

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of Humberside Fire and Rescue Service



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About this inspection

This is the first time that HMICFRS has inspected fire and rescue services across England. Our focus is on the service they provide to the public, and the way they use the resources available. The inspection assesses how effectively and efficiently Humberside 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

Humberside

England

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

86%

86%



Response

Humberside

England

Incidents attended per 1,000 population
12 months to 30 September 2018

14.7

10.5

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

5.8

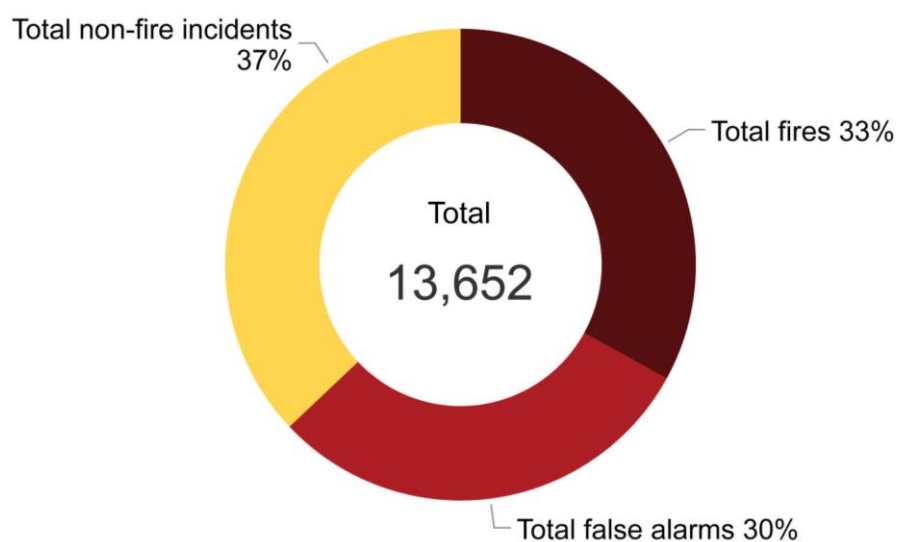
10.4

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

2.3

3.0

Incidents attended in the 12 months to 30 September 2018





Cost

Humberside

England

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

£27.77

£22.38



Workforce

Humberside

England

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

0.9

0.6

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

-9%

-14%

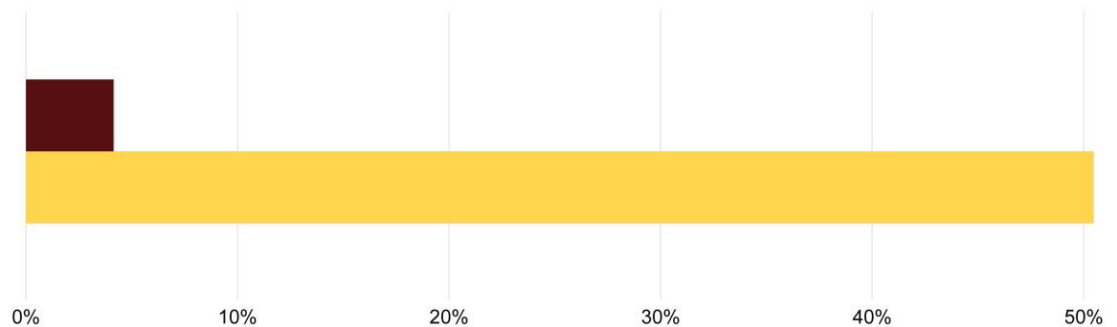
Percentage of wholetime firefighters
As at 31 March 2018

59%

70%

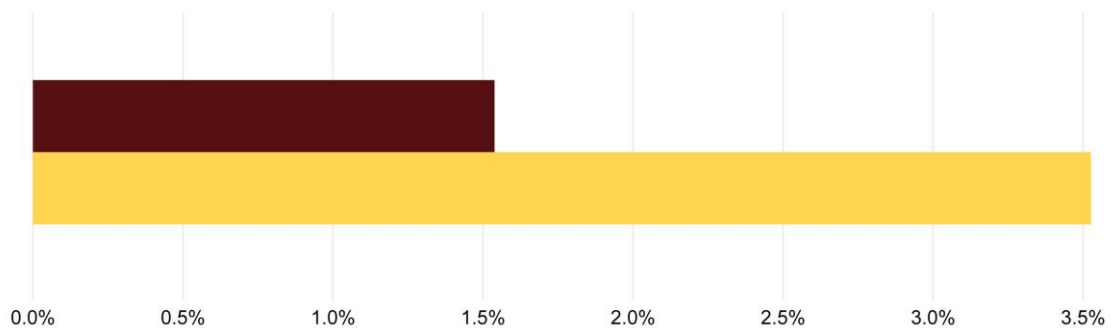
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population



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

● BAME firefighters ● BAME residential population



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

Overview



Effectiveness



Good

Understanding the risk of fire and other emergencies



Good

Preventing fires and other risks



Good

Protecting the public through fire regulation



Requires improvement

Responding to fires and other emergencies



Good

Responding to national risks



Good



Efficiency



Good

Making best use of resources



Good

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



Good

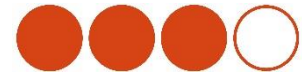


People



Requires improvement

Promoting the right values and culture



Good

Getting the right people with the right skills



Requires improvement

Ensuring fairness and promoting diversity



Requires improvement

Managing performance and developing leaders



Requires improvement

Overall summary of inspection findings

We are pleased with most aspects of the performance of Humberside Fire and Rescue Service (FRS) in keeping people safe and secure. But it needs to improve how it looks after its people, to give a consistently good service.

Humberside FRS is good at providing an effective service. It is good at:

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

But it requires improvement to the way it protects the public through fire regulation.

The service is efficient. It makes good use of its resources and it provides an affordable service.

The way the service looks after its people requires improvement, specifically how it:

- gets the right people with the right skills;
- ensures fairness and promotes diversity; and
- manages performance and develops leaders.

But it is good at promoting the right values and culture.

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

Effectiveness



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



Good

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

The service uses a wide range of data to build a risk profile across its four local authority areas. It uses this information to help decide where to locate its fire engines, and where to focus its protection and prevention work.

The service finds public engagement challenging. It ran an eight-week consultation on its strategic plan in 2017 but had a small number of responses. It also had limited input from the local community on its [integrated risk management plan](#) (IRMP).

The service uses its range of data to identify people in the community who are most at risk from fire and other emergencies. It needs to study the impact of its prevention work and make sure it targets it according to its risk profile. It does a range of work with people who are more likely to engage in fire-setting behaviour.

While the service responds to consultations, building regulation requests and complaints, it doesn't target its protection work on its greatest risks. The service can't carry out its risk-based inspection programme to the expectations set out in its IRMP because it doesn't have enough qualified staff. The service could do more to reduce the impact of false alarms. It is committed to taking [enforcement action](#) if required, and does this well. The protection teams only work during office hours, so when firefighters find urgent protection problems outside these hours there is sometimes no one available to give advice.

