zero	0 Green 1-7 Amber >7 Red
CM2	Number of fire casualties in accidental dwelling fires in West Sussex over	The total number of casualties that occur as a result of an accidental dwelling fire. This includes a person or persons whose injuries may be slight or	Data is captured through incident records in the Council's IRS systems; prior to 04/12/2019 in FROMIS (managed in house) and since	Number of fire casualties in accidental dwelling fires over a year. Target less than 26	<26 Green 26 – 39 Amber

	a year period starting from April	serious and require hospital treatment and which are attributed to the accidental dwelling fire.	04/12/2019 in IRSplus from 3TCsoftware. Data will be reported from both systems through Power BI		>39 Red
CM3	The number of deliberate primary fires in West Sussex over a year period starting from April	Primary fires involve property such as buildings and vehicles. This is the total number of primary fires, where the cause has been identified that the fire was started deliberately through the criminal act of arson	Data is captured through incident records in the Council's IRS systems; prior to 04/12/2019 in FROMIS (managed in house) and since 04/12/2019 in IRSplus from 3TCsoftware. Data will be reported from both systems through Power BI	Number of deliberate primary fires over a year. Target less than 210.	<210 Green 210 - 230 Amber >230 Red
CM4	The number of deliberate secondary fires in West Sussex over a year period starting from April	Rubbish and grass are examples of secondary fires. This is the total number of secondary fires, where the cause has been identified that the fire was started deliberately through the criminal act of arson	Data is captured through incident records in the Council's IRS systems; prior to 04/12/2019 in FROMIS (managed in house) and since 04/12/2019 in IRSplus from 3TCsoftware. Data will be reported from both systems through Power BI.	The number of deliberate secondary fires over a year. Target less than 375	<375 Green 375 - 400 Amber >400 Red
Prevention **CM5**	Safeguarding referrals made to Social Care colleagues in	To ensure that safeguarding referrals are made in a timely manner for the protection of individuals	It is assumed that a safeguarding concern would be recognised upon arrival at scene. Arrival	100% of safeguarding referrals made to Social Care	100% Green

DRAFT

	West Sussex County Council within 24 hours of discovery over a year period starting from April	considered at risk in West Sussex. This is the time taken from the Duty Officer or Safeguarding Coordinator being made aware of a safeguarding case, to the referral being made to the local authority	times are captured through incident records in the Council's IRS systems; prior to 04/12/2019 in FROMIS (managed in house) and since 04/12/2019 in IRSplus from 3TCsoftware. Referral data is captured via the the Council's Firmstep system (software used by the Council and WSFRS to capture data). Data will be combined in Power BI	colleagues within 24 hours of discovery	<100% Red
CM8	Home safety referrals where there has been a threat or incidence of arson, completed within 1 working day over a year period starting from April	When WSFRS is made aware of the threat or incidence of arson against an individual(s) a home safety visit is conducted within 1 working day. This will ensure the individual(s) and property are as safe as possible including having working smoke detectors	Future data will be maintained in third party system Farynor. Current data is maintained in the Council's spreadsheets and legacy system Terian. All data will be reported through Power BI	100% of home safety referrals where there has been a threat or incidence of arson, completed within 1 working day	100% Green <100% Red
CM9	Priority home safety referrals, where there is a significant	When WSFRS is made aware of a home or an individual who is at significantly high risk of dying in the event of	Future data will be maintained in third party system Farynor.	100% of priority home safety referrals, where there is a significant	100% Green

DRAFT

	heightened risk of a high-risk individual dying in the event of an accidental dwelling fire, completed within 1 working day over a year period starting from April	an accidental dwelling fire, a home safety visit is conducted within 1 working day. This will ensure the individual(s) and property are as safe as possible including having working smoke detectors	Current data is maintained in Council spreadsheets and legacy system Terian. All data will be reported through Power BI	heightened risk of an individual dying in the event of an accidental dwelling fire, completed within 1 working day	<100% Red
Protection **CM10**	Total Number of Full Fire Safety Audits carried out to enforce the Regulatory Reform Order (RRO) 2005 over a year period starting from April	A Fire Safety Audit is carried out to enforce the Regulatory Reform Order (RRO) 2005, which applies to virtually all non-domestic premises and covers nearly every type of building, structure and open space. Examples of such premises include bed and breakfasts, hotels, offices, shops, factories or warehouses Premises of this. Based upon WSFRS Risk Based Inspection Programme, this measure examines the total number of full fire safety audits carried out in business premises in West Sussex. This is calculated once the premises visit has been closed-out by WSFRS	Future data will be maintained in third party system Farynor. Current data is maintained in Couincil spreadsheets. All data will be reported through Power BI	Total Number of Full Fire Safety Audits carried out over a year starting in January. Target is *** premises Measure to be confirmed by WSFRS.	>*** Green ***-*** Amber <*** Red

