



HEREFORD & WORCESTER  
**HWFR**  
FIRE AND RESCUE SERVICE

# Business Fire Safety



## 2011/12 IRMP Annual Action Plan

### Objective 1 - Technical Fire Safety Review

report dated May 2011 on

**The Anticipated Benefits of Implementing the  
Recommendations of the 2009 FARMSS Audit 2009**

by

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## **Preface**

“As part of the IRMP process, and following a comprehensive consultation process with our staff and the public, an annual action plan has been produced which sets out the priorities for 2011/12. “

This paper is in response to Objective 1 of that plan, which states;

### ***Objective 1: - Technical Fire Safety Review***

*Technical Fire Safety (TFS) takes the key role in management and enforcement of fire safety regulations for non-domestic premises through audit, provision of advice and working with the responsible persons(s) to make improvements where necessary.*

*A comprehensive TFS review conducted by a specialist consultancy firm (FARMSS) in 2009 suggested a number of areas for consideration. The outputs from this review were developed into a “Way Forward” plan and associated actions have since been implemented by Service Delivery.*

### ***Objective 1: -***

***During 2011/12 we will conduct a review of the impact of the recent changes in Technical Fire Safety arrangements to ensure that the anticipated benefits are being fully realised.***

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## **Background**

Section 6 of the Fire and Rescue Services Act 2004 places a duty on Fire and Rescue Authorities to promote fire safety in its area.

The Regulatory Reform (Fire Safety) Order 2005 (The Fire Safety Order) came into effect in October 2006 and Article 26 requires enforcing authorities to enforce the provisions of the Order and any regulations made under it, in relation to premises for which it is the enforcing authority.

Article 25 defines enforcing authorities, with the result that Hereford & Worcester Fire and Rescue Authority is the enforcing authority for all premises in its area.

There is nationally available guidance that describes how those enforcement duties should be integrated with the other activities of the Fire and Rescue Service and operate a risk based approach to enforcement, acting in accordance with the enforcement concordat and the Regulators Compliance Code.

In 2008 a report was commissioned by the Hereford & Worcester Fire and Rescue Service, to provide a third party professional view of their approach to a risk based audit programme of enforcement and to evaluate the resources and support that is in place to deliver that programme. The report was prepared by J Judd and D Berry on behalf of Fire & Risk Management Support Services Ltd. (FARMSS) and dated 15<sup>th</sup> February 2009.

The report was produced following a comprehensive review of the Technical Fire Safety Department and was conducted during December 2008 and January 2009.

The objectives for the audit were set out in six requirements agreed between Mr J Hall, Assistant Chief Fire Officer, Mr W Perrins - Group Manager TFS both of Hereford & Worcester Fire and Rescue Service (H&WFRS) and Mr D Berry, Director of FARMSS. The six requirements were;

- To ensure the Risk Based Audit Programme (RBAP) is fit for purpose
- To review the current capacity of TFS to meet the work loads
- To review the skills of TFS staff and the succession planning arrangements
- To examine the effect of “split roles” on TFS performance
- To examine the effect of taking prosecutions and the provision of flexible capacity
- To consider the TFS links with operational intelligence

The FARMSS Review arrived at eight conclusions (Appendix 2, Pg 29) covering the five areas of Policy, Organisation, Implementation, Monitoring and Audit and Review. From the conclusions, ten specific recommendations (Appendix 3, Pg 31) were made.

This was further synthesised by “The Way Forward” document (WFD) detailing eight specific recommendations (Appendix 5, Pg 34) which incorporated the conclusions and recommendations of the FARMSS Review. `The Way Forward` document detailed how the Service would implement the findings of the FARMSS Review and this has been the primary driver for TFS over the last two years.

## Executive Summary

On appointment in May 2009, the Group Commander TFS was commissioned to implement the eight recommendations of the “Way Forward Document”. This was achieved through the 2009/10 Departmental Business Plan.

The primary recommendation was the delivery of an effective RBAP in order to enforce the Regulatory Reform Order, as this was a primary legislative requirement. All other recommendations directly supported delivery of this primary objective.

This paper presents evidence that the recommendations of the 2009 TFS review documents, the FARMSS Review and the subsequent ‘The Way Forward’ document, have been implemented wherever appropriate.