The service has effective systems in place to learn from operational incidents, but it is not recording the learning from less serious incidents. It regularly visits and inspects

premises that pose a greater risk to firefighters and the public. This information is stored centrally, but it is not always updated regularly. Firefighters can access this information in their fire engines, although crews say they sometimes have technical problems with the terminals. We found out-of-date risk information in a number of formats. These included printed information held on a fire engine, information on [mobile data terminals](#) (MDTs) and entries on the central database. Not having current risk information poses a risk to firefighters.

The service works well with, and is a leader within, the [local resilience forum](#) (LRF). It participates in planning and exercises for county-wide risks like flooding and fires at industrial sites. Staff are well trained, well equipped and knowledgeable about high-risk sites in their areas. They know how to access information about safety at particular sites, and understand how to identify [vulnerable people](#) at incidents and how to refer them for extra support.

The service has good response plans and is well prepared for incidents at high-risk premises. It has a new team of firefighters to support a response to a marauding terror attack, but so far this team has limited experience.

Understanding the risk of fire and other emergencies



Good

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

Areas for improvement

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

All fire and rescue services should identify and assess all foreseeable fire and rescue-related risks. They should also prevent and mitigate these risks.

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

Understanding local and community risk

We found that the service uses a wide range of data to help it to understand the local risk. The data sources include indices of deprivation for each local authority area across Humberside, the national risk register and local fire service risk mapping.

The service takes data from social demographic profiling tools, and uses health data such as information about age and disabilities. The service also uses Environment

Agency flood maps and fire modelling tools. This data helps the service to form its own high-level risk profile across its four local authority areas.

The service anticipates future risk by using local authority housing and redevelopment plans. Using these plans, in conjunction with previous incident data, the service is able to estimate future demand.

The service uses a range of computer-based fire modelling programmes to assess risk to help it to decide where it locates its fire engines, and to determine how quickly they should be able to reach fires and road traffic collisions. The information also helps the service to decide where to concentrate its protection and prevention work.

The service consults on its integrated risk management plan (IRMP). This includes working directly with its four local authorities as well as other local forums and the public. The IRMP is available in a wide range of formats and languages on request. The service finds it challenging to get the public to engage with the process. Data that the service gave us showed that the last IRMP consultation produced 14 responses from members of the public. A district management structure has recently been introduced to improve local engagement. A senior member of staff is aligned to each of the service's four local authorities. This gives each local authority a point of contact and someone who has responsibility for prioritising the allocation of resources in that service delivery area.

The service provided evidence to show that it had consulted on its strategic plan. Between 11 September 2017 and 3 November 2017, the service ran an eight-week consultation exercise on its future activities. It specifically asked for feedback in four areas that included medical response, [safe and well visits](#), equality and inclusion, and the charging for attendance at repeat false alarms.

We found it unclear how this consultation influenced change. For example, data that the service provided showed approximately 70 percent of respondents (35 out of 50 responses) supported charging for attending false alarms at commercial premises caused by faulty automatic fire alarms. These send an alarm to [fire control](#) when there is no fire. However, the service had not started to charge a fee for attending false alarms at the time of our inspection, which was over a year since the initial consultation took place. In order to maintain validity, the timescales between any public consultations and implementation of activities need to be kept to a minimum.

Humberside FRS covers a large, diverse geographical area, and varying factors affect the risk levels. In order to ensure that each area gets appropriate prevention, protection and response standards, the service subdivides its area into 41 smaller areas. The 41 areas vary in geographical size but approximately 20,000 people live in each area.

The service gives each of its 41 areas a dwelling risk rating (DRR). The DRR is based on the fire casualty and fatality rate within the area. This determines response standards and the levels of protection and prevention work undertaken. The service highlights that, for the higher-risk areas, the risk cannot be reduced by responses alone, but must be done in conjunction with prevention and protection activity.

Having an effective risk management plan

The service's integrated risk management plan (IRMP) outlines five stages to manage risk. These include areas such as prevention, protection and response.

The inspection team found good evidence of continuing work with the LRF. The service chairs the forum and takes part in regular exercises and testing based on the local risk register. High-risk sites have operational tactical plans and are part of its programme of exercises.

We saw a good range of work aimed at reducing the number and impact of emergencies, as well as work to improve public safety and wellbeing. Information is provided within the IRMP, signposting the public on how to prepare for emergencies. This also includes the role of the LRF, community risk registers and community plans.

Evidence we gathered during the inspection clearly showed that, because of continuing capacity problems, the service is not effectively able to carry out its IRMP actions in respect of its risk-based inspection programme. We did find evidence that it uses information from partners such as Humberside Police to identify locations where there is a higher risk of deliberate fire setting. The service is also trialling the use of other datasets such as Care Quality Commission and Food Standards Agency ratings. The gathering of this extra data helps to inform its risk-based programme and influence the direction of the service's work. However, without the necessary qualified and experienced staff to do this work, the service is not using the data effectively.

The service can respond quickly to incidents. All fire engines in Humberside have automatic vehicle location systems. These allows fire control to send the nearest appropriate fire engine to incidents. The response standard for major incidents is ten engines within 45 minutes of declaration. All engines carry equipment to deal with road traffic collisions, and there are specialist fire engines strategically located to deal with multi-vehicle crashes and light goods vehicle incidents. The service has a coastline and ports in its area, so it has marine firefighting capabilities at five specialist stations.

The service has a system in place where the recovery from incidents is helped by support from the Red Cross, in the form of a fire emergency support service. This can also be supported by the community safety staff.

Maintaining risk information

The service has a planned programme of work to ensure that wholetime crews regularly visit and inspect premises that pose a greater risk to firefighters and the public. Fire crews visit these sites to ensure that they are familiar with the site's risks and that the information that the service holds is accurate. The service stores this information centrally. During an incident, firefighters are able to retrieve all the details about a site's risk via an MDT on each fire engine.

However, we found that there isn't a regular programme to ensure that [on-call](#) firefighters make site visits to update risk information. This means that some premises information for on-call station areas is not up to date.

At present, staff have to put any new risk information onto two different databases. The service is working to introduce a new system to prevent this duplication of work.

We found an isolated incident of a fire station holding out-of-date premises risk information as a back-up written copy on the fire engine. The crew told us they did this because of previous intermittent technical problems that caused the MDTs on the fire engine to freeze. We also discovered premises risk information that was out of date on the MDTs and the central premises risk information database. This practice could lead to firefighters accessing premises risk information that is not current.

We found evidence that demonstrated the service's ability to share any risk information that it discovers when staff are doing other work. For example, if staff find dangerous situations, such as a house or flat where the owner is hoarding large amounts of belongings, or a site where there are cylinders that contain highly inflammable or potentially explosive material, fire control adds a temporary risk note to the premises. If firefighters are called to an incident at these premises, fire control can inform crews about potential hazards. We also saw comprehensive plans that the service had developed for temporary events within its area, such as Hull Pride, and response arrangements for a large music festival in 2017.

The service passes on safety-critical information to relevant staff groups. The service has several systems to inform its staff about risk information. These include face-to-face handovers between [watches](#), briefings at the start of shifts and drill sessions, and the use of handover sheets. The service also circulates risk information via an Ops Flash message. All operational staff must confirm that they have received and understood any new risk information via their electronic personal development recording system (PDR Pro).