DRAFT

		and only includes the initial full fire safety audit			
CM11	Fire safety audits where the results were unsatisfactory and the business premises were not compliant, and employees/visitors considered unsafe over a year period starting from April	When Fire Safety Inspecting Officers visit a business, they check that the fire risk assessment is satisfactory. This measure examines the number of fire safety audits carried out in commercial premises, where the result was unsatisfactory, and further action or follow-up was required to ensure the safety of employees and visitors	Future data will be maintained in third party system Farynor. Current data is maintained in Council spreadsheets and will be reported in Power BI	% of fire safety audits where the results were unsatisfactory	>75% Green 40% - 75% Amber <40% Red
CM14	Fire safety consultations completed within the statutory 14 days over a year period starting from April	WSFRS is consulted when a business wish to build or alter their premises. Statutory fire consultations have a 14-day set timeframe in which they must be completed and include: • Licensing (e.g. Alcohol and Gambling) • Building regulations • Building regulations approved supplier	Future data will be maintained in third party system Farynor. Current data is maintained in Council spreadsheets and will be reported through Power BI	% of statutory fire safety consultations completed within the required timeframes. Target is 100% achieved in 14 days	100% Green <100% Red

DRAFT

Response **CM30**	Time taken to answer the 999 call by Surrey/West Sussex Joint Fire Control Room over a year period starting from April	This measure looks at the time taken from when the Fire Control Room Operator answers the phone when a 999 call is received by the Fire Control Room	Data is captured and reported through the Surrey/West Sussex Joint Fire Control Room computer systems. Surrey County Council (SCC) will supply this data	100% of calls answered within 7 seconds and 100% of calls answered through the Surrey/West Sussex Joint Fire Control Room	100% Green 95%-99% Amber <95% Red
CM31	Time between Surrey/West Sussex Joint Fire Control Room receiving the emergency call and the correct fire station being alerted over a year period starting from April	This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers a 999 call to when the nearest fire station/engine is mobilised to the incident	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer systems. SCC will supply this data	100% emergency incidents are mobilised within 2 minutes of the Surrey/West Sussex Joint Fire Control Room receiving the call	100% Green 95%-99% Amber <95% Red
CM32	Time taken by Surrey/West Sussex Joint Fire Control Room to inform or mobilise a Level Two Incident Command Officer to a Level One Incident with a life risk.	WSFRS has adopted an Incident Command System which is taken from the National Model to effectively and safely manage incidents. This measure looks at how quickly the Surrey/West Sussex Joint Fire Control Room notify the right commander/officer to advise and/or take command of the incident	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer systems. SCC will supply this data	Notification of a level 2 Incident Commander within 5 minutes of the Surrey/West Sussex Joint Fire Control Room receiving the call on 100% of life risk calls	98-100% Green 95-97% Amber <95% Red

DRAFT

CM33	Number of 'on duty' personnel working within Surrey/West Sussex Joint Fire Control Room	A minimum number of staff and supervisors are required to work within Surrey/West Sussex Joint Fire Control Room 24/7 to ensure 999 calls are effectively dealt and the Council/public receive the correct level of service	Data is captured and reported through the Surrey/West Sussex Joint Fire Control Room computer systems. SCC will supply this data	A minimum of 5 staff members including 1 Crew Commander Control or one Watch Commander Control within the Surrey/West Sussex Joint Fire Control Room	98-100% Green 95-97% Amber <95% Red
CM15a	Time from call to the first fire engine arriving at a 'Critical Incident' in a 'Very High Risk Rated Area'. The service has pledged the first fire engine to arrive at a critical incident within 8 minutes from time the emergency call was answered	WSFRS categorises risk into four types being Very High, High, Medium and Low. It has also set a different attendance time target against each risk type. This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers the phone until the time the first fire engine (appliance) arrives at the scene of a 'Critical Incident' in a Very High-Risk Rated Area. A 'Critical Incident' is one which is likely to involve a significant threat to life, structures or the environment. It measures	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer system Vision and reported through Power BI	The first fire engine arrives at a critical incident within 8 minutes from time the emergency call was answered in a Very High-Risk Grade area. Target is to achieve this on at least 70% of calls	>70% Green <70% Red