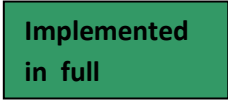

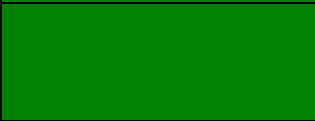








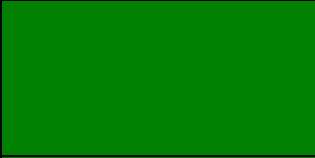

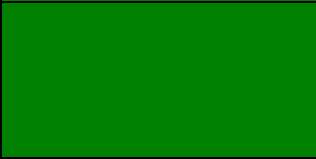
	Recommendation	Implementation Status	
1	Appoint non operational TFS posts		
2	Review Role of Watch Commanders		
3	Review Structure and skills of District TFS Offices		
4	Establish Links between TFS Staff and CRM role		
5	Review Training Requirements		
6	Use Ops Crews to carry out Post Fire Audits		
7	Centralise Enforcement		
8	Review Intel Links		
9	Ensure best delivery of RBAP		
10	Adopt robust approach to Demand led work through use of specialists		
11	Ensure quality of data		
12	Centralised Performance Management of District Staff		

Table 1

Table 1 demonstrates that the recommendations have been implemented in full, with three exceptions.

The three exceptions where the recommendation was not implemented in full, indicated in Table 1, include;

1. Establish Links between TFS Staff and CRM role

Links to be established regarding career development of TFS staff with the CRM's role was based on the role of CRMs in West District at the time of the review. At that time the CRM roles were unique in each District. In West District it was intended that they would carry out a dual role of RDS support and TFS Inspector. However, the Service has since clarified that the role of the CRM should be common across all three Districts. This does not include a TFS element rendering that specific recommendation no longer relevant.

2. Use Ops Crews to carry out Post Fire Audits

It was anticipated that an additional benefit of delivering TFS training to Operational Personnel is that they could conduct Post Fire Audits, therefore easing the impact on TFS capacity. However, it has been identified that the number of Post Fire Audits generated is insufficient to enable Operational Crews to maintain an acceptable level of competence delivered by the initial training.

3. Review Intel Links,

This recommendation contained the element, "Appoint a TFS Trainer". This was implemented, but that post has since been disestablished.

With the exceptions detailed above the recommendations of the 2009 TFS Review have been successfully implemented in full and the anticipated benefits as detailed at that time have been realised.

Areas that have prevented the optimum benefits (beyond those anticipated) being realised can be exclusively attributable to establishment issues.

As a result of the conclusions of the IRMP review process, The Group Commander Technical Fire Safety and Area Commander Community Risk have identified that the Service would benefit from a further internal review in order to take account of the fundamental changes to the political, social and economic landscape since 2009 .

To deliver the continual development of the TFS function without the need for further periodical reviews, this paper recommends that the quality assessment process is developed to deliver a continual review of all TFS functions, current themes to include:

- A review of the RBAP and frontline TFS Service Delivery in light of coalition Government statements. Appendix 6 provides detail on the recommendations for a streamlined RBAP that have been implemented at the start of the 2011/12 program.
- A review of TFS Boundaries and structure driven by the Governments `Green Agenda`.
- A review of collaborative and partnership opportunities driven by Government Guidance.
- A review of succession planning and challenges

It is anticipated that this process will commence in Q2, 2011/12.



## **Introduction**

### **Terms of Reference**

The terms of reference for the review were as follows:

During 2011/12 we will conduct a review of the impact of the recent changes in Technical Fire Safety arrangements to ensure that the anticipated benefits are being fully realised.

### **Scope of the paper**

Specific Areas for Review were;

- Personnel/Resources; how staff are utilised and the required appropriate levels of staffing to achieve organisational goals.
- Training; what level of training is required to provide the specialist staff with the appropriate skills to meet organisational goals.
- Enforcement; a review of what is required to meet the needs of the Fire Authority to carry out an adequate and consistent role as an enforcement authority.
- Links with the current review of and utilisation of Intelligence (Intel) work to support operational crews and Firefighter safety.
- Risk Based Audit Program (RBAP); Review the success of its recent implementation to support new legislation and whether it is “fit for purpose” in the future.
- Demand led work; develop a management led strategy to deal with the amount of demand led work which detracts from the routine risk based workload.
- Data Gathering; consider whether the current level of data gathered is suitable and sufficient.
- Performance Monitoring; review the line management of TFS staff and ownership of current performance management systems and indicators.

