States of Jersey Fire and Rescue Service Inspection Report 2008

Scottish Fire and Rescue Advisory Unit
St Andrews House
Edinburgh

Contents

1.   EXECUTIVE SUMMARY

1.1   The States of Jersey Fire and Rescue Service has a clear strategic direction with robust policies and strategies developed which link well with the States of Jersey Strategic Plan, with effective regular communication between Government and Service. The Service is led by an enthusiastic and energetic Management Team who have developed a dynamic corporate strategy with clear links to the Integrated Risk Management Plan (IRMP).

1.2   The Service has clearly defined policies for the assessment of existing and potential risk and these have recently been reviewed. The recent training needs analysis carried out has helped to identify resource requirements and good use is made of off-station training events to maximise learning opportunities. Organisational Risk is actively managed by the Senior Management Team with a Corporate Risk Register maintained and reviewed. The Service faces challenges in ensuring adequate numbers of trained personnel are available to crew specialist appliances and there is also a need to review some safety critical training such as fire behaviour courses. There is also a need to exercise business continuity plans and review resourcing of health and safety.

1.3   The Service effectively manages its budget but with 89% committed to staff costs, challenging budget settlements are likely to have an impact on service delivery.

1.4   The Service has implemented clear policies for workforce planning and development with a bespoke Retained Duty System operating to tailor training to risk. The Service must continue the development of its performance appraisal system and must meet challenges in terms of maintenance of staffing levels if it is to ensure safe systems of work are operated throughout the organisation.

1.5   The Service has a strong reputation with its partners and is a key member of numerous partnerships delivering joint community safety initiatives. The Service should ensure the completion of its partnership register while also evaluating the effectiveness of all partnership arrangements in order to ensure best value is achieved.

1.6   The Service has a wide ranging and effective communications strategy which has delivered strong public awareness campaigns. However, it should review communications to ensure that those members of the community most at risk are effectively targeted.

1.7   The Service demonstrates capability across a wide range of skills and equipment with good working relationships between wholetime and Retained Duty System staff. The Service should carry out a number of reviews including duty systems and working hours and routines and its commitment to New Dimension.

1.8   The Service has skilled, enthusiastic and motivated staff working across a wide range of community safety initiatives and objectives, working closely with partner agencies. The Service should strive to more fully integrate community safety throughout the organisation with greater involvement of operational staff in the process. The review of the legislation to support a more risk based approach should be a priority.

2.   INTRODUCTION

Background

2.1   On the 27th and 28th October 2008, an Inspection Team from the Scottish Fire and Rescue Advisory Unit (SFRAU) visited the Service. The inspection team conducted an extensive range of interviews, reviewed relevant documents and analysed performance information. The inspection team reviewed eight areas of performance:

- Strategic management;

- Risk management;

- Financial management:

- Workforce management and development;

- Partnership working;

- Communications;

- Operational preparedness and emergency response; and

- Community safety and preventative working.

3.   SUMMARY OF RECOMMENDATIONS

Strategic Management

3.1   The service should consider further audits of performance.

Risk Management

3.2   Consideration should be given to increasing the number of operational firefighters to ensure that the availability of specialist appliances and safety critical training are not compromised.

3.3   The Service should, as a matter of priority, review the provision of safety critical fire behaviour training and develop a strategy to ensure all front line personnel receive such training at regular and appropriate intervals.

3.4   Business continuity plans should be exercised as a matter of priority, in conjunction with those of partner agencies as appropriate.

3.5   The Service should review the manner in which health, safety and welfare is resourced and should ensure that Safety Committee meetings occur regularly and are well attended.

Workforce Management and Development

3.6   The Service should continue to develop its performance appraisal system to include audit elements for development of individuals.

3.7   The Service should review the impact of staffing levels on the ability of crews to carry out safety critical training.

Partnership Working

3.8   The work to fully populate the partnership register should be completed and the review timetable adopted.

3.9   Partnership working in Jersey has a proven ability to create demand for FRS services. The service now needs to consider which partnership arrangements will give them best access to those who are most at risk.

