



## Her Majesty's Fire Service Inspectorate for Scotland

### Performance Monitoring Inspection of Fife Fire and Rescue Service

#### **Fife Council**

Fife House  
North Street  
Glenrothes KY7 5PP  
Convener: John MacDougall  
Chief Executive: Douglas Sinclair  
Head of Finance: P Ritchie

#### **Fife Fire and Rescue Service**

Service Headquarters  
Strathmore Road  
Thornton  
Kirkcaldy KY1 4DF  
Firemaster:  
N H Campion QFSM MIFireE

**Geographical Area:** 1,307 km<sup>2</sup>

**Population:** 345,000

**Staff:** Wholetime: 384

Retained: 104

Volunteers: 0

Control: 21

Non-uniformed: 29

**Vehicles:** Pumping appliances: 21

Aerial appliances: 2

Special appliances: 3

**Total calls received:** 14,515

**Total incidents attended:** 6,862

#### **Fire Safety Inspections:**

Statutory Inspections: 2,815

Other Inspections: 1,995

Plans examined: 389

#### **Budget**

(expenditure): **£17,735,000**

#### **INTRODUCTION**

Fife Fire and Rescue Service was inspected by HM Fire Service Inspectorate during 23 and 24 October 2000. The Inspection was undertaken to monitor performance and seeks to inform the public and those responsible for the fire service on current activities.

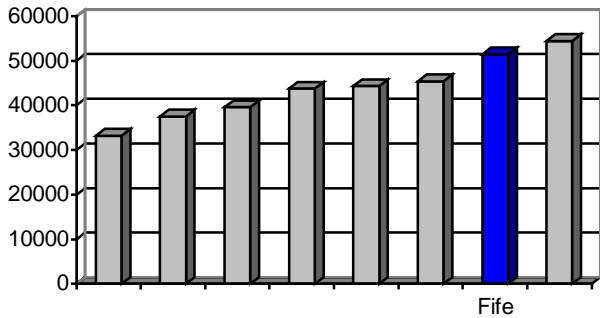
In addition the inspection provides continuity between the principal inspections conducted every three years and an updating regarding relevant professional matters.

The inspection team consisted of HM Chief Inspector Dennis Davis assisted by Inspectors Allan Whitton, Charles Stewart and Angelo Errigo. Firemaster Nigel Campion was not available during the inspection due to illness and HM Fire Service Inspectorate was assisted by Deputy Firemaster Alistair Wyse and senior managers.

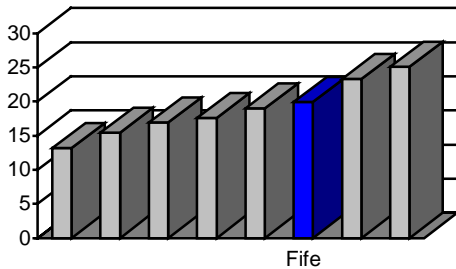
#### **KEY FINDINGS**

- The key findings of the inspection were:
- There is a need to establish a cohesive management approach to service planning with a fully integrated consultation process.
- Internal consultation and industrial relations would benefit from improvement.
- Ownership of the Service's emergency fleet should be determined as soon as possible and a review of transport operations carried out that includes provision, replacement and maintenance arrangements.
- The achievement of Best Value will require senior management to explore a full range of options. The Authority will need to support this approach by enabling collaborative and joint working arrangements to be fully explored.
- Validation of workload, identification of efficient support arrangements and cohesion between the various planning aspects of fire safety, within the Fire Service and with Fife Council, will help improve this important preventative action.

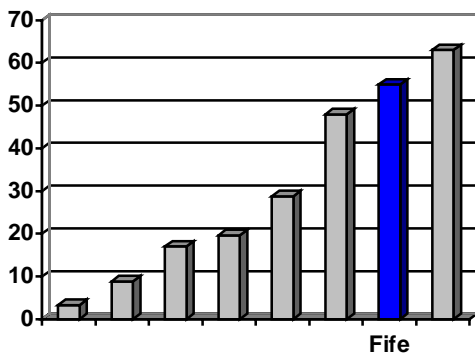
**Cost per 1000 Population**



**Calls per 1000 Population**



**No. of calls per Firefighter**



**MANAGEMENT**

The service has commenced a process of service planning which still has some way to develop. It is important as this process unfolds that support is offered by the Authority, both through officers and elected members. There are also serious concerns regarding internal consultation and strategic management. Delays have also been occasioned in the progression of Best Value although these are being resolved. In this context the fullest range of options which the Service senior management might wish to be explored should be fully considered by the Authority.

**HUMAN RESOURCES**

In general the human resource functions demonstrate both enterprise and commitment. The inter-relationship of shared responsibilities between the Service and Fife Council is working. Improvements, in setting training priorities, like Investors in People, and occupational health services, are possible. In-service elements that likewise may be improved involve re-evaluations of some identified training difficulties and the speedy introduction of premises risk assessment.

**OPERATIONS**

Continual progress is being achieved in operational preparedness with the production of action has also been taken to improve the environment within the Control Centre. Opportunities exist, however, for the improvements to be achieved in mutual aid arrangements in relation to interoperability and equipment compatibility along with the management and maintenance of the emergency vehicle fleet.

**FIRE SAFETY**

The overall impression is one of having a settled and experienced inspecting officer base allied to a new wing of Community Fire Safety officers created within the last six months who are really still finding their way to a certain extent. Following a desk based risk assessment of known premises an inspection programme has been adopted.

**PERFORMANCE MONITORING  
INSPECTION OF FIFE FIRE AND  
RESCUE SERVICE**

October 2000

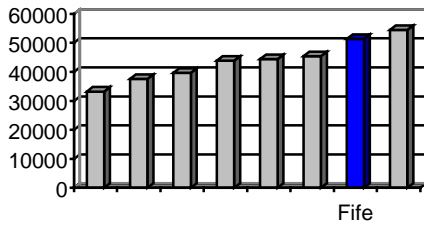
A Report by  
HM Fire Service Inspectorate for Scotland  
Saughton House  
Edinburgh