## **Section 1**

### **Identify the anticipated benefits detailed in the 2009 Review and associated documents**

#### 1.1

Consideration of the recommendations of both the FARMSS Review (Appendix 3, Pg 31), and 'The Way Forward Document' (Appendix 5, Pg 34) presents clear identification of the anticipated benefits that implementation should deliver.

### **Summary of Anticipated benefits corresponding to the Highlight Issues in the Review Documents**

#### 1.2

##### **Personnel**

By directing reactive work to non operational TFS posts, the TFS Inspectors (Watch Commanders) would be able to focus on Fire Safety Audits. This would enable the Risk Based Audit program workload to be quantified, and by the setting of targets, performance managed. This would ensure that the Service could demonstrate that its legislative obligations with regard to enforcement of the Regulatory Reform (Fire Safety) Order 2005 were being discharged. This would be based on the ability to demonstrate that all the Service's High and very High Risk premises were audited as part of a Risk Based Audit program.

#### 1.3

##### **Training**

By focussing the role of the TFS Inspector (Watch Commander) on Risk Based Audits, the training requirements of the role could be paired down. This will be supported by the role of the non operational TFS posts which would hold responsibility for carrying out Building Regulations Consultations. The corresponding advanced TFS training would be invested in these (fewer) roles.

#### 1.4

##### **Enforcement**

The management of enforcement activity by the SHQ TFS Hub would ensure a consistency of approach and prevent District TFS capacity from being diverted from Risk based Audit Work.

1.5

**Intel Links**

The appointment of a TFS Trainer will enable Operational Crews to receive TFS (training) input as part of an integrated TFS Training Strategy. In this way TFS skills outside the TFS department could be enhanced to support operational assurance. Operational Crews may be utilised to carry out Post Fire Audits, ensuring departmental capacity to deliver the Risk based Audit Program.

1.6

**Risk Based Audit Program**

By delegating all demand led work (reactive) to the non operational TFS Inspectors, capacity to deliver the Risk Based Audit program is protected.

1.7

**Data Gathering / Performance Monitoring**

By ensuring that CFRMIS (Community Fire Risk Management Information System) is populated by quality data, performance can be effectively managed and quality assessed. This will enable the department to confidently expose itself to both internal and external audit.

By ensuring that CFRMIS risk gradings are aligned to FSEC risk gradings, better targeting of audit activity will be possible.

Centralisation of the TFS Function with delegated ownership of performance to District TFS Station Commanders will enable a clear performance structure to be identified.

A Policy and Memorandum of Understanding (with partner agencies) review will support the effective delivery of the Risk based Audit program.

## **Section 2**

### **Have the recommendations been implemented?**

#### **Personnel**

##### **2.1 *Appoint non-operational TFS posts, consider location of these posts*** **(WFD recommendation 1)** **(FARMSS recommendation 9)**

###### **Recommendation Implemented**

2.1.1 The introduction of specialist technical fire safety officers (T.F.S.O.) to undertake all or most Building Regulations Consultations has been delivered. These officers are not necessarily directly attached to any one District but are a global resource nominally under the Line Management of the Stn Mgr Performance (SHQ), although the reality is that they operate mainly from the Districts.

2.1.2 Initial implementation provided for two posts, one in North and one in South. In the case of West District, local arrangements between West District Station Manager, the other District Station Managers and the Stn Mgr Performance identified capacity to deal with the workload in advance.

2.1.3 An assessment of staffing of districts with respect to it being proportional to community risk (measured against recognised criteria) was undertaken and identified a need to review and amend current establishment. Following this assessment, the establishment of two TFSO's was increased to three to align to the three Districts.

2.1.4 It has been further agreed to appoint a fourth TFSO by disestablishing the dedicated TFS trainer post, the TFS Training reference being incorporated into the TFSO role. This distributes the Training reference across the four TFSO's, offering greater resilience and flexibility.

2.1.5 These recommendations have delivered advantages in consistency and continuity. In addition, the global management of this resource has provided flexibility to allow for variances in the workload across the Districts.