DRAFT

		how many occasions WSFRS does this in under 8 minutes which is the response standard for this risk type.			
CM15b	Time from call to the first fire engine arriving at a 'Critical Incident' in a 'High Risk Rated Area'. The service has pledged the first fire engine to arrive at a critical incident within 10 minutes from time the emergency call was answered	WSFRS categorises risk into four types being Very High, High, Medium and Low. It has also set a different attendance time target against each risk type. This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers the phone until the time the first fire engine (appliance) arrives at the scene of a 'Critical Incident' in a High-Risk Rated Area. A 'Critical Incident' is one which is likely to involve a significant threat to life, structures or the environment. It measures how many occasions WSFRS does this in under 10 minutes which is the response standard for this risk type.	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer system Vision and reported through Power BI	The first fire engine arrives at a critical incident within 10 minutes from time the emergency call was answered in a High-Risk Grade area. Target is to achieve this on at least 92% of calls	>92% <92% Red

DRAFT

CM15c	Time from call to the first fire engine arriving at a 'Critical Incident' in a 'Medium Risk Rated Area'. The service has pledged the first fire engine to arrive at a critical incident within 12 minutes from time the emergency call was answered	WSFRS categorises risk into four types being Very High, High, Medium and Low. It has also set a different attendance time target against each risk type. This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers the phone until the time the first fire engine (appliance) arrives at the scene of a 'Critical Incident' in a Medium Risk Rated Area. A 'Critical Incident' is one which is likely to involve a significant threat to life, structures or the environment. It measures how many occasions WSFRS does this in under 12 minutes which is the response standard for this risk type.	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer system Vision and reported through Power BI	The first fire engine arrives at an emergency incident within 12 minutes from time the emergency call was answered for Medium-Risk Grade area. Target is to achieve this on at least 89% of calls	>89% Green <89% Red

DRAFT

CM15d	Time from call to the first fire engine arriving at a 'Critical Incident' in a 'Low Risk Rated Area'. The service has pledged the first fire engine to arrive at a critical incident within 14 minutes from time the emergency call was answered	WSFRS categorises risk into four types being Very High, High, Medium and Low. It has also set a different attendance time target against each risk type. This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers the phone until the time the first fire engine (appliance) arrives at the scene of a 'Critical Incident' in a Low Risk Rated Area. A 'Critical Incident' is one which is likely to involve a significant threat to life, structures or the environment. It measures how many occasions WSFRS does this in under 14 minutes which is the response standard for this risk type.	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer system Vision and reported through Power BI	The first fire engine arrives at an emergency incident within 14 minutes from time the emergency call was answered for Low-Risk Grade area. Target is to achieve this on at least 92% of calls	>92% Green <92% Red

DRAFT

CM15e	Time from call to the first fire engine arriving at a 'Critical Special Service Call' across West Sussex. The service has pledged to arrive at this type of emergency incident within 13 minutes from time the emergency call was answered	Critical Special Service Calls are incidents which are not fires and include road traffic accidents, chemical spillages, aircraft crashes or people trapped in machinery. For Critical Special Services Calls, there is a single fire engine standard as effective and safe action can be taken with fewer firefighters and often the actions of other emergency services are just as important in resolving these incidents. This measure looks at the time taken from when the Surrey/West Sussex Joint Fire Control Room Operator answers the phone until the time the first fire engine (appliance) arrives at the scene of a 'Critical Special Service Call anywhere in the county. The standard response time for all Critical Special Services Incidents is less than 13 minutes with a benchmark of 80%.	Data is captured through the Surrey/West Sussex Joint Fire Control Room computer system Vision and reported through Power BI	The fire engine arrives at a 'Critical Special Service Call' across West Sussex within 13 minutes from time the emergency call was answered. Target is to achieve this on at least 80% of calls	>80% Green <80% Red

DRAFT

CM16	Full shifts where there is adequate crewing on all wholetime frontline pumping appliances	A wholetime frontline pumping appliance (fire engine) is available 24/7, 365 days a year. Four qualified people are required on a frontline fire engine to ensure safety. This measure examines the percentage of shifts (day or night) where there are sufficient minimum qualified fire fighters (4 personnel) on all wholetime pumping appliances.	Data is maintained in the FireWatch system and will be reported through Power BI	% of full shifts where there is adequate crewing on all wholetime frontline pumping appliances	100% Green 95%–99% Amber <95% Red
CM17	Adequate crewing on all retained frontline pumping appliances (based on 24/7 crewing)	Retained frontline pumping appliances (fire engines) are crewed mainly by on-call fire fighters who are based at stations in more rural locations and, when they receive the call via their pagers, leave their place of work or home and attend emergencies from the local retained station. Four qualified people are required on a frontline fire engine to ensure safety. This measure examines the percentage of hours where there are sufficient minimum qualified fire fighters (4 personnel) on retained pumping appliances (fire engines)	Data is maintained in the FireWatch system and will be reported through Power BI	% of hours where there is adequate crewing on all retained frontline pumping appliances (based on 24/7 crewing)	>75% Green 65%–75% Amber <65% Red