Preventing fires and other risks



Good

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

Areas for improvement

- The service should ensure it targets its prevention work at people most at risk of fire in the home.
- The service should evaluate the impact of its prevention work and make improvements based on this evaluation.

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

Prevention strategy

Humberside Fire and Rescue Service has a wide range of data available that enables it to identify people in the community who are most at risk from fire and other emergencies. However, we found that the use of this data to target prevention work at those people who are most at risk from fire is not understood across all areas of the service.

The service completed 5,376 [home fire safety checks](#) in the year ending 31 March 2018. The service refers to home fire safety checks as safe and well visits. These visits include identifying potential fire risks, actions to reduce fire risks, ensuring that smoke alarms are fitted, advice on slips, trips, and falls, advice on social welfare, health prevention and health screening and detection.

We would expect that a greater proportion of prevention activity is targeted using the service's own risk data. Of the visits it completed, 39 percent were following a partner referral and 27 percent of visits were unscheduled. Only 19 percent of visits were to people who were registered as disabled, and 46 percent to people who were over 65.

We saw evidence of a wide variety of methods of preventing fire and promoting community safety. But the service could not provide sufficient evidence to show that it is fully evaluating the impact of its prevention work. The service should improve the way it evaluates this work to better understand its effectiveness.

Promoting community safety

We found that the service has a comprehensive prevention strategy and implementation plan linked to its IRMP. However, we also found a lack of consistency and direction in the targeting of this work at the identified risk profile. For example, we would have expected the majority of safe and well visits to be aligned to the service's own available data, but this was not the case.

The service has acknowledged this lack of consistency, and has recently introduced a new district management structure. A senior member of staff is aligned to each of the service's four local authorities. This gives each local authority a point of contact and someone who has responsibility for prioritising the allocation of resources in that service delivery area.

The service carries out fire safety campaigns in line with the [National Fire Chiefs Council](#)'s national campaign planner. The service could not provide us with evidence that it had evaluated the effectiveness of this work.

There is good work with partner agencies in relation to fire prevention. The service relies on referrals from these agencies more than its own data to identify those people at risk of fire, including people who may be at risk of arson or other increased fire risks such as hoarding. Unlike some other fire services, Humberside FRS does not use these partner agencies to carry out safe and well visits on its behalf.

It was clear to the inspection team that staff in Humberside FRS understand how to identify vulnerable people, and how to [safeguard](#) them. We found good examples of staff identifying vulnerabilities and making safeguarding referrals during prevention, protection and response work.

The service has some specialist staff who support the prevention of arson. This work involves identifying arson hot spots, carrying out arson audits to remove combustible materials and increasing the fire service's visibility in the Humberside area.

Data shows that the number of deliberate fires attended by the service have increased from 1,773 incidents in the year ending 30 September 2014 to 2,988 incidents in the year ending 30 September 2018. The service should make sure that it understands all reasons for this increase and evaluates its arson prevention work.

Firefighters visit schools and colleges to give general fire safety and awareness inputs. Fire setter, water safety and behavioural inputs are provided by specialist staff trained in this role. The service works in partnership with The Prince's Trust, delivering personal development programmes for 16 to 25-year-olds with a range of vulnerabilities.

Road safety

Humberside Fire and Rescue Service is a principal member of the Safer Roads Humber Partnership, along with the four unitary authorities, Humberside Police and the highways team. Four full-time fire service staff provide road safety education and engagement. These staff are fully funded by income that is generated from the educational aspect of the road safety partnership. For example, any fines levied on motorists who have committed minor traffic offences are re-invested in the partnership.

The road safety team uses data analysis to identify groups of people who are at higher risk of being killed or injured on the roads, such as newly qualified or elderly drivers. The data can also detail where and when various groups are more at risk of being involved in traffic accidents.

The service engages well with the community around road safety. Data from the service showed that the road safety team provided 265 engagement activities between 1 April 2017 and 31 March 2018, and engaged with over 15,000 people.

Staff use a variety of methods and run specific campaigns, such as bespoke education packages for children and young people aged from 8 to 24. These cover road, bike, scooter and car safety. The work also covers mature car and motorbike drivers.

Staff work with groups such as schools, colleges, Age UK and local employers to raise awareness of commercial road risk. Data shows that drivers who drive as part of their job are at a higher risk of being involved in a road traffic collision, so the road safety team works with local companies to provide information about driving hours, tiredness, stress and vehicle checks. The service carries out the work with commercial organisations on a commissioned basis, and does the non-commercial work free of charge.

The staff who provide the educational sessions are specially trained and qualified to deliver these, and they utilise a variety of techniques designed to change people's behaviour.

The service commissions an independent outside body to follow up the work and to assess performance. The external assessment concentrates on the results of the engagement work, and specifically assesses whether Humberside FRS's road safety education has changed people's behaviour on the roads.

Protecting the public through fire regulation



Requires improvement

Areas for improvement

- The service should assure itself that its enforcement plan prioritises the highest risks and includes proportionate activity to reduce risk. It should also include appropriate monitoring and evaluation.
- The service should ensure it addresses effectively the burden of false alarms (termed 'unwanted fire signals').
- The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme.
- The service should ensure that it has adequate out of hours arrangements for urgent protection issues.

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 has a risk-based inspection programme. However, we found that the service is not effectively matching its resources to risk and that it doesn't have enough qualified protection staff to meet the expectations set out in this programme.

We found that the service is not auditing its identified high-risk premises on a suitable basis. In the year to 31 December 2018, the service audited 116 of the 2,054 high-risk premises it had identified. This is approximately 6 percent of the service's identified high-risk premises. The number of high-risk audits completed has also decreased over the past couple of years, with 303 audits completed in 2015/16 and 296 in 2016/17. In the year to 31 March 2018, the service carried out 2.3 fire safety audits per 100 known premises (which equates to 881 audits) compared with the England rate of 3.0 over the same period.

We were unable to ascertain the service's own expectations for the number of audits it should complete as the service does not set performance figures as part of its risk-based inspection programme.

This drop in the number of audits may affect how building owners are complying with fire safety regulations and could place the public at greater risk of using premises that may be unsafe. For example, if a building does not comply with regulations, the fact that the service is only undertaking limited protection work reduces its opportunity to identify potentially unsafe buildings. It also means that the service is not gathering risk information that it would gather during routine inspections, thereby reducing information given to operational staff about certain buildings within its area.

The service's high proportion of satisfactory audits could suggest that the service may not be consistently identifying and auditing premises that are at higher risk of not complying with fire safety regulations.

Operational fire crews do not carry out any protection work as a standard task. However, the service is trialling a new approach that will see fire crews carrying out short audits on lower risk premises which is a positive step. The service anticipates that this will free up some capacity and enable its specialist protection staff to carry out more audits on high-risk premises.

The service responds to consultations, building regulation requests and complaints within the agreed timescales.

Enforcement

While the service has a low number of prosecutions – two over the past eight years – it is committed to take enforcement action when considered appropriate. A sample of recent enforcement action showed that this had been carried out to a good standard.

The service has an agreement with its local authority housing teams. Housing teams inspect and enforce fire safety regulations in houses of multiple occupation. This relieves some of the burden on the service's protection team. The service must ensure that the local authority teams are identifying any potential risks and sharing this information with operational crews.