**2.2 *Review role of WM's to reflect more flexible delivery of Fire Safety Auditing workload***

**(WFD recommendation 1)**

**(FARMSS recommendation 4)**

**Recommendation Implemented**

2.2.1 The revised role of Watch Commanders created challenges in equipping them with the necessary technical background to progress into the TFS District Station Commander role. Therefore they will have the opportunity to achieve and maintain technical skills as part of a development process if supported and evidenced by the PDR process.

2.2.2 Specifically, TFS Watch Commanders will attend the FSC TFS modules 1-6, providing level 3 Fire Safety Officer status. The additional technical skills are provided by attending the FSC TFS modules 8-11 providing Level 4 Fire Safety Manager status.

2.2.3 Those existing WC's already at the advanced technical level will be given the opportunity to maintain these skills by exposure to related activities, e.g. Building Control Consultations.

2.2.4 The recommendation to review the role of the Watch Commanders successfully delivered an increased level of audit activity that reflected a risk based approach to enforcement. This, in turn, made performance monitoring and review more manageable

**2.3 *Review structure and skills needed in each Dept.***

**(WFD recommendation 1)**

**(FARMSS recommendation 4, 9)**

**Recommendation Implemented**

2.3.1 A need to recruit for the present needs and longer term succession planning was identified. The structure and skills profile of each department, including SHQ staff, was defined by workload. This was initially supported by the appointment of the TFS Trainer, and will continue under the revised TFSO reference.

2.3.2 The Technical Fire Safety Trainer post was job sized, graded, advertised, interviewed for and appointed. It became vacant again in May 2010 with the vacancy unable to attract suitable applicants. SMB have since approved incorporating the TFS Trainer reference into the TFSO role and increased the TFSO establishment by one to address this.

2.3.3 In order for the District TFS Departments to function effectively, the TFS Stn Commander performance has determined what is expected of them in terms of objectives and delivery. Performance Management is the responsibility of the District Station Commander locally, and the Station Commander (SHQ) Performance centrally.

2.3.4 Successful implementation of these recommendations has enabled District TFS Departments to function more effectively. The TFS Station Commander Performance has produced guidance that clearly identifies what is expected of them in terms of objectives and delivery. This is located in the 'Performance Management' tab on the Technical Fire Safety Sharepoint Site. This in turn feeds back into training needs identified during the individuals IPDR.

#### **2.4 *Links to be established regarding career development of TFS staff with the CRM's role***

**(WFD recommendation 1)**

**(FARMSS recommendation 8)**

**Recommendation Not Implemented**

##### **2.4.1**

At the time of the 2009 review the CRM role was unique in each District and came under the authority of the District Commander, being primarily a District support function rather than a TFS function. In West District it was intended that CRMs would carry out a dual role of RDS support and TFS Inspector. It was anticipated that this would provide resilience for RDS support, and provide opportunities for the development of TFS Watch Commanders in non TFS work.

##### **2.4.2**

The Service has since clarified the role of the CRM, ensuring that it is common across all Districts. It does not include a TFS element rendering that specific recommendation obsolete.

##### **2.4.3**

At the time of the 2009 review TFS was also a function of the Districts. However, the subsequent centralisation of TFS, supported by a performance and quality control management system has successfully delivered consistency in Watch Commander deployment.

## Training

***2.5 Continue to support the professional development of TFS staff and identify and promote development routes for staff to achieve the necessary skill and experience to lead technical fire safety, in the Districts and centrally.***

**(WFD recommendation 2)**

**(FARMSS recommendation 9)**

### **Recommendation Implemented**

2.5.1 Training requirements for WC's carrying out audits are delivered by the FSC and cover the following:

- Legislation (RRO principles, requirements, powers and duties etc)
- Fire Risk Assessment – how to audit
- TFS solutions in High life risk premises
- TFS solutions in Non life risk premises

2.5.2 Although training on all the above is delivered by the Fire Service College, the TFS Department continues to investigate and utilise alternatives, e.g. internal provision, external suppliers or Regional provision. Either solution must be robust, sustainable and not diminish skill levels. The revised RBAP structure will require an enhancement of these skills to support a more expansive role not limited to carrying out audits (see 2.2.3)

2.5.3 These recommendations have resulted in the focussing of WCs activity on the RBAP, enabled training needs to be clearly identified, discharged and reduced the overall training requirements as WCs no longer have responsibility for Building Control Consultations.