## INTRODUCTION

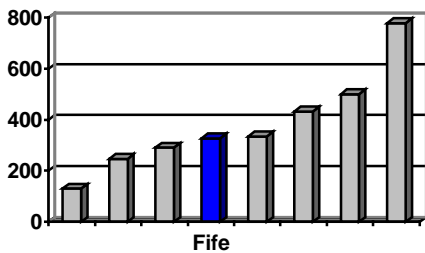
1. Fife Fire and Rescue Service was inspected by HM Fire Service Inspectorate during 23 and 24 October 2000. The inspection team consisted of HM Chief Inspector Dennis Davis assisted by Inspectors Allan Whitton, Charles Stewart and Angelo Errigo. Firemaster Nigel Champion was not available during the inspection due to illness and HM Fire Service Inspectorate was assisted by Deputy Firemaster Alistair Wyse and senior managers.
2. HM Fire Service Inspectorate conducts routine inspections of all 8 fire brigades in Scotland and the Scottish Fire Service Training School. A Principal Inspection is conducted every 3 years whilst in each intervening year a Performance Monitoring Inspection is undertaken. This inspection is to monitor performance and seeks to inform the public and those responsible for the fire service on current activities. In addition the inspection provides continuity between the principal inspections conducted every three years and an updating regarding relevant professional matters. Areas subjected to consideration for review are shown at Appendix A, although only those deserving note are mentioned within this report.
3. The key findings of the inspection were:
  - There is a need to establish a cohesive management approach to service planning with a fully integrated consultation process.
  - Internal consultation and industrial relations would benefit from further improvement.
  - Ownership of the Service's emergency vehicle fleet should be determined as soon as possible and a review of transport operations carried out that includes provision, replacement and maintenance arrangements.
  - The achievement of *Best Value* will require senior management to explore a full range of options. The Authority will need to support this approach by enabling collaborative and joint working arrangements to be fully explored.
  - Opportunities exist to improve joint working with other fire services.
  - Validation of workload, identification of efficient support arrangements and cohesion between the various planning aspects of fire safety, within the Service and with Fife Council, will help improve this important preventative action.
4. Against the background of these principal findings it is confirmed that operational service delivery both for firefighting and rescue and preventative services are operating efficiently. The improvements identified are required to ensure that the service can confront the many substantial issues which will have to be pursued in the very near future.

COMPARISON AND TRENDS AMONGST ALL SCOTTISH BRIGADES

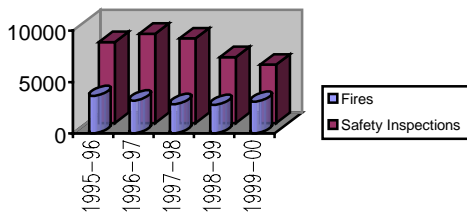
Cost per 1000 Population



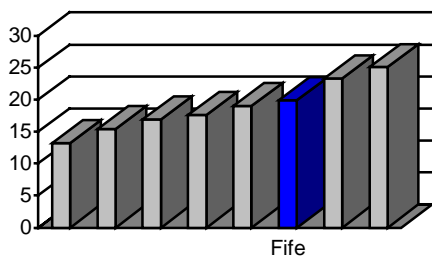
No. of calls per Control Operator



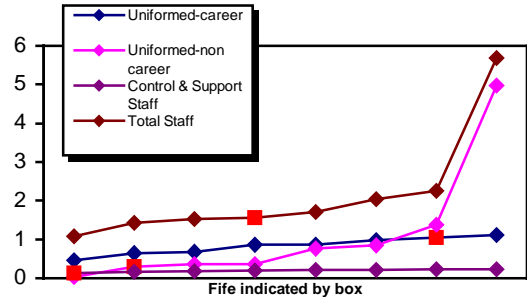
No. of Fires v Safety Inspections in Fife for last 5 years



Calls per 1000 Population

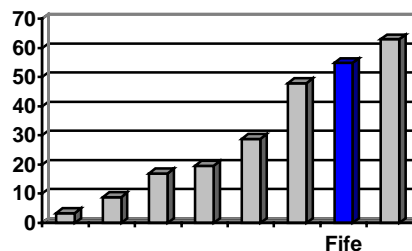


Actual No. of Staff per 1000 Population



5. Emergency calls have remained fairly constant against a background of falling fire safety inspections. This fall relates more to Operational staff reprioritisation away from low risk premises and towards community safety. Calls per 1,000 population generally are towards the upper quartile of all Scottish brigades and this activity is reflected both in the calls attended by firefighters, the second highest in Scotland, and the cost of operating the Service, which is in the upper quartile. This higher cost may also be reflected in higher control and support staff levels and, not shown in these simple charts, expenditure on capital.

No. of calls per Firefighter



**PREVIOUS REPORT**

6. The Service was last formally inspected during the week of 8 June 1998. The following summarises actions to date regarding the recommendations made.

**Finance**

*[Capital purchase of fire appliances]* The lease programme will be concluded within 3 years.

**Personnel**

*[Financial problems causing delay in Administration Post Report]* The study has now been concluded and an Administration Co-ordinator has been appointed.

*[Selection arrangements and employment of retained staff be reviewed]* A more flexible approach to conditions of employment is now applied.

**Training**

*[Develop a Training Strategy utilising the Training competence Framework and liaises with other brigades]* Well established working arrangements are progressing this matter in conjunction with other brigades. Implementation of a new competency system is anticipated within 6 months for wholetime staff.

*[Produce an Operational Training Plan in support of the Service's Training Policy]* Implemented.

*[Training of additional personnel as Assessors and Verifiers]* the Training Centre now has Approved Centre status from the Scottish Qualifications Agency and Assessors and Verifiers are in the process of attaining Level 4.

*[Cost effective way of recording training and assessments and liaison with other brigades]* A new system is close to being implemented.

*[Appropriate number of personnel and Control Room staff to have training in First Aid Training and Casualty Handling]* Control Staff training has been implemented. The Service will adopt the Strathclyde trauma care package for operational personnel later this year.

*[Flexi-duty and other officers who need to carry out operational duties be given refresher training on specialist appliances and equipment]* A system for familiarisation and recording training now exists.

*[Review of 'Lecture Packs' used by officers at stations]* The Training Department has begun a progressive updating of lecture packs and training staff now visit Retained stations to introduce new subjects.

*[The Practical Precautions at Excavations (Trench/Pit Rescues) required to be updated in accordance with DFM s/1997]* Implemented.

**Operational Efficiency**

*[A Review of the Standards of Fire Cover]* St Andrews, Rosyth and Hillend reviewed and recategorised under the 1985 standards.

*Amendment to Section 2 of the 1947 Act arrangements in connection with neighbouring authorities to include a reference to fire incidents occurring within 'Arms of Land']* An agreement has been prepared and signed for a Section 2, between Tayside Fire Board and Fife Council and Central Scotland Fire Board and Fife Council. A draft agreement was forwarded to Lothian and Borders for perusal and signing.

*[A revised policy and health and safety arrangements and organisation document to be issued at the earliest opportunity]* Implemented.

*[Health and Safety statistics show that targets should be set to reduce accidents and absence due to injury and ill health]* Implemented.