DRAFT

Customer Feedback **CM18**	Domestic dwelling respondents satisfied with the overall service from WSFRS	Domestic dwellings include premises such as houses, bungalows, flat sand caravans. Shortly after a fire occurs, a customer feedback questionnaire is sent to the dwelling owner/tenant who have experienced the fire in asking about their satisfaction and experience with the service they received from WSFRS.	Results from a customer feedback questionnaire are received online, or by post and manually entered, into the Council's Have Your Say system	% of domestic dwelling respondents satisfied with the overall service from WSFRS	>95% Green
					85%–95% Amber
					<85% Red
CM19	Commercial/Business respondents satisfied with the overall service from WSFRS	Commercial/Business premises include bed and breakfasts, hotels, offices, shops, factories or warehouses. Following a fire involving a commercial/business premises, a questionnaire is sent to the owner/tenant. The questionnaire asks about their satisfaction and experience with the service they received from WSFRS.	Results from a customer feedback questionnaire are received online, or by post and manually entered, into the Council's Have Your Say system	% of commercial/business respondents satisfied with the overall service from WSFRS	>95% Green
					85%–95% Amber
					<85% Red

DRAFT

CM20	Commercial/Business respondents satisfied with the services with regards to Fire Safety Audits by WSFRS	Fire Safety Audits are carried out to enforce the Regulatory Reform Order (RRO) 2005, which applies to virtually all non-domestic premises and covers nearly every type of building, structure and open space. Examples of such premises include bed and breakfasts, hotels, offices, factories and warehouses. Following a Fire Safety Audit by County Council Fire Saftey, a customer feedback questionnaire is sent to commercial/business owners/manager who asking about their satisfaction and experience with the service they received from WSFRS.	Results from a customer feedback questionnaire are received online via survey monkey. This process is to be reviewed as currently very few respondents (<1%)	% of commercial/business respondents satisfied with the services with regards to Fire Safety Audits by WSFRS	>95% Green 85%–95% Amber <85% Red
CM21	Domestic dwelling respondents satisfied with the service regards their safe and well visit by WSFRS	Under the Fire and Rescue Serves Act 2004, WSFRS conduct safe and well visits to domestic dwellings to advise the owners on how to reduce the risk of fire. Domestic smoke alarms are also fitted by WSFRS as part of this service when it is appropriate to do so. Following safe and well visits, a customer feedback	Customer feedback against several questions is captured as part of the visit and recorded on paper. Data is manually input into Council spreadsheets. Process is to be reviewed	% of domestic respondents satisfied with the service regards their safe and well visit by WSFRS	>95% Green 85%–95% Amber

DRAFT

		questionnaire which is sent to a sample of individuals who have received and asks about their satisfaction and experience with the service they received from WSFRS.			<85% Red
Human Resources and Learning & Development **CM22**	Working time lost to sickness across all staff groups	This measure looks at sickness across the whole organisation and the percentage of time lost based on the number of working hours available to the organisation.	Data is maintained in the FireWatch system and will be reported through Power BI	% of working time lost to sickness across all staff groups. Target is less than 5% sickness absence	>95% Green 90%-95% Amber <90% Red
CM23	Eligible operational staff successfully completing fitness test	Fitness is important to the WSFRS as the work can be very arduous and challenging. The service is required to have a fitness standard and to test all personnel who ride fire engines or are involved with the blue light operation side. This measure reflects the percentage of eligible operational personnel who have successfully passed and completed their fitness test. (Individuals who are not eligible include those on	Data is maintained in Council spreadsheets and will be reported through Power BI. Process is to be reviewed	% of eligible operational staff successfully completing fitness test. Target is over 95%	>95% Green 85%–95% Amber <85% Red