2.5.4 Training has been delivered to all watches with the exception of two at Station 46 and two at Station 21. Training ceased as a result of the Post Fire Audit trial at Evesham. It is no longer the intension for crews to carry out Post Fire Audits as the workload is insufficient to maintain competence. The outstanding training will be delivered in line with the revised Station IDR.

TFS Training to Community Risk Managers in support of the Intel process has been successfully delivered. TFS Training to all Flexi Duty Officers has also been delivered.

## **Enforcement (offences investigation/prosecution)**

***2.6 The recent experience gained by a number of officers during the preparation for potential prosecution activity should be captured in a policy and procedure manual. Given the intensive and time consuming nature of the work, consideration should also be given to the benefit of centralised co-ordination and administrative support for inspecting officers undertaking work on potential prosecutions.***

**(WFD recommendation 3)**

**(FARMSS recommendation 2)**

### **Recommendation Implemented**

2.6.1 SHQ Station Commanders support Districts with prosecution activity, adding to the experience and skills present at District level in this highly technical role, thereby mitigating organisational risk. At the time of this review, the Station Commander Policy in consultation with the District Stn Commanders has been commissioned to produce guidance on how this support is structured and delivered.

2.6.2 However, this work stream has been interrupted by the secondment of the Station Commander Policy to carry out a Departmental Review of Community Fire Safety. The Working Group set up to deliver this guidance continues under the stewardship of the TFS Station Commander West, and has made significant amendments to the Service suite of standard enforcement letters.

2.6.3 Recent experience gained by officers in West District, particularly, during the preparation for potential prosecution activity, is being utilised in the review of both our Enforcement Policy and Standard Letters used to support the enforcement process.

2.6.4 Consideration was also given to the benefit of centralised co-ordination and administrative support for inspecting officers undertaking work on potential prosecutions. Although SHQ TFS do not have the capacity to support this function directly, the global management of the TFSOs by the Stn Commander Performance facilitates this support through the flexible deployment of available resources.



## Intel Links

***2.7 It is proposed that the pending Intel system review (2009/10) will significantly reduce the workload for TFS staff with Intel 7 inspections. The utilisation of operational crews in conjunction with the Intel Review will be integral to the delivery of some TFS elements...absorbing some of the Intel and Post Fire inspection workload.***  
**(WFD recommendation 4)**  
**(FARMSS recommendation 6, 10)**

### **Recommendation Implemented, except for 2.7.4**

2.7.1 Following initial appointment, the SHQ based TFS Trainer assisted the Intel process by training Operational Personnel in a basic TFS program which include building construction. This trainer was an appropriate point for advice for OPS staff seeking guidance on technical matters relating to their Intel work. They also acted as a conduit for information exchange and processing between the TFS discipline and the Ops discipline.

2.7.2 However, the TFS Trainer post became vacant in May 2010 necessitating an interim measure to be introduced whereby District TFS Stn Commanders have taken on that responsibility. When the position was advertised there were no applicants, and so it was decided to disestablish the TFS Trainer Post and appoint a fourth TFSO post (see 2.4.2). Following appointment it is envisaged that the Training function will be delivered by all the TFSO's. However, the protracted selection process presents a significant barrier to progress as the position remains vacant. This specific issue will be considered as part of a wider TFS Review in 2011.

2.7.3 This work stream is now with the TFSO West who is currently working with the Ops Intervention Department to develop a robust mechanism to deliver effective communication of risk information between the two departments and operational personnel. This support for the Ops Intervention Department has enabled the Intel 7 workload to be managed by District staff and not TFS Inspectors. This exceeds the anticipated benefit associated with the 2009 recommendations above.

2.7.4 WFD Recommendation 4 suggested that Operational Crews could be used to carry out post Fire Audits. To support this, a training program was developed and rolled out to operational watches in 2010. A Post Fire Audit trial at Evesham was carried prior which identified that the workload generated by non domestic fires is insufficient to enable crews to maintain competence. Therefore Post Fire Audits will continue to be carried out by TFS staff.

