Nottinghamshire and City of Nottingham Fire and Rescue Authority Community Safety Committee

UPDATE ON THE SERVICE RESPONSE TO HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE AND RESCUE SERVICES INSPECTION

Report of the Chief Fire Officer

Date: 17 January 2020

Purpose of Report:

To present Members with an update on the Service's response to the outcomes regarding the recent inspection of Nottinghamshire Fire and Rescue Service by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.

Recommendations:

That Members note the progress made against the agreed action plan.

CONTACT OFFICER

Name:	Craig Parkin Deputy Chief Fire Officer
Tel:	0115 967 0880
Email:	craig.parkin@notts-fire.gov.uk
Media Enquiries Contact:	Therese Easom (0115) 967 0880 therese.easom@notts-fire.gov.uk

1. BACKGROUND

1.1 At the meeting of the Fire Authority in July 2019, Members were presented the report from Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) following the recent inspection of Nottinghamshire Fire and Rescue Service (NFRS).

1.2 At the meeting of the Fire Authority in September 2019, Members were presented with an action plan detailing the 'areas for improvement', that had been highlighted by HMICFRS, and capturing the actions to address these areas.

1.3 It was agreed that Fire Authority scrutiny would be conducted through the committee structure with regular progress reports being presented to Members.

2. REPORT

2.1 Each of the 25 areas for improvement, within the report, have been allocated to a lead officer, with clear milestones and expected outcomes. Of the 25 areas, 12 were aligned to the Community Safety Committee for scrutiny.

2.2 During the first two years of HMICFRS being established, NFRS seconded an officer to work as a Service Liaison Lead. This officer has now returned to NFRS and has been able to offer greater insight and depth of information relating to the areas for improvement, and the wider HMICFRS inspection process.

2.3 This knowledge and understanding has enabled a review of the 'areas for improvement' to establish the narrative detail which underpins each area and, therefore, has allowed the Service to refine the actions being taken to improve these areas of performance.

2.4 The updated action plan is presented at Appendix A to this report.

3. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no human resources or learning and development implications arising from this report.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken because the information contained in this report does not relate to a change in policy or procedure.

6.	CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7.	LEGAL IMPLICATIONS

7.1   The Fire and Rescue Services Act 2004 places a duty on NFRS in respect of the delivery of its services to communities.

7.2   The Local Government Act 1999 places a statutory duty on NFRS to *'secure continuous improvement in the way in which its functions are exercised'*. The reporting of Service Delivery's performance ensures that the Service is focusing on key objectives as set by the Fire Authority and continuous improvement. This ensures that Members can apply effective scrutiny to be satisfied that statutory obligations are being met.

7.3   The Police and Crime Act (2017) Chapter 4 Section 11, outlines that the English inspectors must inspect, and report on the efficiency and effectiveness of, fire and rescue authorities in England.

8.	RISK MANAGEMENT IMPLICATIONS

There are no risk management implications arising from this report.

9.	COLLABORATION IMPLICATIONS

There are no collaboration implications arising from this report, however discussions with Nottinghamshire Police continue in relation to their experience of HMIC inspections and how NFRS can learn from that in preparation for future inspections.

10.	RECOMMENDATIONS

That Members note the progress made against the agreed action plan.

11.	BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Areas for Improvement	Timescales	Responsible PO	Committee	Commentary

Understanding the risk of fire and other emergencies

	Areas for Improvement	Timescales	Responsible PO	Committee	Commentary
2	The Service should ensure its firefighters have access to relevant and up to date risk information	December 2019	Craig Parkin	Community Safety	The issues that HMICFRS uncovered were mainly associated with data quality within CFRMIS. Data cleansing is currently taking place in order that the CFRMIS Mobile Ops intel module can be implemented. This will improve the quality and overall management of the ops intel system. Data cleansing is currently being conducted and it has been highlighted that some developments to Service systems will be required. There are resourcing challenges due to competing workstreams including Performance Management Framework, Safe & Well Visits (SWVs) and Business Safety Checks requiring a CFRMIS developer's time. Steps have been taken to create further capacity within this team, including reallocation of resources between departments. **November 2019 update:** HMICFRS identified that some of NFRS's risk information is not accurate and some is out of date. It was identified that there are delays – in some cases several months- between a risk inspection and the updating of the file about it and information isn't routinely checked for accuracy. The Service completed 40-60% of follow up visits within the timescales set. The following actions are required to resolve the issues associated with risk information: • Launch of 'mobile ops intel' module on CFRMIS will enable crews to schedule and complete risk information visits directly into CFRMIS minimising delays between completion of the visit and information being received by the Risk and Assurance Department;

					• All risk information will continue to be quality assured by the Risk and Assurance Team prior to uploading to the Mobile Data Terminals; • Mobile Ops Intel will enable auto scheduling of revisits based on risk to ensure that these are done in a timely manner. Performance data will be visible to District Managers and the Risk and Assurance Team for the purposes of assurance and monitoring compliance with review timescales set.