3.10   The Service should consider the implementation of the recently re-issued CFOA UK policy on the 'Reduction of False Fire Alarms & Unwanted Fire Signals'.

Communications

3.11   The service should review its communications strategy to provide a narrower, more targeted and realistic focus.

Operational Preparedness and Emergency Response

3.12   The service should re-evaluate the duty system and work pattern of its station managers to ensure that adequate levels of support and supervision are provided for watch managers and crews.

3.13   The service should review working hours and routines to ensure that its commitment to community safety can be maintained without detriment to operational response standards and competencies.

3.14   The Service should introduce a risk based hydrant inspection programme to decrease the frequency of hydrant inspections and free up more time for other station activities.

3.15   The service should re-evaluate its commitment to New Dimension in conjunction with its partner agencies.

3.16   The service should set up another multi-agency New Dimension response exercise (at walk through pace) as a precursor and to inform its re-evaluation.

Community Safety and Preventative Working

3.17   Safer Communities should consider how to fully integrate its areas of responsibility to guarantee that useful risk data is shared across the whole organisation. This would assist with the key strategic aim of "reducing the risk to the community".

3.18   The work being undertaking to review legislative change to help protect the vulnerable who live in shared accommodation should be given priority.

3.19   A methodology to fully risk assess all premises should be developed. Any such methodology could help free up essential time for qualified staff and allow them to focus on the highest risks.

3.20   The Service should consider the value to the organisation of administering a watch based inspection programme. Since premises where problems are identified are referred back to HQ staff, it is only those lower risk premises that are processed fully by watch managers. The implementation of a fully risk based inspection programme should reduce the number of premises requiring regular inspection, and remove the need for watch based staff to be involved.

3.21   An evaluation of the workloads of operational staff should be considered to more accurately identify the available time for active involvement in community safety work.   This recommendation should be taken in conjunction with the recommendation regarding operations involvement in legislative fire safety inspections.

4.   STRATEGIC MANAGEMENT

4.1   The CFO and his Senior Management Team have developed a five year corporate strategy to enable the service to reduce the risk to the Island community, to improve the way the Service delivers and to develop the personnel to provide a more efficient and effective service delivered in a low risk manner.

4.2   The corporate strategy is reviewed on an annual basis allowing adjustment to meet the ever changing needs of the Island. This dynamic process allows the service to incorporate local changes together with national recommendations from the UK fire and rescue services.

4.3   The Chief Officer and the Senior Management Team have made significant progress in profiling the island's risk; this has been done on a parish by parish basis which has allowed the service to prioritise its emergency response standards together with proportional community safety programmes.

4.4   The Service has been pro-active in requesting an assessment by the SFRAU Team and has clearly benefitted from carrying out the self-assessment process. Other toolkits are available for examining specific aspects of the Service such as that produced through a collaboration of the Chief Fire Officers' Association (CFOA) and Communities and Local Government (CLG) for Operational Assessment of Service Delivery. This can be completed on an individual basis but is also designed for use in a peer review process which the Service may wish to consider in conjunction with a neighbouring Service.

5.   RISK MANAGEMENT

5.1   The Service has a clearly defined policy in relation to the assessment of existing and potential risk within the community and has made good use of available data. The Chief Officer has introduced and led on a process of mapping the Island's risk in a Risk Profiling Process which articulates the Service's policy.   The Fire Service Emergency Cover (FSEC) model has been used as part of the process of developing the Service's IRMP. The software has not been utilised to its full potential as the range and detail of information required is not readily available to the Service, either from its own dedicated resources or from other States Departments. However, the Service has made good use of UK national data, local socio-economic data and historical data to develop risk categorisation for each parish on the island.

5.2   Risk information is matched to new emergency response standards and community safety programmes in order to develop risk-based strategies for each parish.