## **Risk Based Audit Programme**

### **2.8 *Complete policy and produce guidance***

**(WFD recommendation 5)**

**(FARMSS recommendation 4)**

#### **Recommendation Implemented**

2.8.1 Risk Based Audit activity was measured against aggregate inspection hours available, using the same methodology as used by the FARMSS auditor team. Capacity was focussed on the Risk Based Audit Program activity, and specifically those premises where risk is greatest. Under the initial structure, audit activity was the responsibility of District Station Commander locally, and the Station Commander (SHQ) Performance centrally. However, the District Station Commander had the authority to “insert” audits reflecting local knowledge of risk. Work was carried out to improve the process flow of data on CFRMIS, for example the `Final Follow Up Inspection`. The consolidation of CFRMIS Mobile, enabling remote synchronisation in the field to the central TFS database, continues to increase efficiency.

2.8.2 Whilst Guidance has been produced, a formal policy re write has still to take place. This was due initially to the TFS Station Manager Policy being directed to solely work on the UwFS policy, and subsequently the TFS Station Manager Policy being seconded to carry out a full review of the CFS Department.

2.8.3 However, the new emphasis has been beneficial in that the department have seen a significant increase in premises undergoing a full audit. The details are located in Sec. 3 Quality/Performance Management.

### **2.9 *HQ staff to lead on audit and review to ensure consistency***

**(WFD recommendation 5)**

**(FARMSS recommendation 4)**

#### **Recommendation Implemented**

2.9.1 HQ audits of District work monitor all stages of the risk-based audit process, from booking appointments to final follow up, and include quality control of written schedules, letters and notices to ensure consistency and legality. A central part of the daily management activity of TFS Station Commanders is monitoring legality and consistency of TFS output. Responsibility for performance sits with the Group Commander TFS, but the day to day monitoring and management of performance and quality control is overseen by the TFS Station Commander Performance.

2.9.2 By measuring risk based audit activity against aggregate inspection hours available, using the same methodology as used by the FARMSS auditor team, data not affected by variances in establishment was produced. The details are located in Sec. 3 Quality/Performance Management.

**2.10 GC FS to review RBAP and develop revised risk ratings process matrix  
(WFD recommendation 5)  
(FARMSS recommendation 3)**

**Recommendation Implemented**

2.10.1 This work stream has been completed and involved aligning CFRMIS risk with FSEC risk information. It was a milestone under TFS Business Plan 2010/2011, Objective TFS/05, and was successfully completed in May 2010.

2.10.2 By directing reactive work to non operational TFS posts, the TFS Inspectors (Watch Commanders) were able to focus on Fire Safety Audits. This enabled the Risk Based Audit program workload to be quantified, and by the setting of targets, performance managed. This ensures that the Service can demonstrate that it's legislative obligations with regard to enforcement of the Regulatory Reform (Fire Safety) Order 2005 are being discharged. This is based on the organisation's ability to demonstrate that all high and very high risk premises are audited as part of a Risk Based Audit program.

2.10.3 A clear benefit associated with this approach is that it produced a consistent appreciation of the built environment that enabled a further review of the Service RBAP to be undertaken, post coalition government. (Appendix 6, Pg 36)

2.10.4 The details of performance benefits are identified in Section 3 Quality/Performance Management., Pg 22.

## **Demand Led Work (i.e. reactive/unplanned TFS activity)**

**2.11 *Whilst it is acknowledged that TFS staff have successfully absorbed recent legislative and cultural changes; further work is required. Improved guidance and support are required in order to adopt a more robust approach. Capacity may be gained through improved management systems and the use of specialists.***

**(WFD recommendation 6)**

**(FARMSS recommendation 4)**

### **Recommendation Implemented**

2.11.1 This recommendation has been partially addressed by the re-routing of routine enquiries to the SHQ 0800 number. Complaints and concerns are then referred to and dealt with within Districts by the District Stn Mgr supported by the TFSO.

2.11.2 To ensure resilience, and improve customer service, cover is provided by the TFSOs to ensure that the helpline is always staffed during office hours. This is managed by the TFS Station Commander Performance.