*[Action should be taken to ensure that risk assessment plays a part in the process of purchase and introduction of equipment]* Implemented.

#### Communications

*[A revised IT strategy is needed to show the aims and objectives in the medium and long-term provision of IT services]* An agreement has just been made with Fife Council's Information Technology Service (ITS) to have a two-year secondment of an appropriate person to devise and implement an IT strategy. The Service is funding this post with Fife Council in addition to its normal central services charge for information technology.

#### Accommodation

*[The Control Room should be separated from the main ground floor by upgrading the 2 doors leading to it and the associated fan-lights to provide at least 30 minutes of fire resistance]* Implemented.

#### Transport and Equipment

*[Review the adequacy of the existing Computerised Fleet Management System in providing the necessary data to make it cost effective]* These difficulties continue. The appointment of a Fife ITS secondee is awaited.

*[The person who is responsible for the transport operations to be qualified through a professional qualification or have a Certificate of Professional Competence]* The incumbent was trained but has now moved on and serious consideration is being given to making this post a support staff position.

*[A review to be carried out of the staffing levels/workload of the Workshop to ensure that quality of work and timescales are being maintained]* Despite efforts to resolve these matters difficulties continue.

*[Information be made available from the Fleet Management System to carry out 'life to date' repair history and service costs and age profile to determine replacement]* This matter is awaiting the secondment of an ITS person.

*[Instructions to be given to junior officers on classes of defects, when to proceed at reduced speed and when to book vehicle off the run. To publish a list of defects which prohibit the use of vehicles]* Implemented

#### Report of the Lay Inspector of Fire Services

*[Fire Education should be given to adults, the elderly and disabled persons and should be developed pro-actively rather given on request]* Implemented.

*[Home Carers doing their fire safety instructions should be encouraged to test the smoke alarms of the elderly in their homes]* Implemented.

## STRATEGIC MANAGEMENT

### Overview

7. Unfortunately at the time of the inspection the Firemaster was on extended sickness leave, which may cause particular problems, especially as the budget planning cycle for 2001/2 commences. Ensuring co-ordination and stability at senior management level during this period is the most pressing priority and requires involvement at Authority and Service level. It may also be relevant and practical to seek external professional advice, to assist the current Service's Senior Management Team during the current period.
8. The Service has commenced a process of service planning which has still some way to develop. It is important as this process unfolds that support is offered by the Authority, both through officers and elected members. There are also serious concerns regarding internal consultation and strategic management. Delays have also been occasioned in the progression of *Best Value* and these should now be resolved. In this context the fullest range of *Best Value* options, which the Service senior management might wish to be explored, should be fully considered by the Authority.

### Service Planning

9. The Service has already progressed a strategic planning document, referred to as a Service Plan, for the year 2000. This document, currently in an advanced stage of preparation, does include elements of developing a strategic vision with clear aims. Unfortunately at this stage the document does not appear to have been discussed beyond the Service, that is at Authority level, and the strategy therefore would not appear to have the support or approval of the Fire Authority or Fife Council. Whilst it is understood that these steps will be taken, it is important that in developing the framework and policy agenda that consultation occurs at an early stage. There are signs in discussion with members of the Fire Brigades' Union that to date internal staff discussion has not occurred.
10. A degree of formalisation of the planning process is evident with discussions occurring at departmental level. It is important, however, that the Senior Management Team become fully conversant with the various strands of the plan before it is advanced further. This need for integration is evidenced by the current review being undertaken in terms of officer structure, where some managers appear less conversant with the review.
11. This officer review was occasioned as a structural and efficiency review, although later concerns of an imbalance between workload and duties and responsibilities amongst the various officers were included. In discussion it becomes apparent that clarifying and analysing how to take forward the future stages of improving the efficiency of the officer structure has yet to be determined. In practice a wide range of officers are already aware that a review is underway, having completed part of the data required for the review. It is imperative that if such a review is to produce the results desired, namely improved efficiency of officers and redistribution of workloads, then early formal consultation has to commence.

### Financial Management

12. Since the last inspection the Service has appointed an Administrative Co-ordinator and has devolved budget management to service managers. However, having devolved part of the budget, it has been found necessary to move some cost centre budgets back to the centre so that better control might be introduced. There is also some identified difficulty in the provision of timely and accurate information regarding expenditure. These difficulties have caused frustration amongst managers, and it is understood a recent proposal has been made to second an officer from Fife Council to provide some assistance. Again it is important if the Service is to be expected to perform to the high standards required, that it be well supported in its management information system, particularly in regard to finance.
13. Management of information has proved a particularly vexatious issue within the Service. It is understood that a Council wide Intranet is shortly to be introduced providing support can be obtained from Fife Council. The importance of an effective information system cannot be underestimated. While financial procedures are extremely well defined, it was indicated that in terms of overall budget management there are absences within skill and information areas. Managers are therefore aware of their responsibilities but do not necessarily believe they have the skills and the information made available to them to fulfil those responsibilities.

#### Monitoring

14. As outlined a service planning process is beginning to develop. There is a clear need to have that planning process put into place so that the organisation as a whole can clearly identify the outcomes it is required to achieve. To date the consultation arrangements do not appear to be particularly effective. Whilst Heads of Services do meet periodically there does appear to be a lack of integration in the whole process. There has also been a clear failure to give feedback to the service from attendance at various national meetings. Evidence exists that notes arising from various national forums, and even internal minutes relating to meetings, are not produced or circulated. The consequence is that staff and managers are often unaware of initiatives in innovation best practice and achievements in other areas. This failure to integrate does appear also to have existed in terms of the corporate role fulfilled by the Service's senior managers in relationship to Fife Council, an area previously commented upon.

#### Communications

15. The indications are that there are structural and process difficulties already in existence which will need to be addressed if improvements are to be made. Internal consultation and staff involvement are key aspects of the whole business process and whilst it is generally perceived that the Service is a supportive organisation it is apparent that it is not systematic about the selection and identification of skills and learning requirements amongst all its staff. The inference that can therefore be drawn is that there is a willingness to support and bring people together but difficulty is evident because of the unplanned approach adopted to individual and service development.
16. As part of the inspection opportunity was offered to both UNISON and the Fire Brigades' Union [FBU] to discuss matters of industrial relationship and internal

communication. Unfortunately UNISON did not attend, but members of the FBU were represented by 2 senior officials.