Preventing fires and other risks

3	The service should review and update its prevention strategy to take account of risks	January 2020	Craig Parkin	Community Safety	The inspection highlighted how the Service did not have a published, or adopted, Prevention Strategy and staff highlighted how the Service does not use a strategy. **Actions**: A strategy is being written that overarches 'Safer Communities' - Prevention & Protection. This will be in place by the end of the year. Meetings have been held with Teams to engage in process of writing strategy. Strategy will be presented to Executive Delivery Team (EDT) in October prior to publishing through appropriate governance. **November 2019 update:** A draft 'Safer Communities Strategy' has been developed and had feedback from the workforce, the EDT and the Strategic Leadership Team. This draft is being presented at the January Community Safety Committee for adoption. The Strategy will then be launched, published internally and externally and will form the overarching link between the Service's Strategic Plan and the department's business plans. All Team members will be engaged in the delivery and understanding of the strategy through 1:1 meetings, team meetings and personal development reviews (PDRs).

| 4 | The service should ensure it targets its prevention work at people most at risk | March 2020 | Craig Parkin | Community Safety | HMICFRS highlighted how the Service should increase its targeting of high risk persons, highlighting that NFRS has no targets for the completion of safe and well checks.

Actions:
NFRS will aim to maintain a high level of engagement with those most at risk whilst also increasing the number of SWVs completed. The Service will do this through revising the SWV process, introducing new means of delivery and evaluating the impact during initiatives. So far, NFRS have introduced Data and Intelligence led Community Engagement (DiCE), enhanced our Community Reassurance after Events (CRaE) processes and are introducing the use of On-Call personnel for targeted interventions. Data-Led SWVs are being rolled out across all locations. NFRS are now looking at how the quarterly data and District Plans can be more aligned to ensure delivery of services most effectively. There are targets in place for operational crews and specialist home safety operatives.

November 2019 update:
Data-led SWVs are now being used across the Service to target those areas that are identified as being most 'at risk'. NFRS are completing DiCE events targeted at communities with either low smoke alarm ownership indicators, a high level of incidents or demographics that indicate a higher susceptibility to fire.
Quarterly District prevention plans have been revised and are being launched from the 1st January which will target station-level response to risks in their areas, based on incident and performance data. Evaluation of activities is now introduced to influence future work of the Service. The Service is further developing the referral pathway for partner agencies to enable the sharing of information more effectively, this will be in place by January 2020. NFRS has doubled the number of SWVs completed compared to the same period last year.
Focus has been on increasing the level of productivity - in terms of the number of SWVs delivered – the 2020/21 business plan has outlined how we will then focus on increasing the targeting of these SWVs to ensure that they remain focussed on those most at risk. |

5	The service should evaluate its prevention work, so it understands the benefits better	January 2020	Craig Parkin	Community Safety	HMICFRS highlighted how the Service doesn't monitor its performance at preventing fires and therefore doesn't know what impact it has on community safety. **Actions:** The Service will develop an evaluation framework which will be embedded in all that the Service deliver within Prevention & Protection, and that this evaluation is used to drive the Service's future performance. There is a Station Manager (SM) and Watch Manager (WM) now focussed on ensuring that the Evaluation Framework is reviewed and embedded in work that is undertaken. Work has begun on reviewing the framework and revising Service Policies. Evaluation is starting to be used in recent DiCE and CRaE activities and is being planned in to future events. **November 2019 update:** An evaluation procedure has been re-introduced and will go 'live' from January 2020 which will have a tiered evaluation of all activities. This will report in to an evaluation and performance board which will monitor performance and drive improvement. There is a SM and WM focussed on evaluation and quality assurance – assuring the delivery of SWVs and engagements with communities. The introduction of the performance dashboard will enable to closer monitoring, scrutiny and challenge of performance.

Protecting the public through fire regulation

| 6 | The service should ensure it makes better use of its specialist resources in implementing its risk-based inspection programme. It should ensure it allocates and quality-assures these inspections appropriately | December 2019 | Craig Parkin | Community Safety | The inspection highlighted that NFRS should ensure it has clear systems in place to performance manage fire safety audits and that there was no clear plan in place to manage the workload of fire protection officers. It also highlighted that there is no quality assurance process in place for audits being completed.