2.11.3 Further measures, such as the centralisation of the TFSOs will form part of the planned 2011/12 TFS review.

2.11.4 The impact of the implementation of the 2009 Review Recommendations on Demand Led Work is discussed in Section 4.

## **Data Gathering**

### ***2.12 The GC Fire Safety will develop and review a solution to enable a more comprehensive gathering of Fire Safety data.***

**(WFD recommendation 7)**

**(FARMSS recommendation 7)**

#### **Recommendation Implemented**

2.12.1 The Stn Commander Performance (SHQ) has simplified recording codes to the minimum to provide a streamlined performance management system that supports service delivery. This development has reduced individual administration time at inspector level ultimately freeing capacity.

2.12.2 The number of job types has been reduced from 38 to 17 and the number of task types from 14 to 8 resulting in the output possibilities being reduced from 532 to 136. As a result the data has become more meaningful and understandable (In practice the main job types used has reduced to 8 giving 80 possible outputs).

2.12.3 In addition to this the number of M codes (non fire safety work streams) has been reduced from 20 to 14. again making the output data more relevant.

## **Performance Monitoring**

### ***2.13 It is agreed that ownership of this rests with TFS GM and therefore TFS GM undertakes PDR's for each District TFS Manager through which they have control of the performance of each District.***

**(WFD recommendation 8)**

**(FARMSS recommendation 5)**

#### **Recommendation Implemented**

2.13.1 Measurement of TFS output and outcomes is achieved via CFRMIS, and supported by CORVU, following the process flows and recording mechanisms being clearly defined and followed within each District. Responsibility for performance sits with the Group Commander TFS, but the day to day monitoring and management of performance and quality control is overseen by the TFS Station Commander Performance. Monthly monitoring feeds a quarterly, service level report.

2.13.2 By having one strategic steer confirmed by objectives set during the PDR process, TFS Districts support the Departmental Plan that feeds the Service's IRMP Objectives. The details of performance benefits are identified in Sec. 3 Quality/Performance Management.

### Section 3

#### Quality/Performance Measurement

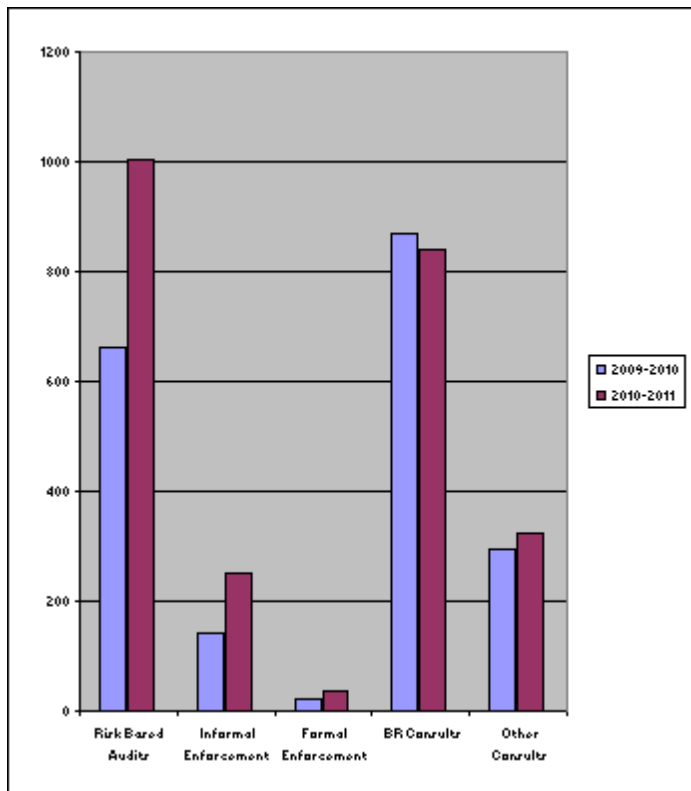
##### **Performance following 2009 Review**

3.1.1 It is apparent from the IRMP returns that the new emphasis has been extremely beneficial with increased performance in all areas.

3.1.2 There has been a significant increase in premises undergoing a full audit, of over 50% (from 661 to 1002) with a commensurate increase in enforcement activity, Informal Notifications have increased by over 75% (from 142 to 252) with the number of enforcements, alterations, prohibitions and prosecutions rising from a combined total of 23 to 36. This is illustrated in Table 2 below.