17. Areas already highlighted became apparent in this discussion. Whilst there have been some consultations on strategy and some internal consultation on policy, this appears to be to the FBU rather unsystematic. They also suggested that there was a lack of clarity on the method of negotiation and consultation insofar as it related to senior officers' personal responsibilities. This left a view amongst those from the FBU that management was somewhat superficial in its understanding of the issues to be confronted and was not performing cohesively as a team in the management of the Service. In summary they regarded industrial relationships as being poor, with many unfinished items of business.
18. Clearly this view may be a perception of the FBU. It does, however, suggest there is a requirement to establish a framework which is understood and that a constructive dialogue at least with this trade union recommences. The 2 representatives did indicate that they already recognised within management at many levels a more open culture, suggesting improvements could be made quite quickly.

## HUMAN RESOURCES

### Overview

19. In general the human resource functions demonstrate both enterprise and commitment. The inter-relationship of shared responsibilities between the Service and Fife Council is working. Improvements, in setting training priorities, like Investors in People, and occupational health services, are possible. In-service elements that likewise may be improved involve re-evaluations of some identified training difficulties and the speedy introduction of premise risk assessments.
20. The Personnel function for the Service is provided in the main by Fife Council. In general terms this has the effect that Council policies may be imposed upon the Service, such as the adoption of Investors In People.
21. The Occupational Health arrangements in the Service work well. However, the work load of the Advisor, which includes 50% of the three yearly medical programme (the other 50% being carried out by a Doctor) makes it very difficult for her to devote any time to fitness monitoring. In many ways her role could be described as reactive rather than proactive. In the long term this policy could have a detrimental effect. It would be beneficial for the Service to carry out its proposed review of the Health and Fitness arrangements as soon as feasible.

### Training

22. The Service's Training Department is headed by a Divisional Officer III, in the position of Service Training Officer (BTO), supported by an Assistant Divisional Officer as his Deputy. The Department is further divided into two sections, Service and Industrial, each under the supervision of a Station Officer. The BTO, who does not sit on the Service Senior Management Team (SMT), reports to the Head of Support Command, who is an SMT member. The BTO will be made aware of issues raised at SMT during the Support Command meetings held every two weeks. He will in turn relay any relevant issues to his own management group made up of the three Assistant Divisional Officers and two Station Officers during his weekly briefing meetings. Issues needing to be discussed with the whole Department will be placed on the agenda of the quarterly Training Department meeting.
23. The Service training section is involved in all aspects of Service training including Retained Recruits but with the exception of Driver Training which is located within the Operations Command. The Industrial training section comprises of one instructor under the supervision of a Station Officer. The Station Officer heading the section has recently produced a 12 month plan for commercial training, and has been actively pursuing a number of initiatives to meet an income generation target in excess of £100,000. Training in the main will be delivered by training Department staff, although some additional specialist skills may be made available from other departments. The performance of the section will be closely monitored over the coming months by the BTO.
24. The Department is actively involved in a number of key initiatives, which include:
  - The production of a competency framework
  - The introduction of a command and control system

- The implementation of the principles of Investors in People
  - A partnership with Tayside, Grampian and Highlands and Islands on the adoption of the 'Royal Berkshire Training Package'
  - Adoption of the 'Strathclyde' trauma care package
25. A project team comprising of two Assistant Divisional Officers is actively involved in considering all the implications of a move to a 'Competency Framework' and is developing systems to support the transition from the present arrangements. A number of staff have already achieved D32, D33 status, and arrangements are being built in to the Training Plan for assessor training to be rolled out across the Service over the coming three years. Issues regarding currency and frequency of training, in common with many other brigades, are giving rise to concern.
26. Following a great deal of work over the past year the Service is rapidly approaching the point where the new Command and Control procedures are to be introduced operationally. Training of operational staff, including Control, tabletop exercises and major exercises, has taken place. The training delivered has concentrated on crew command, sector command, incident command and de-brief procedures and it is now anticipated that the new procedures will be introduced by the end of the year.
27. Fife Council has made a commitment to introduce 'Investor In People' throughout the whole Council by 2003. The temporary BTO in his former position as projects officer has attended an IIP facilitators course and has introduced an implementation plan into the Service Plan and his own Departmental programme leading to an application being made for recognition in 2003. One of the requirements of the process will be the introduction of an assessment system or personal development plan. The Service is at present evaluating the Fife Council system to see if this could be utilised for its particular needs.
28. A sum of £10,000 has been identified to fund the introduction of the 'Strathclyde' trauma care package. Seven of the Training packs have been purchased with an aim to commence training of wholetime personnel later this year. It is hoped that retained training will start in March 2001.
29. The Service currently runs its own two week Retained Recruits course. This is because recruits have experienced difficulty in arranging leave to coincide with Gullane dates and secondly the Service would not want to delay the availability of a firefighter by waiting for a course at Gullane. The net result of this policy is that on occasions the courses run with only one or two recruits. Although this does not create logistical problems due to the utilisation of wholetime crew members to make up a training squad, it must prove resource intensive. It is suggested that information is compiled on this policy to demonstrate its cost effectiveness.
30. The Service is experiencing a degree of difficulty in a number of training areas, which include:
- Funding developmental courses: the Service is responsible for approving and funding all non-service personal development courses.
  - The BTO has found it increasingly difficult to provide the number of core progression courses needed by junior officers. An example of this is the demand for Crew Command courses: the shortfall for existing Leading Firefighters at present stands at approximately 15 to 17 courses.
  - The Training Department staff has difficulty obtaining information and reports from the Terian based Management Information Systems software package. Only one member of the team has the necessary skills

to produce such reports, and this creates problems for other members of the department needing to extract information from the system.

31. The Training Department functions well, having achieved a number of recent successes and is doing a lot of good work in preparation for the competency framework. It is essential that all identified training needs are met. The need to have supervisors well trained to carry out their tasks is of the uppermost importance in providing an effective team in a safe working environment. The difficulty in providing sufficient Crew Command Courses should be researched along with suitable options. The policy in relation to retained recruit training should also be evaluated to ensure that Best Value is being achieved.