The service works alongside other enforcement agencies such as Humberside Police, the Health and Safety Executive and HM Revenue & Customs.

Fire protection is a specialist function. The protection teams mainly work during normal office hours, which means that there is limited capability to deal with urgent fire safety issues outside these hours. It also means that expert advice is sometimes not available to crews or other interested parties who discover urgent, safety-critical protection problems. The service should look to address this.

Working with others

We found that current staff levels and the resulting reduced capacity in the protection teams is limiting their ability to carry out proactive work. As at 31 December 2018, there were 14 competent staff dedicated to protection. This compares with 20 staff, as at 31 March 2015. Three members of staff are currently being trained to become competent in protection work.

With the service's protection resource focused on meeting the service's risk-based inspection programme, there is limited capacity for other work. As a result, there is little engagement with local businesses to ensure that they comply with fire regulations. The service does provide some advice for businesses on its website.

The service still attends 75 percent of the automatic fire alarm calls it receives. We found that fire control does some limited call challenge when a fire alarm is received from an alarm monitoring company. Between 1 July and 31 December 2018, the service received 2,070 calls from automatic fire alarms. We could find no evidence of either fire control or protection staff monitoring or following up the calls to try to reduce the number of false alarms that the service is receiving and attending.

Responding to fires and other emergencies



Good

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

Managing assets and resources

The service carries out a thorough assessment and gains a good understanding of its local risks to determine its response strategy. As at 31 March 2018, the service had 43 fire engines at 31 fire stations (7 [wholetime](#), 19 on-call and 3 wholetime/on-call stations and 2 flexible crewing). These numbers are in line with the service's dwelling risk rating, industrial risks and its response to road traffic collisions. All fire engines have automatic vehicle location systems to enable fire control to [mobilise](#) the nearest appropriate fire engine to any incident.

The service has 15 specialist fire engines, including a hydraulic platform, 3 aerial platforms and several other support vehicles. This means that the service has an appropriate level of specialist vehicles to deal with the range of expected types of incident.

Marine firefighting capabilities are located at five specialist stations along the River Humber.

The service manages the availability of fire engines on a dynamic basis and uses its [wholetime](#) and day duty staff to cover stations to maximise the number of fire engines and staff available every day. Between April and December 2018, average pump availability ranged from 91 percent to 94 percent. A daily brief looks at the availability of fire engines, and the service moves staff to ensure that each area has cover for stations that are unavailable because of crewing, exercising, training or 'live' incidents.

Response

The service's response standard to dwelling fires determines the target time for the first fire engine to arrive on at least 90 percent of occasions as:

- high risk – 8 minutes;
- medium risk – 12 minutes; and
- low risk – 20 minutes.

For road traffic incidents, the standard attendance is for the first fire engine to arrive within 15 minutes on at least 90 percent of occasions.

Between 1 April and 31 December 2018, the service achieved these response standards in 98 percent of incidents.

The target is for a second fire engine to arrive within five minutes of the arrival of the first engine on at least 80 percent of incidents. Between 1 April and 31 December 2018, the service achieved this response standard in 90 percent of incidents.

The service also set a response standard based on a planning assumption for its industrial risks. It sets a target of being able to get 10 fire engines on site within 45 minutes of declaring a major incident.

In the year to 31 March 2018, the service's average response time to [primary fires](#) was 8 minutes 32 seconds.

We found that the service has a programme to review its policies against [national operational guidance](#) (NOG). At present, the only piece of guidance fully adopted is the updated incident command guidance. We found inconsistent evidence about the timescales and priority for full adoption of all NOG. The service has created a temporary area manager role to oversee the implementation of NOG.

We visited 15 operational fire stations during our inspection. The staff at these stations comprised both wholetime and on-call firefighters. We found they were well trained, well equipped and knowledgeable about the high-risk sites in their station areas. The staff we met were able to carry out risk-critical equipment checks to a good standard. The firefighters demonstrated how they accessed site-specific risk information (SSRI), and some staff were able to do this in a timely manner using MDTs on fire engines. However, we noted that firefighters' competence to use the terminals was inconsistent across the range of staff we sampled.

Staff at on-call stations respond to medical emergencies as part of the service's emergency first responder scheme. The emergency first responder staff are additional to fire engine crews and respond in a specialist vehicle. In the year to 30 September 2018, the service responded to 2,510 medical incidents.

Command

During reality testing, we found that incident commanders showed confidence and understanding about their command role. However, not all incident commanders understand some of the changes to incident command systems and terminology in the new national operational guidance. For example, we found inconsistency in the levels of understanding about the relatively new terms used in the guidance such as the 'decision control process' and [operational discretion](#).

Incident commanders demonstrated good knowledge of support materials available to them. These include aide memoires, command support packs, analytical risk assessments and decision logs.

Commanders told us they felt that senior leaders supported them to step outside standard procedures at incidents where it was appropriate. This was supported by our staff survey (please see Annex A for more details). Of the 61 firefighters who were crew manager rank or above who responded, 74 percent agreed that they would be supported to use unauthorised tactics, or use tactics in a novel way if an incident required it.

It was clear to the inspectors that the service gives priority to risk-critical training. Operational crews have a structured programme of maintenance of skills training and operational exercises.

The service uses eLearning programmes for the training and development of incident commanders. The service assesses command skills for station managers and below every two years, and annually for group and area managers. Incident commanders also take part in regular operational exercises as part of their training.

Keeping the public informed

The service uses its website to inform the public about incidents. It is updated automatically with anonymised details of incidents attended and excludes any sensitive information. The service also has Twitter, Instagram and Facebook accounts to promote fire safety campaigns.

Outside office hours, no specialist media support is available to incident commanders. The managers who attend an incident are expected to pass on any media messages. This arrangement could result in important media messages not being communicated because of operational priorities. The service provided evidence that showed some managers have received media training, but this did not cover everyone who would be expected to undertake the role.

We found that staff had a good understanding of how to identify vulnerable people at incidents and how to refer people who may need extra support. Control staff, firefighters and community safety advocates were able to describe and demonstrate the referral process with confidence. Some staff had completed a formal eLearn pack on safeguarding, and other staff had received an informal input from more experienced colleagues.

Evaluating operational performance

The service has effective systems in place to learn from operational incidents. Fire control instigates an operational assurance process in line with the service policy. This formal process allows the incident commander or specialist operational assurance officer to record any learning points on PDR Pro, the electronic training recording system. Once the information is on the system, all staff can add any identified learning points. Around three-quarters of the 126 firefighters or specialist support staff who responded to the staff survey agreed that the service takes action as a result of learning from operational incidents.

However, this process is not fully embedded across the service. We reviewed the service's central database and interviewed staff and found an inconsistent level of understanding about operational learning and varied completion of the forms on PDR Pro. We also found that the service is not recording some lower-level, but important, learning, which it isn't using for continuous operational improvement.

We saw good evidence of the service telling all firefighters and staff about learning. The operational assurance and health and safety teams highlight any significant information. The service tells firefighters and staff about this information via the service's weekly internal newsletter, specialist operational assurance updates or [safety flashes](#) if the service considers that the risk is higher.