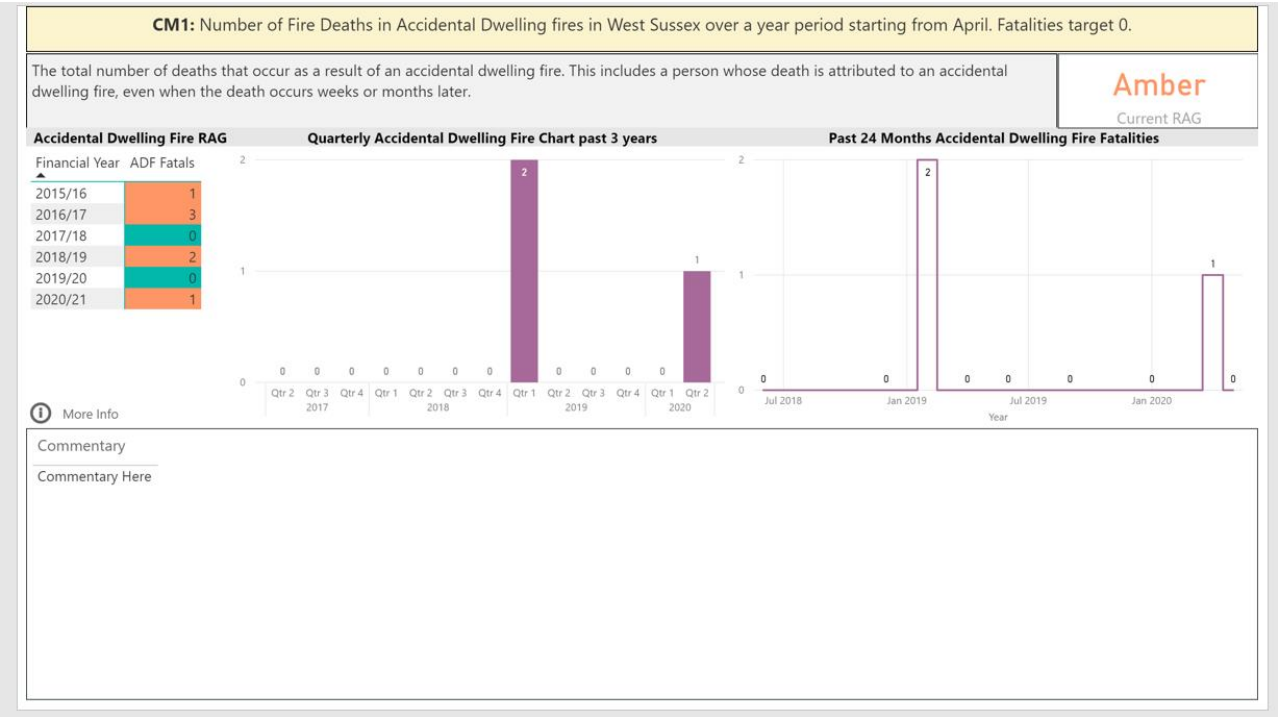
DRAFT

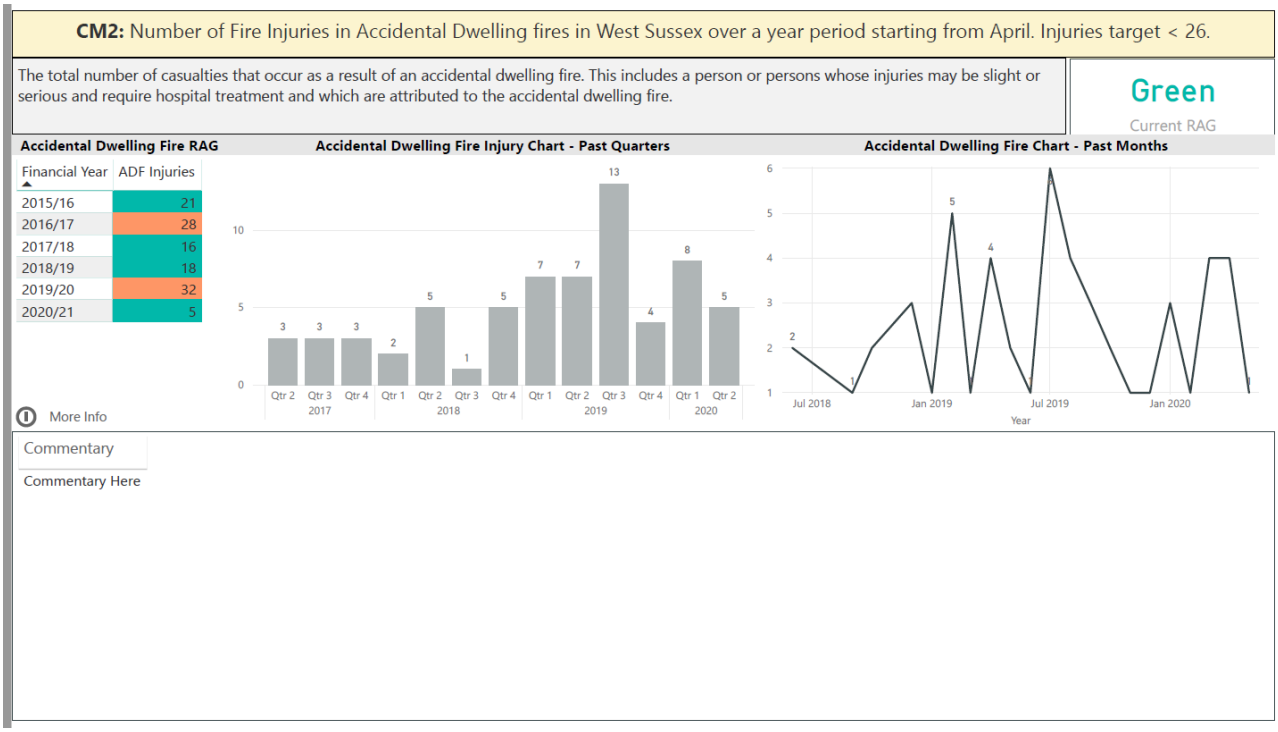
		long-term sick or light duties)			
CM25	Eligible operational staff in qualification	Both wholetime and retained frontline pumping appliances (fire engines) require 4 qualified people to ensure safety. This measure examines performance in the key qualifications, outlined in the 8 core areas of the Fire Professional Framework, such as breathing apparatus wearing required by staff to maintain effective service delivery.	Data is maintained in the FireWatch system and will be reported through Power BI	% of eligible operational staff in qualification. Target is over 95%	>95% Green
					85%–95% Amber
					<85% Red
CM26	Percentage of Fire Protection Staff in qualification	It is vital that in order to give the right advice to business and ensure employees and visitors are safe, our Fire Protection Officers are qualified and competent. This measure examines performance in the key qualifications, required by staff to maintain effective service delivery.	Data is maintained in the FireWatch system and will be reported through Power BI	Percentage of Fire Protection Staff in qualification. Target is over 95%	>95% Green
					85%–95% Amber
					<85% Red