#### Equal Opportunities

32. In November of last year the Service appointed an Assistant Divisional Officer as its first Equality and Fairness officer. Since that time a number of areas have been addressed including the introduction of a five-year action plan. The plan identifies short, medium and long term initiatives and incorporates an audit of current arrangements, identification of appropriate training, performance monitoring and a revision of the Service's Equality and Fairness Policy.
33. An Employees' Guide to Fairness at Work was developed and issued to all members of the Service since June of this year. This is being supported by a programme of training courses delivered by an external facilitator.
34. The first course, of one day duration, was delivered to the Service's non-uniformed support staff, and brought together a range of employees including workshops, cooks and administration staff. The second course was of two days duration and was designed for all supervisory officers including retained Sub-Officers.
35. A further two day course was designed for elected members but due to commitments only two were able to attend a modified half day course. Feedback from those who attended was encouraging and it is hoped to run another in the future.
36. It is the Service's intention to roll Equality training out to the whole Service. Ideally this would be delivered by the external facilitator but financial limitations may necessitate the training being delivered by in-house facilitators.
37. The need for the Equality and Fairness officer to be actively involved in monitoring has been identified as a key issue, especially in the area of recruitment and selection. At present, sifting of recruit applications is carried out by Job Centre staff provided with criteria by the Service. Subsequent selection and testing is based on previously accepted Ability Range Tests. The Service is aware that such tests will need to be reviewed when guidance on recruitment and selection procedures is available.
38. An Equality and Fairness forum is to be created and, subject to the Firemaster's approval will meet for the first time, in December 2000.

#### Health and Safety

39. Health and Safety continues to function well with related issues being dealt with in a systematic effective manner. The identification and prioritisation of risk premises

under Section 1(I) d of the Fire Services Act 1947 should replace the current arrangements which are open to some criticism.

40. Over the past years the Service has introduced a policy of training all Assistant Divisional Officers and above to NEBOSH certificate level. This has been achieved and it is now hoped to train all Station Officers to the same level. At present the Service does not have an officer qualified to conduct a Quality Safety Audit although it is intended to train two officers to that level in the future.
41. Dynamic Risk Assessment has now been delivered to all operational personnel, and an understanding of these principles was demonstrated during a visit to a retained station. The development of Service generic risk assessments based on Fire Service assessments has led to the issue of folders on each appliance and to responding officers.
42. Occupational Health matters are the responsibility of the Head of Support Command. The Service employs its own Occupational Health Advisor who amongst other duties assists with the three yearly medical programme. The Service does not have a policy of carrying out fitness monitoring of its employees. Although such arrangements used to exist through the provision of equipment and Physical Training Instructors at Watch and Station level, the skills have not been maintained. A review of fitness arrangements within the Service is planned for the coming year in the hope that such monitoring may be reintroduced.

## OPERATIONS

### Overview

43. Continual progress is being achieved in operational preparedness with the production of operational plans and ongoing revision of practices and procedures. Positive action has also been taken to improve the environment within the Control Centre. Opportunities exist, however, for improvements to be achieved in mutual aid arrangements in relation to interoperability and equipment compatibility along with the management and maintenance of the emergency vehicle fleet.

### Operational Efficiency

44. In order to verify operational performance an exercise was organised at Service Headquarters, Strathore Road, Thornton. The objectives of the exercise were to test command and control procedures, communications, manual handling and casualty handling, breathing apparatus procedures, chemical management, decontamination procedures, road traffic accident procedures and joint working between wholetime and retained firefighters.
45. The overall objectives were achieved in a confident and efficient manner with the performance of personnel being highly satisfactory, the joint working between wholetime and retained personnel being particularly effective. Personnel demonstrated their proficiency in the use of equipment, safety procedures, manual handling and relevant techniques required to deal with the various scenarios presented to them. The officers attending were confident in their tasks and the changeover procedures were particularly robust. Competent use was made of communications, including the interface with Control.

### Operational Management

46. Following a recent restructure of the Service the Commander Operations (Divisional Officer Grade I) now has responsibility for Operations, Fire Control and Fire Safety. All functional aspects of the Operations Department are vested in a Divisional Officer Grade II who is supported by 2 Assistant Divisional Officers (District Officers), one Assistant Divisional Officer (Operations Research) and one Assistant Divisional Officer who Operations have for 50% of his availability and who deals with Retained issues. The Department has clear objectives which are identified and prioritised in the Departmental Plan.
47. The Divisional Officer (Operations) also has the responsibility for Emergency Planning and is a member of Fife Emergency Planning Working Group.
48. Efficient arrangements have been made for the production and revision of operational plans for dealing with incidents. A total of 35 Major Incident Plans have been produced to date in conjunction with other agencies. Supplementing these plans are Operational Procedures (Specific) that are produced by the Service and which include operational aide memoirs that are available to operational personnel responding to incidents. Verification of the operational planning process was provided by assessing arrangements for the Shell Expo- Fife NGL Plant at Mossmorran. The audit confirmed satisfactory operational preparedness in the form of ready availability of the Major Incident Plan, Operational Procedures (Specific), Operational Risk

Assessment for Chemical Incidents and Operational Training Note on Hazardous Substances.

49. The Service is currently participating in joint discussions with Fife Council representatives from Emergency Planning, Environmental Health, Cleansing and Waste Management, along with the Scottish Environmental Protection Agency (SEPA) and Fife Constabulary with a view to providing a joint response to chemical incidents.
50. The Service has developed a revised Incident Command System in accordance with the guidance contained in the Fire Service Manual. Personnel are currently being trained in the new procedures and it is anticipated the system will be implemented by the end of the year. A revised Training Note has also been issued incorporating the guidance on Breathing Apparatus Command and Control Procedures as detailed in Technical Bulletin 1/97. Although verbal discussions have been held with neighbouring brigades regarding some of these issues it is unclear whether efficient interoperability or equipment compatibility could be achieved at cross-border incidents. Exchange of operational practices with neighbouring brigades is essential to ensure effective mutual aid and safety of personnel. Joint training sessions would also be beneficial in ascertaining that satisfactory agreements and procedures are in place for ensuring safe working practices are maintained at cross-border incidents.
51. Effective arrangements are in place for obtaining information required for firefighting and other emergency response purposes. This information is readily available to personnel and is also forwarded to the nearest fire station in adjacent brigades. At the time of inspection the Service was in the process of revising their current operational risk information (11(d)s). The new process will adopt a risk assessment based approach and is scheduled for completion in June 2001.
52. A review was carried out in early 1999 of Pre-determined Attendances to incidents involving 3 fire appliances plus an aerial appliance. It is understood the Service intends to review all Pre-determined Attendances utilising a risk assessment approach. This proposal is to be encouraged in achieving the most effective and efficient use of resources.

#### Communications and Control

53. The policy and strategy for effective and efficient emergency call handling is defined in the Control Centre/Communications Departmental Plan. Effective arrangements are in place for reviewing these arrangements with clear objectives detailed over a 5-year period.
54. Although not forming part of the Control Centre/Communications or the Operations Departmental Plans, it was confirmed that it was the intention that the advice contained in the Home Office Study Report - the Future of Fire Service Control Rooms and Communications in England and Wales would be considered by the Service. The Commander Operations will submit a report to the Senior Management Team on any significant issues which require to be addressed.
55. It is pleasing to note that the Service is in the process of entering into a mutual assistance arrangement with Tayside Fire Brigade for dealing with Emergency Call

Overflow conditions. This process would be triggered when either brigade is experiencing spate call conditions, the overflow after the statutory ring time being diverted to the other brigade.