Staff on stations are made aware of relevant information during handover and the information is also displayed on everyone's home page on the Personal Development and Review (PDR Pro) system. Staff must indicate they have read and understood the information before they can access any further pages of the PDR Pro system. The system also allows staff to seek further information if they need it.

Following two significant incidents within Humberside, the service created full case studies outlining the learning points. The service shared this information with other fire and rescue services through the [national operational learning](#) system. We also saw the service had reviewed and changed its own operational procedures, in response to both local and national incidents.

Responding to national risks



Good

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

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

Preparedness

The service has trained managers to work with other agencies. Group managers are trained to be national incident liaison officers (NILOs). Senior managers attend the multi-agency gold incident command (MAGIC) training and maintain their competency by taking part in regular exercises as part of the local resilience forum.

The service has a detection, identification and monitoring unit (DIM), boat teams and a high-volume pump that are available as national assets. We found that senior commanders and control staff were competent and confident to mobilise and ask for national assets. The service has a mutual aid policy so that it can support neighbouring services and ask for similar support itself if it needs to do so.

The service has recently created a team of firefighters to support a response to a marauding terror firearms attack (MTFA). The team had only existed for a month at the time of our inspection. We found that this new team has limited experience in this specialist field.

We found that the service has good risk and response plans and is well prepared to attend incidents that occur at its many industrial and high-risk premises.

Working with other services

Crews are confident in being able to access information for high-risk premises in neighbouring services' areas. The mapping software allows crews to see other fire services' risk information to a maximum of 10km outside the Humberside border.

The service is part of the East Coast and Hertfordshire Control Room Consortium (ECHCRC). This service control function will use the same mobilising system as Norfolk, Lincolnshire and Hertfordshire. The service said that it has anticipated this and will provide increased resilience and enable call handling support during periods of high demand. Humberside FRS anticipates that the project will go live during 2019.

Humberside FRS's staff take part in training exercises with neighbouring services at risk sites. These are organised informally rather than as part of a co-ordinated programme. The service would benefit if this were structured to ensure all staff have the opportunity to participate.

Working with other agencies

The service is a principal member of the Humber Resilience Forum (HRF). This gives operational managers the opportunity to take part in several annual multi-agency exercises in line with the HRF exercise planner. For example, during 2018, exercises involved major flooding and mass power outage.

We found that incident commanders and firefighters had a good understanding of the [Joint Emergency Services Interoperability Principles](#). We found evidence of practical application by those staff during multi-agency exercises with other responders.

Efficiency



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



Good

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

The service uses sensible assumptions to plan its budget, and has effective arrangements in place to make sure the goods and services it buys represent value. But it needs to improve the balance between its protection, prevention and response work. It aspires to focus on 'quality not quantity' rather than setting targets for its work, although without proper consistent evaluation it is not clear how it can be sure it is achieving the aspiration of quality.

The service has introduced new shift patterns intended to help make sure the right number of firefighters are available at any given time. These are popular with staff, and have improved morale. But there is no evidence they have improved effectiveness.

The service overspent on its pay budget in 2017/18 but this was balanced within the wider service budget by the end of the financial year, resulting in a small underspend overall. A similar underspend was forecast for 2018/19.

The protection team has got smaller, so the service can do less protection work. This includes reducing attendance at false alarms and reducing its risk-based inspection programme.

Humberside FRS is keen to work with others, whether it is the sharing of estates or functions such as control, or providing services on a cost recovery basis on behalf of the local police force or ambulance service – for example, a team of firefighters who respond to people who have fallen on behalf of the ambulance service.

The service needs to make sure it plans all these collaborations properly and evaluates their success.

The service also generates income from work such as servicing fire extinguishers and renting out its land and buildings. It is actively looking for other similar opportunities. Its [reserves](#) are in line with best practice, and this is expected to continue for the next four financial years.

The service has robust business continuity plans if something happens that directly affects staff or stations, such as power cuts or extreme weather.

Making best use of resources



Good

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

Area for improvement

- The service needs to show how extra capacity generated through shift changes has been used to improve public safety.

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

We found that the service's allocation of budget and resources supports the work set out in its integrated risk management plan and its strategic priorities.

The service has allocated resources to prevention, protection and response, but has not demonstrated a clear rationale for the levels of work. We found a lack of balance between prevention, protection and response work. This means some parts of the service are meeting their targets but other areas, such as protection, are not fulfilling the expectations set out in the strategic plan.

The service has sensible planning assumptions. It is fully aware of the demands on which to base its current and future budget.

The service has good arrangements in place for securing value for money in its use of resources. Its finances are audited every year. As well as having an independent annual audit, the governance and audit scrutiny committee offers further financial assurance.

The service gave us data suggesting that, since 2010, external funding has fallen by about 40 percent, equating to nearly £11.5m. As a result, the service has made efficiency savings, mainly reductions in the number of firefighters and support staff, through the service's redesign programme.

In the year to 31 March 2018, the firefighter cost per head of population was £27.77. This compares with 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, levels of deprivation and number of high-risk premises.

The service has a balanced budget through to 2022/23, which means it will not have to use reserves to balance any budget requirements.

Productivity and ways of working

The service uses some flexible workforce patterns. There are two main shift systems, on-call and wholetime. Wholetime staff work a self-rostering system that allows them to work a 24-hour shift. This system started as a trial at one station nearly three years ago and at the time of our inspection had been live at all wholetime stations for ten months.

The system is very popular among the staff who work it. The service told us that the shift system has increased staff morale and reduced sickness and station running costs. The service did not provide any evidence of an evaluation that supported any benefits relating to risk mitigation, increased public safety or effective use of increased wholetime crew capacity.

The inspectors found station work routines that do not maximise time available for prevention work. For example, crews undertake routine station work, and test their equipment during the daytime when there is more opportunity to engage with the public.

We found that the service has a system to manage on-call contracts effectively. There are different pay bandings that offer higher rates of pay for periods that are traditionally difficult to get staff to commit to. Staff in the on-call hub oversee this process.

We found the service had transitioned from home fire safety checks to safe and well visits, and this contributed to a reduced number of physical visits. Physical visits are only conducted for high risk; other methods are used for lower risk, including providing information by leaflet. The service claims to focus on quality, not quantity. However, it wasn't able to provide evidence to support this approach. Because the service doesn't have targets for the numbers of checks it carries out, or the quality of its work, the service doesn't have a good enough understanding of its effectiveness in this important area.

The service monitors its overall performance and reports this to the [fire authority](#) on a quarterly basis. The reports cover prevention, response, projects and strategic risks.

It was not clear to the inspectors how this strategic overview translates to daily task allocation for service delivery staff. The service intentionally does not have any target-driven performance indicators.

We found inconsistency in the service's performance management regime. Station-based staff must fill in a monthly performance sheet to say if they have completed all required work and training. This sheet then goes to the station manager for oversight. It was not clear how much challenge or quality assurance is involved.

The new district delivery model gives the local managers autonomy to allocate tasks in line with the local priorities. The service is introducing a performance management dashboard to assist local managers to prioritise local task allocation.

Collaboration

The inspection team was pleased to see examples of collaborations which are benefitting the community and the organisations involved in the work.