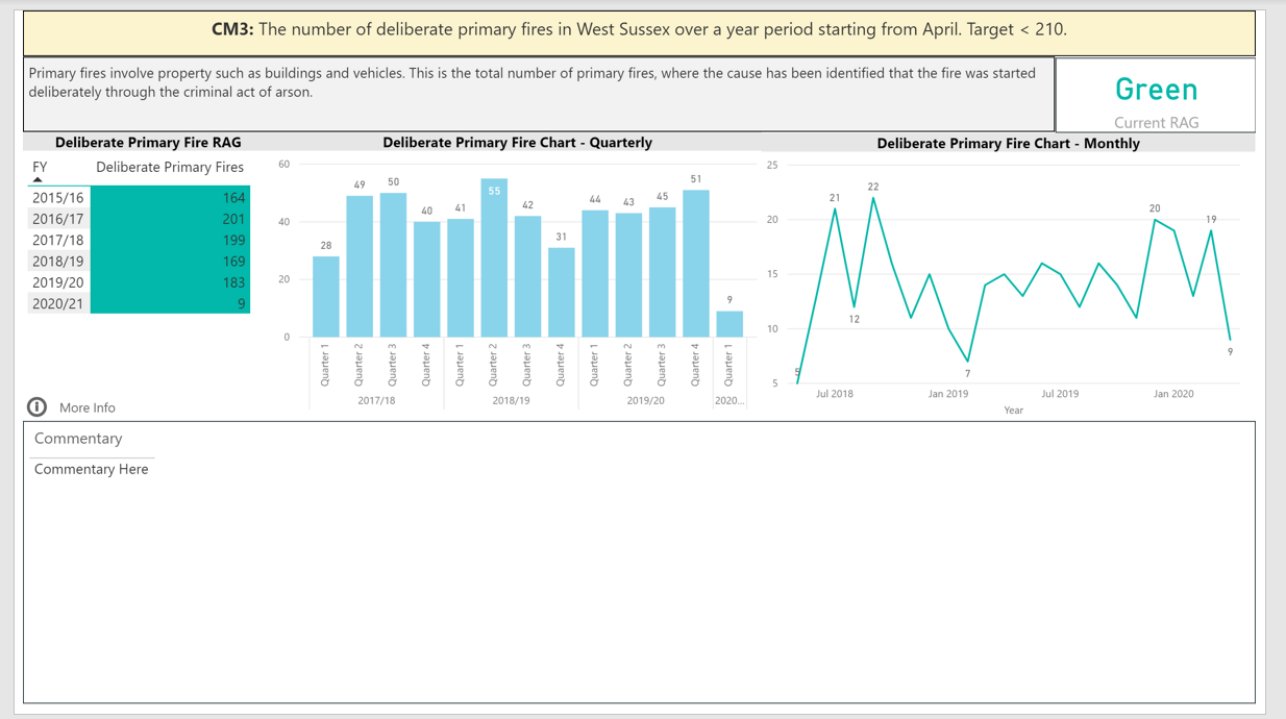
DRAFT

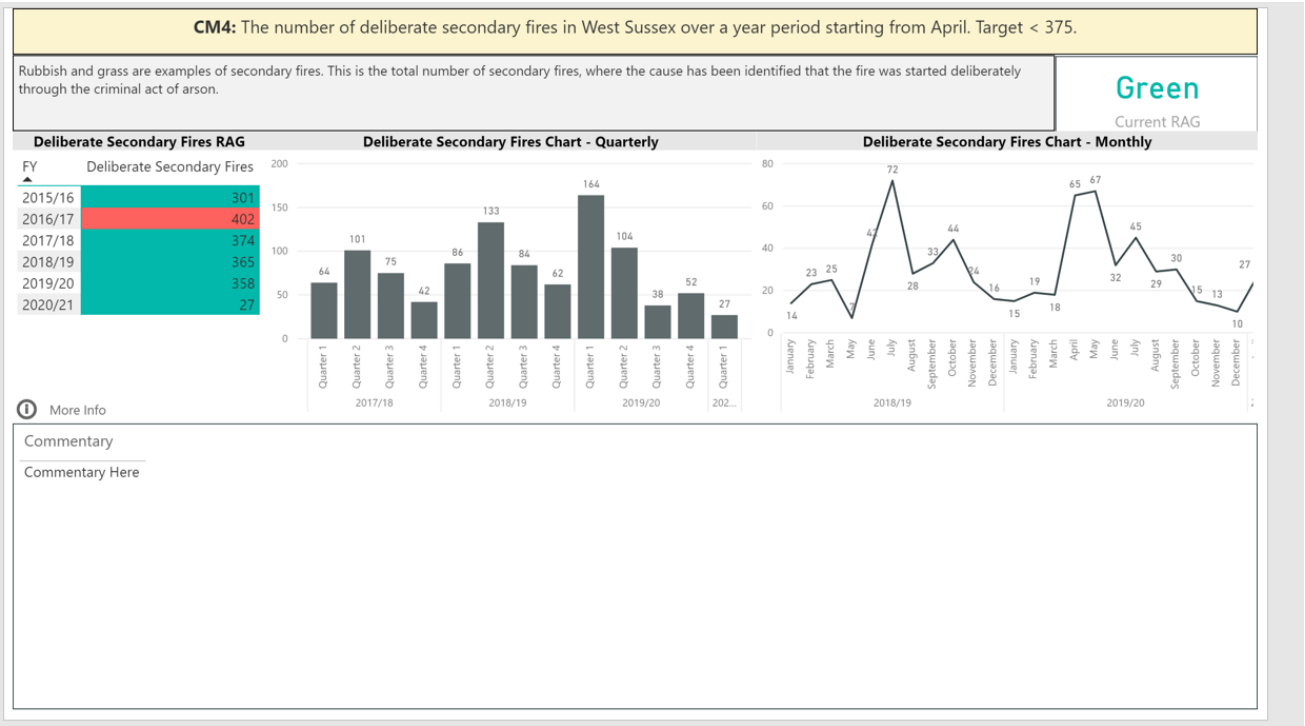
WSFRS Sample Core Measures

The following screenshots are examples of Power BI reports for Core Measures 1-4 Fires and Fatalities. Following Heads of Service meetings commentary and actions will be added to each measure.






CM3: The number of deliberate primary fires in West Sussex over a year period starting from April. Target < 210.
Primary fires involve property such as buildings and vehicles. This is the total number of primary fires, where the cause has been identified that the fire was started deliberately through the criminal act of arson.
Green
Current RAG
Deliberate Primary Fire RAG
Deliberate Primary Fire Chart - Quarterly
Deliberate Primary Fire Chart - Monthly
FY
Deliberate Primary Fires
2015/16 164
2016/17 201
2017/18 199
2018/19 169
2019/20 183
2020/21 9
More Info
Commentary
Commentary Here


CM4: The number of deliberate secondary fires in West Sussex over a year period starting from April. Target < 375.
Rubbish and grass are examples of secondary fires. This is the total number of secondary fires, where the cause has been identified that the fire was started deliberately through the criminal act of arson.
Green
Current RAG
Deliberate Secondary Fires RAG
Deliberate Secondary Fires Chart - Quarterly
Deliberate Secondary Fires Chart - Monthly
FY
Deliberate Secondary Fires
2015/16 301
2016/17 402
2017/18 374
2018/19 365
2019/20 358
2020/21 27
More Info
Commentary
Commentary Here

Draft Fire and Rescue Service Scrutiny Committee Work Programme March 2020 – March 2021