56. A review has been carried out into the design and functionality of the Control Room utilising the guidance provided in the Robens Report and also the Fire Research and Development Group Report, National Guidance on Fire Brigade Mobilising Systems - The Control Centre. A number of improvements have been made, such as replacement lighting systems, and voluntary medicals have been introduced for Control Staff at 3-yearly intervals.
57. The Service utilises a Geographic Information System which is interactive with the Mobilising and Communications System. In order to maximise the use of the system the Service has recently completed an exercise to transfer all data held to a 12 figure grid reference. Collaboration has taken place with East of Scotland Water Authority, the result of which is a hydrant plotting/location system being produced, which is nearing completion. In considering Best Value in the further development of the system the Service may wish to consider collaborating with other brigades in Scotland who operate similar equipment.
58. The Control Unit has been disbanded, this function now being carried out by the Emergency Support Unit at Rosyth. Personnel from the Control Centre previously staffed the Control Unit, therefore, this change will enable Control Centre staff to form an integral link with Community Fire Safety initiatives, and also provide a role in the developing Service management information and fire risk planning systems.

#### Transport

59. It is of concern that, although highlighted in a report to the Service in 1995/96 and each subsequent report thereafter, no further progress has been made in the provision of a non-uniformed Transport Officer.
60. It was recommended in the previous report that the Service should review the adequacy of the existing fleet management system in providing the necessary data to operate an efficient and effective transport operation. The fleet is of an exceptionally high standard with the average age of pumping appliances at the time of inspection being 6.3 years. With the high standard of vehicle now being purchased it is essential the replacement is based on a dynamic age profile assessment of the vehicle and not a fixed replacement policy.
61. At the time of inspection 11 Water Tender Ladders were still financed by leasing arrangements which is now causing considerable pressure on the budget. A review of staffing levels in the Workshop is still outstanding.
62. In the interests of Best Value it is considered a total review of Transport Operations should be carried out at the earliest opportunity and should include ownership, provision, replacement and maintenance arrangements. Such a review should also enable collaborative or joint working arrangements to be explored.

## FIRE SAFETY

### Overview

63. The overall impression of Fife Fire and Rescue Service Fire Safety function is one of having a settled and experienced inspecting officer base allied to a new wing of Community Fire Safety officers, created within the last 6 months, who are currently defining their task. There has been a desk based risk assessment of known premises and an inspection programme adopted.
64. Within the overall Service Plan there is provision for 'fire safety' although the detail, of how the proposed 5 year roll-out of the fire safety plan and the similar community plan will function in terms of cascading policy and procedural information to the point of service delivery, remains unclear. Similarly it is not clear in many instances how information gleaned on premises, materials in use and community issues are communicated from inspecting officers to senior management and the Fire Authority.
65. Improvement can be gained, it is considered, in the following specific ways:
- An accurate determination of the full staff input in terms of numbers, grades and ranks based on the frequency and the time taken to carry out inspections. The determination should also take account of training needs, transport and IT requirements for both the existing and the longer-term fire safety workload which should be evaluated as soon as possible.
  - An urgent review be carried out to address the problem of one member of staff delivering 2 fire safety administrative back-up functions of typing and CAD operator. The review should also include the under use of the CAD system that could be more efficiently brought into operation to support other areas of Service activity such as training and fire investigation reporting.
  - Benefit would be gained by identifying premises previously unknown to the service, that are now subject to the amended workplace legislation and had received no prior fire safety advice, since by including them in the validation process, together with the knowledge of other non-statutory workload, will actually indicate that workloads generally are higher than thought at present.
  - Service staff, from Sub and Station Officer ranks, need to be identified so that they may benefit from exposure to fire safety modules and courses while serving in other departments.
  - There are outstanding issues relating to information technology which require to be addressed to provide an efficient system with sufficient quality training for those staff involved.
  - The adoption of a Community Fire Safety Plan that works in conjunction with all the other safety projects and committees running in Fife should be progressed to ensure that decisions, for example to cross-refer information from one department to another, will be agreed and secured at strategic management level in the future.

### Management of Fire Safety

66. Although there has been a strong underlying culture of fire safety in the Service in the past this has been mainly concentrated on the legislative element to the detriment of community fire safety (CFS) in its widest sense. It is therefore encouraging to note that the Service has in place the development of a management structure to encompass both disciplines to promote effective fire safety within the community.

67. The Service Plan includes fire safety as the fourth strategic aim. In addition there are 2 specific plans on fire safety to support this parent document, although they require further detail before they can be fully incorporated into the Service Plan.
68. One of these plans is a departmental plan that contains the vital elements of the fire safety statutory function and the responsibilities, objectives and auditing procedure that are to be put in place over the next 5 years. The other plan lays down a 5-year programme containing a mission statement on CFS, allied to a new focus by the Service, and sets out targets that will be monitored and evaluated to determine 'best value' in this field. It is described in paragraph 80 of this report.
69. Although local business has not been consulted on the production of a fire safety plan the Inspectorate are satisfied that the wider community, through the various existing partnerships and representation by elected members on these forum, is sufficiently informed for the Service to formulate its CFS plans. The Service is also developing an internal training package for all members of the workforce to enable them to understand and contribute to the implementation of the fire safety plan. This training has involved 3 wholetime stations but as yet has not been extended to the Retained units until further policy decisions have been taken.
70. At this time the Service is not maximising the use of all available resources to carry out fire safety duties but have measures in place to utilise fire station personnel more fully to control the service delivery of fire safety in the near future. This area will be monitored at the next inspection.

A major area of concern to the routine efficiency of the fire safety function, that has been identified on previous inspections, is the way in which administrative support is provided through a combined word processor (WP) and computer aided drawing (CAD) operator. The system was found to be not working well and therefore must be addressed at the earliest opportunity. The review should also include the under use of the CAD system that could be more efficiently brought into operation to support other areas of Service activity such as training and fire investigation reporting.

#### Fire Safety Plan

71. The fire safety plan was drawn up some 6 months previous to the inspection and contains most of the essential elements required to carry fire safety forward over the next 5 years. It has been ascertained that a desk top risk assessment of known premises has been carried out and programmed for inspection through the use of the Terian computer software database.
72. During this inspection there was insufficient time to evaluate or validate whether the full workload had been identified including the additional premises coming on board through the implementation of the Fire Precautions (Workplace) (Amendment) Regulations 1999 and the recent Order on Houses in Multiple Occupation (HMO). This workload, although expressed in numerical terms in the fire safety plan, should be measured in relation to the inspecting officers' available time and the 'expectation' of operational involvement, against the existing risk based frequency programme in place that may now be inappropriate.