5.3   Following a detailed study into resource use arising from the Service's original IRMP in 2004, wholetime fire cover was withdrawn from the Western Fire Station to increase resources and focus on community safety and preventative work. While there is no significant reduction in the Service's ability to respond to incidents as a result of this change, there is evidence of an impact on the ability to mobilise specialist appliances and on some safety critical training resulting from the smaller number of wholetime firefighters available.

Consideration should be given to increasing the number of operational firefighters to ensure that the availability of specialist appliances and safety critical training are not compromised.

5.4   Limited financial resources have undoubtedly had an impact on asset management and planning for the Service. The Service has a clear and concise corporate strategy framework and utilises the Health and Safety Executive model, HSG (65) as the basis for managing its IRMP. Strategic priorities are identified from the IRMP and, together with an annual training needs analysis, resources are allocated to projects for implementation through Directorate Activity Plans which are managed under performance management and programme management frameworks.

5.5   The Service's Integrated Risk Management plan represents an effective approach to managing risks within the community, combining prevention, protection and intervention measures on a risk-assessed basis in order to improve community safety.

5.6   The introduction of the IRMP has enabled the Service to meet States of Jersey targets for financial savings, particularly through the withdrawal of wholetime fire cover at the Western Fire Station. The Service has also introduced risk based attendance standards for fires and other emergencies as a result of the move away from pre-determined attendance standards. Arrangements for mutual aid with other Services exist and have been tested in an operational environment.

5.7   The Service has identified training resources needed through an annual training needs analysis with safety critical training events given priority. The Service has made good use of off-station training events to maximise learning opportunities, including the use of live fire situations. However, there is a shortfall in the provision of practical fire behaviour training for all personnel.

The Service should, as a matter of priority, review the provision of safety critical fire behaviour training and develop a strategy to ensure all front line personnel receive such training at regular and appropriate intervals.

5.8   Organisational Risk is actively managed by the Senior Management Team with a Corporate Risk Register maintained and reviewed by principal management on a quarterly basis. The Corporate Risk Register dovetails with those maintained by the States of Jersey Emergency Planning Board and are, in turn, supported by individual Directorate risk registers. The Deputy Chief Officer is responsible for corporate risk management and is also responsible for chairing the Island's Risk Assessment Working Group.

5.9 Plans are in place to deal with the loss of headquarters and control facility but these have not, as yet been exercised.

> **Business continuity plans should be exercised as a matter of priority, in conjunction with appropriate partner agencies.**

5.10 The Service has a comprehensive policy and procedure for health, safety and welfare. These are managed at corporate level by an Area Manager with a Station Manager appointed as competent person to advise on health and safety issues. The responsible manager is qualified to NEBOSH General Certificate level and is both enthusiastic in his role and well supported by senior management. Welfare support is delivered through the States of Jersey provisions with a welfare officer being available to the Service for one day per week. The Service has progressed a range of welfare facilities and these, as well as the welfare officer, can be accessed as and when required by all staff.

5.11 There is no specific budget allocated for health and safety with resources being drawn from mainstream departmental budgets as required. This can place restrictions on activity aimed at improving health and safety in the workplace.

5.12 There is a constituted Safety Committee with representatives from management and staff associations but meetings are irregular and this presents a risk to the organisation and staff. Staff associations are included in consultation and recognise the management commitment to health and safety within current resource constraints.

> **The Service should review the manner in which health, safety and welfare is resourced and should ensure that Safety Committee meetings occur regularly and are well attended.**

6. FINANCIAL MANAGEMENT

6.1 It was not the intention of this inspection to provide in depth analysis of financial management, however the following observations are made.

6.2 There is highly effective management of the Service's budget at all levels and personnel are very aware of the requirement for financial probity. In common with other fire and rescue services, 89% of the budget is committed to personnel salaries thus leaving limited scope for meaningful long term planning without affecting future revenue costs.

6.3   The challenge for management is to ensure that funding does not have a significant adverse impact on training and development of personnel, the standard of equipment and consequently the safety of operational personnel or the delivery of service to the people of Jersey.