Action:
NFRS will ensure it has a thorough, intelligence based risk based inspection programme (RBIP) and that this reflects the current risks within the County and is delivered effectively by Specialist Officers and Response based personnel. The Service will ensure there is a comprehensive quality assurance (QA) process in place to ensure consistency in our delivery. Training begins in October for 'Hazard Spotting' by Crews. A QA process will be in place by the end of this business year and the review of the RBIP is planned in to next year's business plan (as this is a substantial piece of work). The number of Audits has increased and continues to do so.

November 2019 update:
The focus of our specialist resources (FPIOs) has been directed from the sole delivery of audits due to the delivery of Business Safety Checks to all wholetime and On-Call crews – however this has been a conscious decision to upskill the workforce and ultimately deliver a better level of service. The Service is, however, still on-target to deliver more audits than the previous year (1200). Quality assurance processes are being adopted within the department and work is currently underway to designate how this information is captured / recorded consistently. The 2020/21 business plan outlines a major project to review the RBIP methodology and ensure that our resources are directed at the areas of greatest risk in our communities. In the interim, there is a clear process for the allocation of risk-based inspections to officers and this performance is monitored and managed through monthly reports and 1:1 meetings. |

Responding to fires and other emergencies

		December 2019	Craig Parkin	Community Safety	All Incident commanders are qualified to command. Command development and monitoring is in place. Assurance processes within the incident command (IC) training team being developed and will be subject to third party scrutiny via Skills for Justice. IC maintenance of competence part of RedKite PDS and training material being developed on a Regional basis as part of NOG implementation. Skills for Justice review scheduled for September. RedKite PDS review and refresh due to launch October 2019. IC Regional Training materials due for delivery by end of 2019. **November 2019 update:** HMICFRS identified that a structured process to ensure command training revalidation every 2 years wasn't in place for station manager level and above. As a consequence of this, NFRS implemented the following actions prior to fieldwork taking place by HMIC to resolve this issue: • 2 yearly revalidations of Level 2, 3 and 4 incident command training; • Command skill uploaded to ITrent with a 2 year expiration date • 6 monthly performance reporting to EDT of operational competency to provide centralised oversight of operational competency compliance rates As at 26/11/19 compliance rates were: ICL 1 – 98% ICL 2 – 97 % ICL3 – 100 % ICL4 – 83% (Due to Temporary Assistant Chief Officer not being qualified)
7	The service should ensure staff know how to command fire service assets assertively, effectively and safely at incidents				

					The following action is outstanding: • Undertake an assessment of risk to define the standard of command competence required for Area Manager and Principle Officers. To be defined in the Officer Competency Framework Policy to be delivered first quarter 2020.
8	The service should ensure it implements the process to monitor incident commanders and provide feedback following operational incidents.	January 2020	Craig Parkin	Community Safety	Monitoring of ICs at Level 1, and at first call officer level only when in development. Discussion required with Head of Service Delivery to determine if a change of policy and practice is required to implement monitoring at all command levels. **November 2019 update:** It was identified that NFRS has an operational assurance process but that it is not consistently applied. Staff at all levels are not undergoing regular assurance audits nor always receiving or being asked to give feedback following operational incidents. The following actions are required to resolve the issue: • A review of operational monitoring arrangements and updated policy/framework are required to determine and define monitoring of incidents. • Control mobilising arrangements to be amended to reflect updated monitoring arrangements. • Refresher information to be distributed via the operational assurance bulletin to all operational employees concerning the Level 1 debrief form (DB1) which is available for all employees to use to report learning from incidents

| 9 | The service should ensure that, when responding to a 999 call, mobile data terminals are reliable to allow staff to access risk information. | May 2020 | Ian Pritchard | Community Safety | 1. NFRS ICT will continue to work with its Tri-Service Control partners and the supplier of the mobile data terminals (MDTs) and Mobilisation System (Systel) to ensure that these devices can reliably provide operational staff with access to risk information. The 3 CFOs of NFRS, DFRS and LFRS have prioritised the improvement of reliability of MDTs and discussions are on-going with Systel in relation to the next generation of MDT units.
2. NFRS ICT will review the current MDT fault logging process to ensure that it deals with all issues with MDT reliability within agreed SLAs.
3. Satellite Navigation (Satnav) devices that are independent of the Fire Appliance MDT are currently being trialled by 3 Fire Stations within Nottinghamshire. This feasibility project is intended to determine how widely the devices should be rolled out and to develop procedures for their use and ongoing maintenance. Once completed, an implementation project should commence between April 2020-October 2020.
4. NFRS ICT are investigating the possibility of delivering risk information to the Microsoft Surface Go devices that have been distributed to all Fire Stations during 2019. This will provide an additional source of information and resilience for operational crews including access to risk information.
5. NFRS have developed and are in the process of replacing current FRS specific risk information by implementing the National Operation Guidance (NOG) standards. This information will be made available on all Fire Appliance MDTs and Microsoft Surface Go devices provided to Fire Stations. |