73. An accurate determination is required of the full staff input in terms of numbers, grades and ranks based on the frequency and the time taken to carry out inspections. The determination should also take account of training needs, transport and IT requirements for both the existing and the longer-term fire safety workload, which should be evaluated as soon as possible.
74. The validation process may very well assist with the proposed re-write of the Service Order on Fire Safety and provide insight into the true costs/savings along with budgetary requirements. To assist with the validation, helpful information is contained in the Home Office Guide to Fire Safety Planning and Management 1995 (ISBN No 1-85893-339-0).

#### Statutory Workload

75. During the inspection it was clear that cognisance had been taken of the known workload in relation to the Fire Precautions (Workplace) Regulation 1997 and risk assessed accordingly. An example of good practice that emerged from a recent inspection elsewhere was from a brigade becoming involved in identifying those premises previously unknown to them that are now subject to the amended workplace legislation and had received no prior fire safety advice. Such an exercise will provide a definitive listing of premises subject to legislation in Fife and allow a full assessment to be carried out including risk, inspection frequency and staffing requirements.

#### Non-Statutory Workload (Secondary Legislation)

76. The Fire Safety Plan, under the heading of 'Legislative Fire Safety Function' mentions other parts of the workload, such as the fire service role in secondary legislation under other principal Acts quoting some 30% as being a representative overall percentage. Traditionally Fife along with other Scottish brigades have had percentages considerably higher than this figure and indeed the most recent annual return to the Inspectorate shows that the Service carried out 1,995 such inspections. This represents 41% of the total number of inspections of 4,810. Therefore this factor should be taken in to account during the validation process.

#### Training

77. The existing inspecting staff are well qualified in terms of basic, specialist and modular courses with only one retirement impending. In order to ensure the continuity of this standard of training and to enhance officer development it is recommended that other officers from Sub and Station Officer rank be identified within the Service that would benefit from exposure to Fire Safety modules and courses while serving in other departments.

#### Communication and Information

78. The inspecting officers do not have direct access to information held on the Fire cd-rom by Fire Control staff that would be beneficial to them in their every day work. In addition British Standards and information on other health and safety issues are presently not available to them due to the lack of a cohesive IT strategy within the

Service. It is clear that the issue of information technology, some of which is existing, requires to be addressed, drawn together and managed to provide an efficient system and sufficient quality training for those officers involved.

#### Community Fire Safety Plan 2000-2005

79. A Community Fire Safety Plan has been drawn up and designed to reduce the incidence of fire, raise public awareness of the dangers of fire and prevention measures available for the Service to efficiently deliver fire safety to the people of Fife. This plan is to be presented to the Fire Authority within the next few months for ratification. The plan has as its core issue the education of every primary 6 school child in Fife to the dangers from fire.
80. It also refers to the close links that require to be forged with other Local Authority departments such as the Cleansing Department. These links are essential as it was ascertained during the inspection that the Service were striving at the mid management level to link to other agencies with limited success. Therefore agreement at senior management level would ensure that the co-operation between departments would be in place.
81. Therefore the adoption of a Community Fire Safety Plan that can work in conjunction with all the other safety projects and committees running in Fife should ensure that decisions to cross-refer information from one department to another will be agreed and secured at strategic management level in the future.

#### Staffing Resources

82. Although staff resources and responsibilities have been set out in an appendix to the main plan no adequate funding has been identified for this crucial function that has been running now for approximately 6 months with limited resources. Discussion on the proprieties of sponsorship deals with commerce and industry took place during the inspection with an understanding that the Service would seek and embrace such external funding if it can be obtained.

#### CFS Targets

83. The plan makes provision for overall target setting as follows:
  - Reduce fire fatalities by 20% over 5 years
  - Reduce injuries from fire by 20% over 5 years
  - Reduce hoax calls by 2% year on year
  - Reduce unwanted Automatic Fire Alarms by 2% year on year
84. In addition to these targets it has been felt necessary to adopt a number of local performance indicators which will be published in the Community Fire Safety annual performance report. They have been produced to highlight the effectiveness or otherwise of the safety initiatives adopted by the Service and will serve as an evaluation tool and as a comparison with other brigades' performance.
85. One of the indicators will be an attempt to gauge the public's attitude to and their awareness of fire which has been notoriously difficult to assess in the past without considerable effort by brigades. However, the purpose is laudable and the plan refers to work carried out in 1990 by Shaemnan to provide a series of measurements for this

purpose. The Inspectorate at the next inspection will monitor this indicator in particular.

86. Finally the intention of the plan is to self evaluate the community fire safety measures put in place through being clearly identified, visible and capable of being assessed. The aim is to produce results or outcomes rather than simply increasing levels of activity based on target dates for each project adopted.

**AREAS OF REVIEW DURING PERFORMANCE MONITORING INSPECTIONS**

	<b>AREA</b>	<b>INSPECTOR</b>
<b>1</b>	<b>Previous Inspection Implementation</b>	Chief Inspector
<b>2</b>	<b>Trends Analysis</b>	
<b>3</b>	<b>Strategic Focus</b>	
a	<i>Vision</i>	
b	<i>Aims</i>	
<b>4</b>	<b>Business Process</b>	
a	<i>Service to Authority Linkage</i>	
b	<i>Strategy Development Process</i>	
c	<i>Policy Framework Arrangements</i>	
d	<i>Business Plan</i>	
<b>5</b>	<b>Information Management</b>	
<b>6</b>	<b>Business Management Devolved Management Responsibilities</b>	
<b>7</b>	<b>Resource Utilisation</b>	
a	<i>Strategic Allocation Process Authority and Service</i>	
b	<i>Systematic Management of Resources</i>	
c	<i>Consultation Arrangements on Resource Allocations</i>	
d	<i>Asset Utilisation Buildings and Equipment</i>	
<b>8</b>	<b>Finance</b>	
a	<i>Budget Formation Arrangements</i>	
c	<i>Budget Management Process and Procedure</i>	
d	<i>Financial Improvements Identified</i>	
<b>9</b>	<b>Integration of Service Planning</b>	
<b>10</b>	<b>Performance Monitoring Arrangements</b>	
<b>11</b>	<b>Best Value</b>	
a	<i>Best Value Reviews - Concluded, Started and in Progress</i>	
b	<i>Public Performance Reporting Activities</i>	
<b>12</b>	<b>Best Practice Access and Activity</b>	
<b>13</b>	<b>Consultation Mechanisms Internal</b>	
a	<i>Management Arrangements</i>	
b	<i>Staff Response</i>	
c	<i>Information Dissemination</i>	
<b>14</b>	<b>Staff Support and Development</b>	
a	<i>Evaluation of Performance</i>	
b	<i>Development and Selection</i>	
<b>15</b>	<b>Operational Effectiveness Verification</b>	
<b>16</b>	<b>Current Activities</b>	
a	<i>Pressures</i>	
b	<i>Opportunities</i>	
<b>17</b>	<b>Performance Indicators</b>	
<b>18</b>	<b>Mobilising and Communications - Management</b>	HMI
a	<i>Policies and Strategies</i>	
b	<i>Provision of Services</i>	
c	<i>Staffing</i>	
<b>19</b>	<b>Mobilising and Communications - Operations</b>	
a	<i>Functions and Performance</i>	
b	<i>Liaison with Others</i>	
c	<i>Incident Command</i>	
<b>20</b>	<b>Mobilising and Communications - Non-statutory Activities</b>	
a	<i>Activities Undertaken by Control Staff</i>	