7.   WORKFORCE MANAGEMENT AND DEVELOPMENT

7.1   The Service has clear policies for workforce planning and development covering selection, learning and development and competence. The Service has evolved IPDS into an ongoing workforce development process which outlines workforce development into 2010.

7.2   The Service has adopted national occupational standards with trainees being monitored throughout their development at training centre and beyond. Training within the workforce development process is based on national Generic Risk Assessments with priority given to risk critical training based on the training needs analysis and IRMP priorities.

7.3   New entrants receive initial training at Devon & Somerset Training Centre with regular reports which are closely monitored throughout the training period. Further development is delivered in line with the workforce development process which includes performance review and appraisals, a largely reflective process. The performance review and appraisal is a States based system which is regarded by those participating as a good process but which is not yet fully delivering the anticipated benefits and lacks an audit element for development opportunity.

The Service should continue to develop its performance appraisal system to include audit elements for development of individuals.

7.4   Workforce development is tailored to the needs of the Service with core skills and incident command catered for through a combination of local and national courses. Specialist skills such as line rescue and boat training are dealt with locally with specialist instructors located within operational watches at station level.

7.5   The Service has analysed the risk exposure of Retained Duty System (RDS) personnel and has developed a bespoke training programme based on a reduced level of core competencies around pumps, ladders and breathing apparatus. This is commended as a means of tailoring training to risk although the Service should continue to review its provision in light of any future developments.

7.6   The Service has made good use of the individual skills of its members, utilising watch-based instructors to carry out specialised training such as line rescue and inshore boat operations. All drivers receive Emergency Fire Appliance Driver training which includes an element of 'blue light' response training.

7.7   The Service develops its managers in partnership with the States Learning and Development Team through the Modern Manager Programme. It has also introduced professional technical examinations to supplement its assessment and development process for internal promotions and succession planning. The Service has innovated an in-house 'fit to ride' course to support the development of supervisory managers.

7.8   While general understanding of fire behaviour was satisfactorily demonstrated by personnel, opportunities for practical training are limited by the fact that no training facility exists on the island. The Service aims to have all personnel attend a refresher course in fire behaviour training every three years but there is clear evidence of areas where this has not been achieved.

7.9   The need to maintain an effective balance between prevention, protection and intervention has required changes in workforce and daily work routines which have put additional pressures on staff in the delivery of training with concerns among some staff of resulting skills decay. This is particularly noticeable in the area of inshore boat rescue where greater pressure on staffing regularly results in training events being terminated.

The Service should review the impact of staffing levels on the ability of crews to carry out safety critical training.

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8.   PARTNERSHIP WORKING

8.1   The Service has built up numerous partnership arrangements. Partners include not only the historic ties with the other emergency services, but Health, Safety, Building Control, Prison Services, Youth Services and Education. These are being used to deliver a range of joint community safety initiatives and campaigns.

8.2   A number of service level agreements or memoranda of understanding have been produced with partners. The partnership advantages that could be gained through the joint mobilising arrangements have not yet been fully realised. However, it is clear that the effort being put into this area is likely to succeed in the not too distant future.

8.3   The Service aspires to have a fully developed partnership register which will outline the purpose and impact of any partnership arrangements it participates in. The work to fully populate this register is not finalised, but it should help to make sure that all partnerships are structured and have a fully developed aim. Within the procedural process is the aim to demonstrate the impact and benefit from partnership working. The review process for such documentation is crucial to avoid unnecessary drain on resources.

The work to fully populate the partnership register should be completed and the review timetable adopted.

8.4   Formal feedback from partners is not comprehensive or quantitative, however, discussion with partner organisations indicates that there is a very high level of respect for the Service. Partners are impressed by the Service's ability to meet targets and the enthusiasm with which it addresses issues. The relationship with partners reflects well on the organisation and will help the Service to achieve prominence in future partnership work.