The service is involved in several collaboration projects. The most notable is the first responder scheme. This scheme was developed to support colleagues from the ambulance service to meet attendance times in its identified hard-to-reach locations. The scheme ran as a pilot with a full evaluation. Since this initial pilot in 2013, the scheme has now been rolled out to 14 on-call stations in the service's area.

We also saw evidence that other collaborations had been scoped and evaluated to ensure that the initial objectives had been satisfied. We did find, though, that this standard approach had not been applied to all collaboration projects.

The service doesn't generate profit through its collaborations: it provides services on a cost recovery basis. For example, the NHS ambulance trust reimburses the service for every call the service attends under the first responder scheme. The service works with the Hull Clinical Commissioning Group (CCG) to provide a 24/7 response to people who have fallen in their homes. The CCG commissions this work, and it is cost neutral for the service. It benefits the CCG by releasing resources previously used to attend these incidents. It also allows the service to redeploy up to ten operational staff who in the short term are no longer able to carry out full firefighting duties.

As a result of the work with the Hull CCG, the new East Hull fire station has been relocated to the Hull integrated care centre. We found that this new collaboration has the potential to increase engagement with at-risk groups such as the elderly and people with disabilities, but it was not yet working to its full potential. We look forward to seeing how this collaboration develops for the benefit of the community.

The service has also created a shared vehicle workshop with Humberside Police. The service told us that this has resulted in an annual recurring £30,000 saving for the service, increased resilience of the mechanic team and a reduction in the time taken to repair equipment and fire service vehicles.

Humberside Fire and Rescue Service and Humberside Police have entered a legal agreement under the Police and Crime Act 2017 to create a shared estates management team. This partnership has now been implemented. The service was able to outline the benefits of this partnership, but it has not yet fully evaluated them.

The service is part of the East Coast and Hertfordshire Control Room Consortium (ECHCRC). The project provides the opportunity to develop a resilient mobilising function across the four fire and rescue services – Humberside, Lincolnshire, Norfolk and Hertfordshire. The project was funded by a £7.2m grant from the Department of Communities and Local Government. The service anticipates that this function will go live during 2019.

We found that, while the service monitors, reviews and evaluates the benefits and outcomes of any collaboration, it does so inconsistently.

Continuity arrangements

The service has robust business continuity arrangements in case extraordinary events affect its ability to provide an effective service to the public. These arrangements cover all areas of the service. While the service has tested its plans for ICT and fire control, it could do more to make sure its continuity arrangements at all locations and functions are tested regularly.

During our inspection, we found that the service's protection department had had to use its continuity arrangements to cover a staffing shortfall. The impact this is having on the service's protection work is covered earlier in this report.

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



Good

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

Improving value for money

The service budget for 2017/18 is £43.3m. This is down from £43.8m in 2016/17. The planned budget for 2018/19 is £42.5m, comprised of grant funding £17m, business rates £3.5m and council tax precept £22m. Since 2010, the service has removed approximately £11m from its budget; the service is now 20 percent smaller than it was in 2010.

The service is piloting a shift pattern at full-time fire stations with the aim of making sure it always has the optimum number of full-time staff available. Under the previous system, there were periods when there were either excess firefighters or too few staff on duty. The new shift pattern helps the service better match resources to demand and reduce staffing costs. The service uses retirement profiling to predict future staffing needs. However, in recent years, the service has inaccurately predicted the number of staff retiring. As a result, it has recruited more people than it needed to. The service was anticipating a 2.67 percent overspend in its operational pay budget in 2018/19, and had overspent its pay budget in 2017/18. However, pay and non-pay overspends have been more than offset by additional income above that budgeted for, so that the service generated a small revenue underspend in 2017/18 and a similar amount was forecast for 2018/19.

The service has reserves of £9.9m which are in line with best practice guidelines. It has earmarked approximately £5m to fund insurance, invest in collaboration and innovation, provide capital funding and increase the resilience and efficiency of the service. It also draws on reserves to support building maintenance, purchase new personal protective equipment and fund vehicle replacement programmes.

The service used to replace its vehicle fleet on a rolling programme. We are pleased to see the service is now making best use of public money by only replacing engines and vehicles when needed.

The service is actively seeking to reduce the cost of borrowing by identifying other sources of funding and controlling capital spend. This is necessary because of the budget reductions it has faced in recent years. Since 2012, it has reduced the amount it borrows from £18.3m to £14.7m in 2018.

Innovation

The service has an ICT capital programme of £600,000 per year. Examples of digital improvement include MDT updates, agile working for staff, the introduction of Office 365 and updates to its data centre. The introduction of agile working and Office 365 allows greater flexible working and should make staff more productive.

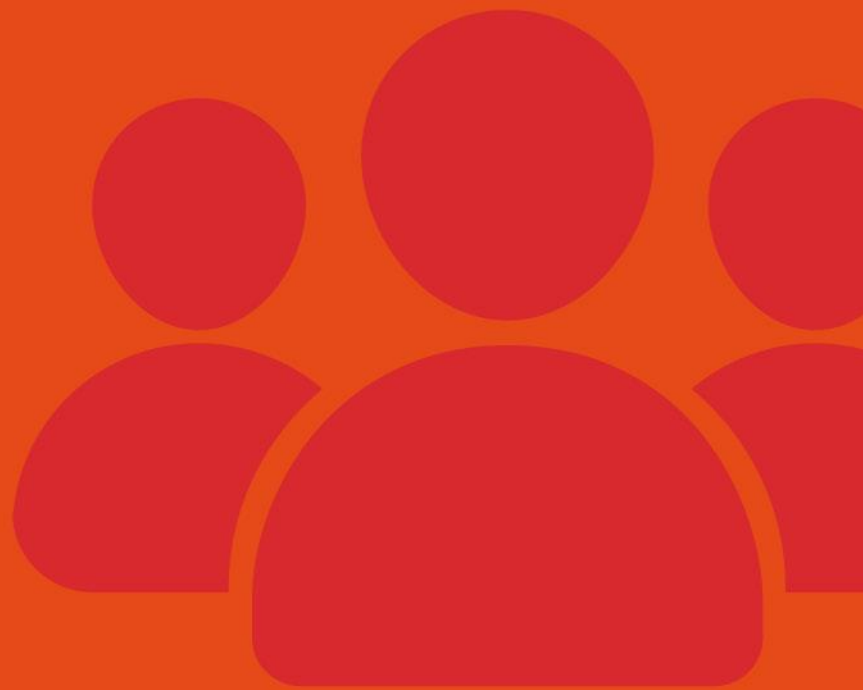
Future investment and working with others

We found that the service is actively exploiting opportunities to generate external income. It currently provides a team of firefighters who respond to people who have fallen in their homes. This consists of ten firefighters who are paid for on a cost recovery basis by the CCG. The team works a rota system to be able to respond under normal road conditions to people within the Hull CCG. This work reduces the burden on the NHS and offers opportunities for operational staff some of whom in the short term are not fit for full firefighting duties.

While the service doesn't operate a trading arm, it has links with a community interest company (CIC), Humberside Fire and Rescue (HFR) Solutions. The CIC has articles of association that allow it to provide grants to the service and it pays the service approximately £65,000 a year in rental income.