Topic/Issue	Other information	Timing
March 2020 meeting cancelled due to COVID-19		
Performance & Assurance Framework	Rescheduled item from March 2020	3 June 2020
Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services	Rescheduled item from March 2020	3 June 2020
Work Programme Planning	Standing item on each agenda.	3 June 2020
Performance & Assurance Framework Indicators		30 September 2020
Priority programmes: IRMP update, Improvement update		30 September 2020
Statement of Assurance		30 September 2020
Work Programme Planning	Standing item on each agenda.	30 September 2020
Performance & Assurance Framework Core Indicators		27 November 2020
Priority programmes: IRMP update, Improvement update		27 November 2020
FC20 Benefits Realisation report		27 November 2020
Inspection preparedness report		27 November 2020
Work Programme Planning	Standing item on each agenda.	27 November 2020
Performance & Assurance Framework Core Indicators		10 March 2021
Priority programmes: IRMP update, Improvement update		10 March 2021
Work Programme Planning	Standing item on each agenda.	10 March 2021
Future items to be timetabled	Corporate Risk Register/Operational Risks (Part of June agenda, discussion as to whether further work needs to be timetabled) Impact of COVID-19 on the FRS (wider discussion required on how best to scrutinise this work across the council, and at what point is appropriate)	

This page is intentionally left blank

Scrutiny Work Planning Guide and Checklist

1. **Principles**

(a) Scrutiny should improve outcomes for West Sussex by providing:
- Robust challenge to the executive and service performance; and
- Timely opportunities to influence budget and policy planning

(b) Scrutiny holds the executive to account and should be objective, evidence-based, transparent and constructive

(c) It acts as a critical friend to the decision-maker to enable the most effective delivery of the Council's priorities.

(d) It takes a strategic perspective, focussing on the wider community needs and outcomes for all residents and service users

(e) It should aim for consensus and avoid party politics.

2. **Work Programme Planning**

The Committee plans its business and considers what to scrutinise. Business emerges from sources including:

- The Forward Plan or items referred by a Cabinet Member
- Member requests for an item to be considered.
- Performance issues identified from the Total Performance Monitor or other sources
- A proposed decision being 'called-in'.
- The annual process of developing budget and corporate priorities.

Committee members should have a good understanding of the budget and performance issues for their portfolio. The Committee should prioritise business to ensure time for detailed scrutiny of the most important issues within the resources available, using the checklist at paragraph 5.

Scrutiny Committees should have a **clear focus on the objectives and desired outcomes** for their work. This should inform work prioritisation, planning agendas and the approach to managing meetings. The Committee should do so by use of the checklist set out below which should focus on key lines of enquiry.

Performance and Finance Select Committee (PFSC) should ensure all scrutiny arrangements are effective and are dealing with the most important issues for the Council. It may do so by receiving and considering scrutiny committee work programmes from time to time. An annual report for PFSC allows it to monitor the scrutiny work programme and developments and to highlight best practice and training needs. As set out in Standing Orders, paragraph 8.12), the scrutiny work programme should be reviewed by the end of May each year by PFSC and then by County Council.

3. **Agenda Planning**

A pre-agenda meeting (PrAM) is held two weeks before the formal meeting attended by the chairman and vice-chairman, Democratic Services officers, and the officers preparing reports. It is a brief session of no more than one hour to:

- Ensure the agenda and approach meet the needs of the committee

- Agree scrutiny aims or outcomes from each item
- Plan the management of the meeting (timing, presentations, witnesses)
- Decide whether a pre-meeting would be helpful
- Discuss what information members may need for effective scrutiny

The pre-agenda meeting should identify the key lines of enquiry for scrutiny of the subject and ensure that the report covers what is required for the scrutiny focus. Its role is not to review draft reports.
Agendas should be short to allow time and focus to produce meaningful outcomes. Items for information only must not be taken. Information gathering and questions of detail should be dealt with outside formal meetings.

4. Committee Tasks

Task	Objective
Programme setting	• Agree outline committee work programme
Programme planning	• Prioritisation of business • Prepare a balanced work programme to ensure priority items have sufficient time • Consider the best and most timely approach
Performance and Budget	• Review the Performance Monitor quarterly to identify issues for the committee.
Agenda planning	• Defining the scrutiny aims of agenda items • Identification of witnesses and evidence
Project Work	• Set up Scrutiny Task and Finish Groups (TFGs) • Identify other ways to carry out work
Publicity	• Identify how best to promote the work of the committee and how to engage the public

5. Business Planning Checklist

Priorities - Is the topic
- a corporate or service priority? In what way?
- an area where performance, outcomes or budget is a concern? How?
- one that matters most to residents? Why?

What is being scrutinised and Why?
- What should the scrutiny focus be?
- Where can the committee add value?
- What is the desired outcome from scrutiny?

When and how to scrutinise?
- When can the committee have most influence?
- What is the best approach - committee, TFG, one-off small group?
- What research, visits or other activities are needed?
- Would scrutiny benefit from external witnesses or evidence?

Is the work programme focused and achievable?
- Have priorities changed – should any work be stopped or put back?
- Can there be fewer items for more in-depth consideration?
- Has sufficient capacity been retained for future work?