8.5   Inevitably the Service is restricted in its aims by resourcing issues, both with finance and personnel. The sustainability of successful partnerships is also a difficult area for the Service but it still manages to achieve a great deal. Recent examples of working with the Jersey Evening Post showed tangible results in the substantial increase in requests for visits through the 'make a plan' programme. However, staff registered some concern that this outcome was not necessarily targeted at those most at risk

8.6   The need to gain access to those most at risk in the community has led the Service into discussion with health care professionals. The opportunities that could be realised by further developing these links are substantial, and the Service may wish to consider, as part of its partnership register development, if better value could be gained by focussing more effort in a health care service level agreement.

Partnership working in Jersey has a proven ability to create demand for FRS services. The Service now needs to consider which partnership arrangements will give them best access to those who are most at risk.

8.7   The Service has a policy for the reduction of calls from automatic fire alarms, however work to reduce the mobilisations to automatic fire alarm activations has not, as yet, shown great success. The policy requires personnel to work together with building owners and occupiers as well as system installers and maintenance companies to confirm that systems are suitable.

The Service should consider the implementation of the recently re-issued. CFOA UK policy on the 'Reduction of False Fire Alarms & Unwanted Fire Signals'.

9.   COMMUNICATIONS

9.1   The Service has a very well laid out communications strategy which includes the use of e-newsletter, minutes of all meetings being available, information to partner organisations, IRMP and Performance Plan and there is an excellent relationship with the press. However as you work your way down the organisation, effective communication reduces. The Senior Management Team are taking steps to improve internal communications through a programme of face to face visits and quarterly staff presentations. The intranet is not very informative.

9.2   The Service's very ambitious communications strategy cannot be adequately resourced and needs to be focused and realistic about what it can achieve and what offers most value.

The Service should review its communications strategy to provide a narrower, more targeted and realistic focus.

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10.   OPERATIONAL   PREPAREDNESS   AND   EMERGENCY RESPONSE

10.1   There are three levels of operational response which are well established:

1.   Station personnel operating on a shift duty system:
2.   Retained duty system (RDS) personnel; and
3.   Recall to duty mobilisation.

10.2   There are two fire stations, Headquarters station and Western station.

10.3   Western station is fully RDS with the staffing level sitting at 15. The Service cannot recruit RDS personnel for week daytime availability at Western station therefore the fire appliance at this station is only available outwith this period.

10.4   Headquarters station is staffed by shift duty personnel with RDS personnel available as additional resources. The RDS staffing level is 29 (1 watch manager, 4 crew commanders and 24 firefighters).

10.5   A four crew system operates for RDS personnel at Headquarters while Western station operates a two crew system. Personnel in the RDS crews have different categories of availability commitment. The established RDS crewing model has personnel numbers likely to be greater than with some other RDS staffing models, but the system is functional, offers flexibility and is suited to an island environment where there are finite resources.

10.6 RDS personnel are available for training 2 hours, one evening a week. Because of the number of RDS personnel at headquarters station, the training is split over two nights, two crews per night. RDS personnel and shift duty personnel train together and mixed crewing operates during the training period. There is a good relationship between RDS and shift duty personnel. The limited training time for RDS personnel has been acknowledged by the Service and the expectation in terms of competency has been adjusted to give a narrower focus.

10.7 The shift duty establishment at headquarters station is 52 between four watches and the minimum crewing level between the first two pumping appliance is nine. On the majority of occasions only a single firefighter is available to crew specialist and support appliances which are usually crewed by two firefighters. This results in a delay in mobilising these resources to incidents.

10.8 The limited number of wholetime firefighters results in overtime being regularly used to ensure this minimum crewing level.

10.9 Six station managers are conditioned to a day duty system with a rota system operating to ensure that there is a duty station manager available for operational incidents. One consequence of the station managers' duty system is that there is no commitment for station managers to undertake normal supervision or station visits during the evening. The station manager who is the retained commander has no requirement to attend during weekly RDS training nights. The station manager who is the commander for the shift duty personnel has no requirement to give any evening station supervision or contact.

The Service should re-evaluate the duty system and work pattern of its station managers to ensure that adequate levels of support and supervision are provided for watch managers and crews.