The service generates income from work such as servicing fire extinguishers and renting out its land and buildings, including training facilities. The CIC also provides training to the service and offers opportunities for service staff to join them on secondment for career development. The CIC provides funding to support community projects such as the sponsorship of training and equipment for two fire detection dogs, and community defibrillators at rural stations throughout Humberside.

People



How well does the service look after its people?



Requires improvement

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

The service has health, safety and wellbeing policies. It gives support to staff who have been in traumatic situations or have mental health needs. The system relies on managers or individual staff members to recognise signs and symptoms of health issues and make referrals when support is required. Not all managers or staff understand how to access the support networks that are available.

The service takes health and safety seriously. Staff get appropriate training. The service learns from incidents and updates its procedures accordingly.

The service has a set of values that are understood and demonstrated by staff at all levels. Senior managers regularly visit stations to give and receive feedback.

The service takes into account its future needs when planning recruitment. Most staff feel that they have the right training to do their jobs, but training for non-operational work is hard to access, not widely available and poorly recorded. In the fire protection teams, there aren't enough trained and competent staff to do the work as effectively as is needed.

The service has a clear policy for staff grievances. But it doesn't track all grievances, especially ones that are resolved informally, to identify any trends and to make sure they are handled fairly. Most staff feel that they have opportunities to feed their views upwards, but fewer are sure their views will be listened to or that they can feed back freely without repercussions.

Individual performance management is uneven across the service. The personal development and review (PDR) process has been updated, but is used inconsistently. The outcomes vary depending on the manager, and some staff have never had a PDR. Some staff feel that promotion processes are frequently changed and there appeared to be a perception among some staff that this meant the processes are not fair, consistent or clear.

The service promotes diversity and engages with under-represented groups in its staff. It is taking steps to improve the diversity of its firefighters, with some positive results, though it doesn't yet reflect the community it serves. Senior managers are supportive of this, but not all staff understand the benefits of this important work.

Promoting the right values and culture



Good

Humberside Fire and Rescue Service is good at promoting the right values and culture. But we found the following area in which it needs to improve:

Area for improvement

- The service should assure itself that staff understand and have confidence in the purpose and integrity of wellbeing policies and provision.

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

Workforce wellbeing

We found evidence that the service has health, safety and wellbeing policies in place. However, evidence of the staff's understanding of the wellbeing support and referral routes was inconsistent.

The service has a [critical incident](#) support process to help staff who have been exposed to traumatic situations. Fire control instigates the process, and the occupational health department makes follow-up calls.

The charity MIND runs a Blue Light programme to give mental health support to emergency service staff and volunteers. Blue Light champions throughout the service provide additional mental health support. Both these services rely upon a form of self-referral or self-realisation by the people or managers involved. We could not find evidence that some direct first-line managers or staff had been trained how to identify wellbeing concerns for themselves or colleagues. There was limited evidence of staff using the services available, such as critical incident support and MIND counselling.

There are eight members in the occupational health team. At the time of the inspection, three staff vacancies were being filled by agency staff. We found that this was affecting the service's ability to promote early interventions to identify health and wellbeing problems.

It was clear to us that senior managers promote wellbeing. They have organised mental health awareness conferences for the last two years and have also signed up to the Blue Light pledge for mental health. Our findings indicated that although there are frameworks and policies in place for wellbeing, not all staff understand them fully, or use them.

The service's annual performance report 2017/18 indicated that, when compared with 2016/17, average sickness absence per person has increased across the full-time duty system, service control and support staff.

Health and safety

We found evidence that the service takes its health and safety responsibilities seriously. There is an electronic recording system for all health and safety related incidents and [near misses](#). The system automatically notifies the representative bodies of a new entry on the system. This collaborative approach has supported a more positive culture for health and safety across all areas of the service.

We saw examples where the service has changed procedures following safety-critical incidents. The health and safety team produces safety flashes that it sends to every firefighting team to highlight new health and safety matters. Firefighters must acknowledge these updates on their personal development and review systems before they can continue to look at the main website.

Staff get appropriate health and safety training. All staff must undertake a one-day health and safety awareness course. Managers have different levels of qualification in line with their role requirements. Training refreshers are provided via courses and eLearn packages.

We saw performance information that clearly demonstrated that the number of near miss recordings had increased between the 2016/17 and 2017/18 reporting periods. The data also showed a direct correlation to a decrease in the number of actual accidents being reported within the same period.

Of the 206 respondents to our staff survey, 97 percent agreed that they are encouraged to report all accidents, near misses and dangerous occurrences, and 98 percent of respondents agreed that they know how to do so.

Humberside Police is now using the service's health and safety team as a competent advisor for health and safety matters.

Culture and values

We found that the service has a set of values and behaviours that firefighters and staff at all levels within the organisation genuinely understand and demonstrate. The service created these values in consultation with the staff and they include areas such as leadership and innovation. We found evidence that senior managers act as role models and demonstrate commitment to service values through their behaviour. We felt that this showed that there is a strong organisational commitment to the values at a senior level. The strategic leadership team visit fire stations and other departments to give direct messages to all staff and seek direct feedback.

The values are well accepted and understood in all aspects of the service. The service is now using these values as the basis for recruitment, personal development reviews and the promotion processes.

The service stages an annual awards evening to recognise staff, partners and other members of the community who particularly demonstrate the service's values and behaviours.

Despite this range of good work, of the 206 respondents to our staff survey, (which is approximately 19 percent of the total workforce), 26 percent reported feeling bullied or harassed and 31 percent reported feeling discriminated against at work in the last 12 months. So at least a quarter of respondents feel they have experienced behaviours that are inconsistent with the culture and values of the organisation. There are limitations to the staff survey which should be considered alongside the findings. We explain these in Annex A.

Getting the right people with the right skills



Requires improvement

Areas for improvement

- Training and development for non-operational roles needs to be more structured and consistent.
- The service should ensure its workforce plan takes full account of the necessary skills and capabilities to carry out the integrated risk management plan.

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

Workforce planning

The service has a workforce plan that considers future staffing requirements against set budgets and leaver's data. The service uses this plan to support the future recruitment needs for the service. It is a relatively new document that focuses on all roles.

As mentioned previously, the service has recently inaccurately predicted the number of staff retiring, which resulted in it recruiting more people than it needed to. We found areas within the service that did not have enough trained and competent staff to be able to provide its function as effectively as possible. These functions include the fire protection teams and the occupational health department. Three of the eight positions within the health team are filled by agency staff, and feedback to inspectors indicated this affects the levels of support available. The service is also experiencing difficulties recruiting firefighters at some of its on-call stations.

We found that succession planning is limited to starters, movers and leavers. It does not take full account of the requisite skills and capabilities that the service needs to implement the integrated risk management plan.

Learning and improvement

We found that the service gives operational and risk-critical training sufficient priority. The service produces an annual operational training needs analysis. Stations are grouped into small clusters and each cluster carries out the practical training theme on a monthly rolling programme.

Operational crews record their maintenance of competence on PDR Pro, an electronic system. The PDR Pro traffic light system allows staff and line managers to see what training is required. We sampled several records and we found that most staff are maintaining a good level of competence. This allows local managers to arrange training to suit the needs of their staff.