PERFORMANCE MONITORING INSPECTION OF FIFE FIRE AND RESCUE SERVICE

<b>21</b>	<b>Operations</b>	
a	<i>Operational Preparedness</i>	
b	<i>Operational Information</i>	
c	<i>Operational Performance</i>	
<b>22</b>	<b>Used Capital Assets</b>	
<b>23</b>	<b>Transport</b>	
<b>24</b>	<b>Personnel</b>	Assistant Insp
a	<i>Departmental Plan (or relevant section of Service Plan)</i>	
b	<i>Structure</i>	
c	<i>Policies</i>	
d	<i>Links with Other Departments</i>	
e	<i>Recruitment and Selection Policies and Procedures Including Advertising</i>	
f	<i>Assessment and Promotion Procedures</i>	
g	<i>Occupational Health, Including Health and Fitness Monitoring and Absence Management</i>	
<b>25</b>	<b>Training</b>	
a	<i>Departmental Plan (or Relevant Section of Service Plan)</i>	
b	<i>Structure</i>	
c	<i>Training Strategy or Policy</i>	
d	<i>Internal Training Courses, Including First Aid, Commercial and Data Based Packages</i>	
e	<i>Personal Development Issues, Including Appraisal/Assessment and Funding for External Development Courses</i>	
f	<i>Real Fire and Breathing Apparatus Training</i>	
g	<i>Command and Control Training</i>	
<b>26</b>	<b>Health and Safety</b>	
a	<i>Departmental Plan (or Relevant Section of Service Plan)</i>	
b	<i>Structure</i>	
c	<i>Policy</i>	
d	<i>Health and Safety Meeting Arrangements</i>	
e	<i>Accident and Near Miss Reporting and Investigation</i>	
f	<i>Health and Safety Training NEBOSH (Certificate and Diploma) and IOSHH (Managing and Working Safely)</i>	
g	<i>Data Collection and Recording</i>	
<b>27</b>	<b>Diversity and Fairness</b>	
a	<i>Departmental Plan (or Relevant Section of Service Plan)</i>	
b	<i>Structure</i>	
c	<i>Policy</i>	
d	<i>Data Collection and Recording</i>	
e	<i>Diversity and Fairness Training, Including Positive Action, Awareness and Harassment and Bullying</i>	
f	<i>Committees, Including Forums, Constitution and Representation</i>	
g	<i>Links and/or Partnerships with Other Agencies</i>	
<b>28</b>	<b>Management of Fire Safety</b>	Sen Asst Insp
a	<i>Policy and Strategy for Delivery of Statutory Duties</i>	
b	<i>Practice, Procedure and Targets</i>	
c	<i>Fire Safety Data Collection</i>	
d	<i>Consultation with Local Community</i>	
e	<i>Areas of Responsibility</i>	
f	<i>Management systems and Documentation</i>	
g	<i>Competency</i>	
h	<i>Control and Utilisation of Resources</i>	
i	<i>Individual work output</i>	
j	<i>Service Monitoring and Reporting</i>	

PERFORMANCE MONITORING INSPECTION OF FIFE FIRE AND RESCUE SERVICE

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k	<i>Operational input</i>	
l	<i>High Risk Target Areas</i>	
m	<i>Prioritised Premises</i>	
n	<i>Annual Planning Process</i>	
o	<i>Reduction of Major Fires</i>	
<b>29</b>	<b>Commitment to Community Fire Safety</b>	
a	<i>CFS Strategic Plan</i>	
b	<i>Annual CFS Business Plan</i>	
c	<i>Priorities and Targets in Dwellings</i>	
d	<i>Dedicated CFS Team</i>	
e	<i>Liaison with other Agencies</i>	
f	<i>Strategic Lead</i>	
g	<i>Collection and Analysis of Data</i>	
h	<i>Campaigns</i>	
i	<i>Communication Methods</i>	
j	<i>NCFSC Toolbox</i>	
k	<i>Areas of Increased CFS Activity</i>	
l	<i>Quick Strike Programme</i>	
m	<i>Ops Interaction with the Community</i>	
n	<i>Seasonal Activity</i>	
o	<i>Internal Event Plan</i>	
<b>30</b>	<b>Fire Safety Practice</b>	
a	<i>Enforcement and Consultation Policies</i>	
b	<i>Inspections</i>	
c	<i>Written Procedure on National Guidance and Standards</i>	
d	<i>Ops Inspection Duties</i>	
e	<i>Procedure for Passing Information</i>	
<b>31</b>	<b>Fire Investigation</b>	
a	<i>Competency</i>	
b	<i>FI Guidance</i>	
c	<i>Additional Training</i>	
d	<i>Procedure for Information Sharing</i>	

<b>32</b>	<b>Reduction in Fire Raising and Unwanted Calls</b>	
a	<i>Trends and Targets</i>	
b	<i>Policy on Reduction of Fire Raising</i>	
c	<i>Information Sharing</i>	
d	<i>Joint Working Procedures</i>	
e	<i>Local Targets</i>	
f	<i>Assisting Police Investigation</i>	
g	<i>Best Practice Guidance</i>	
h	<i>Preventative Advice</i>	
i	<i>Fire Setters Intervention Scheme</i>	
j	<i>Policy on Unwanted Calls</i>	
k	<i>Local Targets</i>	
l	<i>Awareness Campaigns</i>	
m	<i>AFD Reduction Targets</i>	
n	<i>Occupiers Encouragement to Reduce Unwanted Calls</i>	