10.10 The Service has a very wide range of equipment as can be expected in an island environment where self sufficiency is the norm. The specialisations include sea rescue and line rescue capability. Because of the amount of equipment and finite staff resources, keeping up personnel competencies is a major challenge.

10.11 Operational resources are also used for fire safety inspections and community safety work and hydrant inspections. These limit the amount of time available for training, risk visits and equipment maintenance and have the potential to have a detrimental effect on operational standards. The wholetime shift personnel at Headquarters work a traditional four watch system with nine hour days and fifteen hour nights. This limits the number of productive hours available.

> **The service should review working hours and routines to ensure that its commitment to community safety can be maintained without detriment to operational response standards and competencies.**

> **The Service should introduce a risk based hydrant inspection programme to decrease the frequency of hydrant inspections and free up more time for other station activities.**

10.12   The Service's dedicated workshop, serving all emergency services, has been replaced by an imposed arrangement whereby the workshop function is carried out by the States Transport and Technical Services through a service level agreement and at a central location. Teething problems with the changeover have been largely overcome.

10.13   The Service has identified that its equipment management is not robust enough and, to improve equipment maintenance recording, is investigating the provision of an equipment management system.

Resilience (New Dimension)

10.14   The Service has taken on a limited Urban Search and Rescue (USAR) capability and has a collaborative approach to mass decontamination. Assistance arrangements are also in place with the Airport Rescue and Firefighting Service, Guernsey FRS and a back up from Hampshire FRS.

10.15   The Service has a Detection, Identification and Monitoring (DIM) Capability for hazardous substances in the form of HAZMAT ID. DIM staff competencies are satisfactory but expertise is concentrated on a single manager in the Service. There is only a limited number of persons who can use the DIM kit to its full capability. It would be a considerable risk to make major decisions based on results from the substance ID equipment if it is not operated by a competent person. The level of training to use this kit properly is high and ongoing and there are doubts about the Service's resilience in this area.

10.16   Mass decontamination has been exercised but with only limited success. The staffing levels limit the speed of setting up and the number of people that can be decontaminated. New Dimension has lost momentum in Jersey and has little political support.

10.17   MD4 small units are used for decontamination of FRS staff. This works well and is quick to set up. Additional units of this type or slightly larger may be a better option than the use of larger units.

10.18   There was some indication that the police have revised the credible threat level.

> **The Service should re-evaluate its commitment to New Dimension in conjunction with its partner agencies.**

> **The Service should set up another multi-agency New Dimension response exercise (at walk through pace) as a precursor and to inform its re-evaluation.**

Control Room

10.19   The control function is provided by a combined ambulance and fire control room which operates from the ambulance station. This collaborative arrangement was introduced to remove lone person working in the two separate control rooms. The budget and line management is within Health. There is a management board with membership by Fire and Ambulance principal officers.

10.20   The transition to a joint control was accompanied by some difficulty and there was considered to be deterioration in Fire and Rescue Service mobilisation standards. This has been substantially addressed by the use of an improvement plan. The view was expressed that ambulance mobilisations are faster than fire mobilisations. This may be partly explained by the use of more complex Pre-determined Attendances (PDAs) and the requirement for the fire station watch manager to make mobilisation decisions. By comparison, ambulance mobilisation is straightforward and is aided by an ambulance station pre-alert system.

10.21   The Service should consider whether there is the potential to improve mobilising times by the installation of a 'pre-alert' signal into the Headquarters station turnout system, whereby the pre-alert will automatically sound in the station when a fire '999' call is made to control, giving station crews an alert to the existence of an incoming emergency call.

10.22   There are two control room operators on duty, one dealing with fire and one ambulance. Operators undertake both roles to ensure competency and inter-changeability. The call handling performance of individual operators is monitored by the control room manager.

10.23   The supervision and management function is carried out by a motivated control centre manager who is in regular contact with FRS headquarters. The close proximity of headquarters and the combined control assists with contact and communications. The Service should continue to ensure that there is a good level of contact and communication between control room operators and FRS staff.