The service plans theoretical training for operational staff every year. Staff must complete several assessable eLearn modules every month.

Of the 206 respondents to our staff survey, 69 percent agreed that they had received sufficient training to enable them to do what is asked of them. However, 60 percent of respondents did not feel that they are given the same opportunities to develop as other staff in the service.

The service does not plan training for non-operational staff or firefighters on non-operational duties to the same extent. Training for non-operational roles is inconsistent and staff cannot access it as easily, nor is it widely available. For example, every member of the operational side of the service has mandatory training and development that is planned and monitored. This is not the same for those staff who are not in operational roles.

There are multiple systems for recording the training for non-operational staff. This lack of corporate oversight has led to inconsistent levels of compliance with the mandatory training requirements for these members of staff.

Feedback from on-call staff suggested that they struggle to complete all the required training in the limited time they have available each week.

Ensuring fairness and promoting diversity



Requires improvement

Areas for improvement

- The service should assure itself that staff are confident using its feedback mechanisms, so these help the service gather valuable information.
- The service should assure itself that it has effective grievance procedures.
- To identify and tackle barriers to equality of opportunity, and make its workforce more representative, the service should ensure diversity and inclusion are well-understood and become important values of the service.

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 inspection team found that staff regard feedback processes as effective. Methods of feedback available to staff include the staff survey, a programme of senior leadership team visits, weekly written publications and formal committee meetings. We found that the service had given minimal feedback to staff on the results of the last staff survey.

The service used an independent company to undertake the most recent staff survey in November 2016. At the time of the survey, Humberside FRS had 1,016 employees, and 444 of them completed the survey. We saw little evidence of the service making immediate changes because of this survey. However, there was a revised programme of staff engagement visits by senior managers to every workplace and staff group.

Of the 206 respondents to our staff survey, 65 percent agreed that there were opportunities to feed their views upwards in the service. However, only 40 percent were confident that their views would be listened to and only 41 percent felt able to challenge ideas without any detriment as to how they would be treated afterwards.

The service has recently commenced daily briefing meetings to improve two-way communication. The briefings cascade from the executive leadership team through to staff. Some technical difficulties have prevented full implementation of the

daily briefings across all stations. The service is working to rectify this, so that the daily briefings can work to best effect.

Senior staff have direct contact with all teams on a rolling programme. All stations and departments are visited once a year by a member of the service's strategic team, and managers do 'back to the floor' engagement work alongside wholetime shifts and other staff groups.

We found that the service has a clear policy for dealing with staff grievances. The policy clearly articulates the desire for grievances to be resolved informally where possible. We found that although the policy is clear, there is no systematic process for understanding or monitoring grievances that are resolved at this first stage. This lack of oversight and understanding means that the service is not managing, identifying and dealing with any trends before they reach the stage where a member of staff escalates their grievance to the formal stage.

It was clear that there is good engagement with all representative bodies. The service consults these bodies about changes that might affect their members. A good example of this is the recent shift change pilot introduced at the suggestion of staff.

We found that some staff groups have a perception that the service does not treat them equally compared with other groups. For example, there is a perceived difference in the number of development opportunities afforded to operational staff as opposed to those for non-operational staff.

Diversity

We found that the service promotes equality, diversity and inclusion (EDI). It was also evident that it engages with under-represented groups in the workforce. This enables the service to resolve staff concerns and work towards ensuring fair and open opportunities for all under-represented groups.

We could see that EDI groups are in place. These groups are involved in impact assessment and consultation on new policies and working arrangements.

The service does not currently reflect the community it serves. The service employs a disproportionately low number of female staff. As at 31 March 2018, 17.8 percent of the total workforce were female, and 4.1 percent of firefighters were female. We did find evidence that the service is taking steps to improve the diversity of its wholetime firefighters, with some positive results in the last recruitment campaign. The most recent recruitment campaign for wholetime firefighters included 6 female and 2 black, Asian and minority ethnic (BAME) recruits from an intake of 22 people. The service now needs to build on this success in recruiting staff from currently under-represented groups. As at 31 March 2018, 1.5 percent of firefighters were from a BAME background. This compares with a BAME residential population of 3.5 percent.

There is a structured approach to improving EDI. The service has plans in place to address disproportionality, but has not yet fully implemented them.

We found that not all staff fully understand the benefits of a diverse workforce or of positive action events. Some staff said that they felt positive action had gone too far. The service needs to ensure that all the workforce fully understand and embrace the EDI agenda and its benefits for Humberside FRS.

It was clear that staff see the chief fire officer as a champion of EDI, and the senior leadership team shows a strong commitment to EDI matters. The service promotes its commitment to EDI through publicity campaigns on fire engines. It has fire engines displaying 'pride' regalia, and supports and attends events such as Hull Pride. The service is also committed to the He4She movement promoting women in the workplace. This is a UN-backed movement to improve gender equality.

Managing performance and developing leaders



Requires improvement

Areas for improvement

- The service should improve understanding and application of the new performance development review process among all staff.
- The service should ensure that selection, development and promotion of staff is open, transparent and fair, including the use of temporary promotions.

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

Managing performance

We found evidence that the service has refreshed the personal development and review (PDR) process, and that the new system is consistent with the service's values. Evidence of the completion of meaningful PDRs was inconsistent. Some staff have never had a PDR. We also found that the outcomes of PDRs vary, depending on the manager who does the review. This is a concern, because the PDR process is inextricably linked to the service's ability to produce a valid training needs analysis (TNA). The TNA work can only be fully effective once all PDRs are completed.

A lack of consistency around PDRs may have an impact on staff development. Of the 206 respondents to our staff survey, 60 percent were satisfied with their current level of learning and development.

Developing leaders

The service has mechanisms in place to develop its leaders. It has a development framework for developing operational skills. The service has a leadership framework that at the time of inspection was at the point of roll out. This framework lays out learning and development requirements for leaders and a planned approach to internal management development. No implementation date has yet been set for this but we look forward to seeing evidence of the benefits of this work once it is fully implemented.

The service has a talent management framework as part of its workforce plan. The aim of this is to identify future leaders and potential staff for significant roles. This is an important part of workforce development however we found little evidence of this being in place for all roles within the service.

We did find evidence that senior managers can apply to attend development courses such as the executive leadership programme (ELP) via the National Fire Chiefs Council. Newly promoted managers attend Chartered Management Institute or Institute of Leadership and Management courses at Grimsby College. There was also some other evidence of the service supporting staff to undertake secondments to aid personal development.

Staff told us many managers were in temporary positions and were often moved. Consequently, managers have limited opportunities to build effective relationships, and staff are less able to engage the leadership team via their managers.

During feedback sessions, it was clear to the inspectors that some staff felt that promotion processes are frequently changed. An example was altering the qualification needed to gain promotion, such as the Institution of Fire Engineers' exam requirement. Although the service informs staff about any changes, we found a perception that the processes are not fair, consistent or clear.

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. Humberside Fire and Rescue Service is a combined FRA.

Metropolitan FRA

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

Combined FRA

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

County FRA

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

Unitary authorities

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

London

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

Mayoral Combined Authority

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

Police, fire and crime commissioner FRA

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

Isles of Scilly

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

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