Responding to national risks

| 10 | The service should ensure operational staff have good access to cross-border risk information. | March 2020 | Craig Parkin | Community Safety | Cross border risk information being made available via Resilience Direct however challenges making sure up to date, current information is available via MDT's. Scoping currently underway to determine number of premises within 10 miles of all boarder. Once the scale of the information sharing has been determined then an assessment will be made as to the practicality of achieving this. |

					November 2019 update: HMICFRS identified that risk information is shared via MDT in the tri-service between Nottinghamshire, Leicestershire and Derbyshire, however information from South Yorkshire and Lincolnshire cannot be accessed. The following actions have been delivered: • Risk information within 10km of boarders with Lincolnshire, South Yorkshire and Humberside shared in two-way exchange of information. • Resilience Direct site is set up and can be used for the sharing of information. The following actions are required to enable closure: • NFRS Risk and Assurance Team to transfer cross border risk information into CFRMIS to enable uploading of risk information to MDT's and ensure subject to periodic review. • Communicate availability of information to crews via the OA Bulletin • Assurance will be by way of the activities outlined in action 2.
11	The service should arrange a programme of over-the-border exercises, sharing the learning from these exercises.	April 2020	Craig Parkin	Community Safety	The Service exercise planning procedure does take into consideration the need for cross border exercising to ensure effective interoperability. Exercise planning is completed for the year 2019/20. The planning process will be reviewed by the Risk and Assurance Team to ensure that the process is fit for purpose and cross border training will be further integrated into exercise planning for the 2020/21 financial year onwards. **November 2019 update**: HMICFRS identified little evidence of cross border training and exercising. Action completed: • Exercise programme for 20/21 specifies that a minimum of 25% of exercise should include cross-border.

					Actions Required • Identify and prioritise exercises that require cross border input for the benefit of interoperability. • Assure exercise programme to ensure cross border learning objectives are achieved.
12	The service should ensure all incident commanders have a thorough understanding of JESIP (Joint Emergency Services Interoperability Principles.	Complete	Craig Parkin	Community Safety	JESIP training is now delivered to all uniformed members of Service at part of a structured training programme. The JESIP principles are covered and exercised on the initial and refresher training for Level 1,2,3, and 4 Commanders. It is also an integral part of the Local Resilience Forum training courses which are attended by our Level 2,3 and 4 Commanders. Regular multi-agency exercises are also undertaken where the JESIP doctrine is used in simulated emergency incidents. **November 2019 update** This action is not an AFI contained with the published inspection report. HMICFRS identified "Staff at Crew and Watch Manager level haven't received training in this area (JESIP) for some time" The following actions are required: • All Crew and Watch Managers to complete JESIP e-learning and watch the JESIP Major Incident video hosted on NFRS Learn • To be recorded and assured via RedKite PDS • Ensure that JESIP principles are included within Incident Command Level 1 assessment and development.

Getting the right people with the right skills

| 21 | The service should ensure staff are appropriately trained in safety-critical skills, such as incident command. | Complete | Craig Parkin | Community Safety | The joint Assurance, Training and Service Delivery board was started in April this year to provide oversight of performance metrics associated with maintenance of competence, acquisition and revalidation. This was done immediately following the HMICFRS visit due to the issues that were highlighted with core competencies. It has improved the situation and will continue to provide the routine monitoring and governance of performance metrics associated with ops training function.

November 2019 update:

In the training records sampled, staff's critical competencies were up to date. It was highlighted, however, that greater central oversight and robust management procedures for the revalidation and completion of these competencies would be required.

The Service records water rescue specialist skills but not other specialist skills, such as heavy rescue.

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

The following actions have been undertaken:

• Implementation of periodic reporting to EDT (6 monthly) operational competency performance reporting
• Monthly joint Operational Training, L&D and Service Delivery meeting to regularly monitor operational core competency compliance
• ICL level 2 acquisition and revalidation training recorded via ITrent
• ICL 2 command maintenance of competence to be assured via |

| | | | | | centralised command group meetings and recorded and monitored via RedKite by Head of Response.

The following action is outstanding:
- Inclusion of Technical Rescue skills onto iTrent to ensure routine revalidation of these skills in the same way that core competencies are maintained. |
| | | | | | |