10.24   There is a fallback arrangement in case there is a need to evacuate the control room and long term plans for the establishment of a tertiary control.

10.25   The Service has established an effective arrangement whereby a duty command support manager attends the service operations room to carry out logistical aspects of recall to duty such as when there is a major incident.

IT/IS

10.26   The IS manager undertakes all aspects of IT work and support. He is able to produce simple systems that meet reporting and other needs. He is involved in all aspects of IT; some of this work is minor, time consuming and not a good use of his skills.

10.27   There are good back up systems for servers and an arrangement to be able to relocate staff to the top floor of a States building in St Helier if disaster strikes.

11.   COMMUNITY SAFETY AND PREVENTATIVE WORKING

General

11.1   The Safer Communities Directorate is responsible for two main areas, legislative fire safety and community safety. The two areas of responsibility are staffed by skilled enthusiastic staff, who are clearly motivated towards achieving positive improvements in service delivery.

11.2   The IRMP identifies this area of work as a priority for the Service and the expectations on personnel to achieve are high. The Service has recently introduced a four year Safer Communities Strategy aimed at ensuring community safety and statutory fire safety are targeted towards reducing risk. Discussion with operational staff shows support for this new direction, but there are clear concerns over their ability to achieve all new initiatives with the available resources. Directorate staff were keen to outline their issues and were very supportive of the ambition of the Service.

11.3   The structure of the department and the physical location of staff does not encourage interaction between the two areas of responsibility and it was not always clear to the inspection team what level of cross-over took place between staff. This may be a missed opportunity as the combined knowledge of both areas could create a much more accurate picture of community risk.

> **Safer Communities should consider how to fully integrate its areas of responsibility to guarantee that useful risk data is shared across the whole organisation. This would assist with the key strategic aim of "reducing the risk to the community".**

Statutory Fire Safety

11.4   The statutory fire safety staff are focussed in achieving workloads that are dictated by the legislative framework although they have identified high risk sleeping accommodation premises in which they have no legal enforcement powers. This is allowing significant numbers of the public to live in premises having limited elements of fire precautions, placing them at unacceptable risk.

> **The work being undertaking to review legislative change to help protect the vulnerable who live in shared accommodation should be given priority.**

11.5   Although premises within the remit of fire safety are in some ways risk assessed, it is not clear that a fully developed risk assessment methodology has been implemented. CFOA has created a premises data collection system which could be adopted and adapted to meet such a need, and the work undertaken through the island risk profiling would support such a direction.

> **A methodology to fully risk assess all premises should be developed. Any such methodology could help free up essential time for qualified staff and allow them to focus on the highest risks.**

11.6   To achieve targets, the fire safety staff involve operational watch based personnel in the inspection programme. The directorate staff identify the simpler inspections and pass these to watch managers to inspect. Where operational staff visit a premises and discover any changes that have taken place, or are unsure of the impact of any other issues to the general fire protection provisions, they will pass the inspection back to the more qualified statutory fire safety staff.

11.7   The level of training for operational staff is limited and it is not clear that the quality of their work adds value to the organisation. To overcome this lack of knowledge would require an ongoing training programme for operational staff, and since it is likely that such a programme would require statutory fire safety staff to carry it out, this is unlikely to be of value.

> **The Service should consider the value to the organisation of administering a watch based inspection programme. Since premises where problems are identified are referred back to HQ staff, it is only those lower risk premises that are processed fully by watch managers. The implementation of a fully risk based inspection programme should reduce the number of premises requiring regular inspection, and remove the need for watch based staff to be involved.**

11.8 The directorate has the opportunity to generate income through its fire warden training. There are also additional income generating opportunities that could be offered up in general fire safety, extinguisher training etc. The facilities that are required to professionally meet this demand are not excessive. It may also be possible to employ additional part time support to deliver such training.

11.9 However, it is not clear what financial benefit can be realised by undertaking this additional work, and given the resource difficulties already identified, it would require a full cost/benefit analyses to be completed before any resources are diverted to develop such an objective.

Community Safety

11.10 The community safety team of Safer Communities has developed a wide range of initiatives and objectives. Many of these initiatives involve close working with partner organisations, and the excellent relationship with local media organisations allows new work to be well advertised.

11.11 The success of the officers and partners in moving forward, brings major resource issues to the organisation. The IRMP strategic priority identified a need to develop risk profiling to target those most at risk from fire. This priority can help to overcome many of the resource concerns that exist.

11.12 The main resource to deliver community safety work lies with operational watch based staff. Their willingness to support such work was clear, but the previously identified competing pressures may be making it difficult for them to meet the need. While changes to administration of community safety work, such as arranging home fire safety visit, have helped to bring more structure to operations workloads, there are still issues for watches and directorate staff in managing expectations. Managers in the directorate are well aware of these issues and are trying to work with watch managers to address them.

11.13 The skills of watch staff are best suited to community interventions, and as suggested earlier, the training implications for them to be effective as legislative inspecting officers may be too great for the Service to commit resources to.

An evaluation of the workloads of operational staff should be considered to more accurately identify the available time for active involvement in community safety work. This recommendation should be taken in conjunction with the recommendation regarding operations involvement in legislative fire safety inspections.

11.14   Operational staff were unable to fully resource the outcomes of the very successful 'make a plan' promotion, and it is probable that any future successes in highlighting this initiative would pose operational difficulties unless their involvement in statutory fire safety is reviewed.

Appendix

Summary of strengths, challenges and areas for improvement in the States of Jersey Fire and Rescue Service

Strategic Management

Strengths	Challenges and areas for improvement
• Strong five year corporate policy for Service exists	• Service should continue self assessment/peer assessment/audit process
• Dynamic corporate strategy in place for the Service	
• Good progress on risk profiling for the island	

Risk Management

Strengths	
• Clearly defined policy in relation to the assessment of existing and potential risk within the community and good use of data	• The number of operational firefighters available to ensure specialist appliance availability and adequate specialist training
• Identified training resources needed through an annual training needs analysis with safety critical training events given priority.	• Review of safety critical fire behaviour training
• Good use of off-station training events to maximise learning opportunities	• Exercising of business continuity plans
• Organisational Risk is actively managed by the senior management Team with a Corporate Risk Register maintained and reviewed	• Resourcing of health, safety and welfare

Financial Management

Strengths	Challenges & areas for improvement
• Effective budget management	• Challenging budget settlements for foreseeable future

Workforce Management

Strengths	Challenges & areas for improvement
• Clear policies for workforce planning and development covering selection, learning and development and competence	• Continued development of performance appraisal system
• Bespoke Retained Duty System training programme as a means of tailoring training to risk.	• Maintenance of staffing levels

Partnership Working

Strengths	Challenges & areas for improvement
• Numerous partnership arrangements to deliver joint community safety initiatives	• Completion of partnership register and adoption of review timetable
• Strong reputation	• Evaluation of effectiveness of partnerships
	• Implementation of 'Reduction of False Fire Alarms & Unwanted Fire Signals

Communications

Strengths	Challenges & areas for improvement
• Very well laid out communications strategy	• Review of communications strategy
• Excellent relationship with the press	

Operational Preparedness and Emergency Response

Strengths	Challenges & areas for improvement
• Good relationship between RDS and shift duty personnel	• Re-evaluation of duty system
• A very wide range of equipment as can be expected in an island environment where self sufficiency is the norm	• Review of working hours and routines
	• Introduction of risk based hydrant inspection programme
	• Re-evaluation of ND commitments

Community Safety and Preventative Working

Strengths	
• Skilled enthusiastic staff, who are clearly motivated	• Full integration of 'safer communities'
• Wide range of initiatives and objectives. Close working with partner organisations	• Priority of review of legislation
	• Development of risk assessment methodology
	• Consideration of watch based inspection programme
	• Evaluation to maximise operational staff involvement in community safety