	Risk Based Audits	Informal Enforcement	Formal Enforcement	BR Consults	Other Consults
2009-2010	661	142	23	869	294
2010-2011	1002	252	36	839	322

Table 2



3.1.3 The target for the new RBAP based on a total of 8 WC's was 1631, the Department only achieved 1049. This reduced level of performance can be explained by the fact that the whole year was spent significantly under resourced due to a mix of vacant posts, posts filled with personnel undergoing training, and a larger than expected level of long term sickness.

3.1.4 All High Risk premises received an audit. Of the outstanding Audits only 200 were of Medium level Risk and over half of these were non sleeping risk.

3.1.5 WC availability was predicted at 1640 days; in reality the Department achieved 1324 actual days and of these 491 were attributable to new WC's undergoing supervision as they were new in role and working at an average effectiveness of 25% (based on District SC monitoring) meaning the effective days available were 955. This level of availability means that actual quality RBAP completion (1049 out of 1631) was above expectation (based on 90% efficiency of all WC's) and a considerable improvement on previous years as shown in our IRMP returns (see Appendix 8).

3.1.6 Based on FARMSS Recommendation 4 (See Appendix 3) a RBAP target of 1768 Audits per year is currently applied, which equates to 220 audits per Inspector per year. It has been further identified that `Bottom Slicing` of the RBAP to release capacity to support education/information objectives will still enable a revised RBAP target to be set (See Appendix 6). Success in reaching this target will provide evidence that the Organisation is meeting it's Legislative obligations with regard to enforcing the RRO. This would be supported by the existing performance indicator which should not be affected by the planned changes to the RBAP.

Existing P.I. (S157)

Total Number of high risk premises audited to support compliance with the Fire Safety Order (72 premises/100%).

## **Demand led Work**

3.2.1 The number of Building regulation consultations has remained steady year on year with little change in number, however other consultations have risen by about 10% to 322.

3.2.2 The quantity of other FS activities has remained constant even with the removal of the `Reviewed Not Inspected` category (this audit type had no impact on risk reduction within the built environment as it only involved a file review taking 15 - 30 minutes) although this is largely down to an increase in `Follow Up` inspections to ensure completion of both formal and informal enforcement requirements.

3.2.3 The total amount of time actually spent on reportable Fire safety activities as a whole has remained stable moving from 4323 hours to 4380 Hours this is still slightly lower than expected due to staff movements, Training of new staff and some long term Sickness within the department (these issue should have a considerably lesser effect in the next 12 months) however the change in emphasis on the Watch Commanders workload has successfully led to a major increase in efficiency (see Table2, Pg 22).



## Section 4

### Conclusions

4.1 In 2009 Hereford & Worcester Fire and Rescue Service commissioned an independent review of its Technical Fire safety Department. The recommendations from this review were developed into an Action Plan which began implementation in May 2009.

4.2 The anticipated benefits of the recommendations of the FARMSS Review 2009 are clearly identified in Section 1.

4.3 Section 2 demonstrates that all the recommendations have successfully been implemented with the following exceptions;

4.3.1 `Links to be established regarding career development of TFS staff with the CRM's role`

TFS Staff no longer carry responsibility for the CRM role which has been transferred to District. Therefore this 2009 recommendation is no longer relevant.

4.3.2 `Use Ops Crews to carry out Post Fire Audits`

It was anticipated that an additional benefit of delivering TFS training to Operational Personnel is that they could conduct Post Fire Audits. However, it has been identified that the number of Post Fire Audits generated is insufficient to enable Operational Crews to maintain an acceptable level of competence delivered by the initial training.

4.3.3 Review Intel Links,

This recommendation contained the element, "Appoint a TFS Trainer". This was implemented, but that post has since been disestablished.

4.4 Section 2 goes on to demonstrate that the anticipated benefits of the 2009 Review are being fully realised.

4.5 Section 3 quantifies the impact of the implementation of the 2009 review and the corresponding benefits. This section also demonstrates that although the Department had a difficult year in terms of establishment, the implementation of the 2009 review recommendations enabled all legislative obligations to be met and evidenced, however, it is important to recognise that;

- the environmental influences of 2009 have changed fundamentally
- there have been barriers to progress that have prevented the optimum benefits being realised

4.6 The new Coalition Government is requiring FRAs to take ownership of the management of risk. It is for individual Services, therefore, to determine how their RBAPs are structured to best serve them and their local communities. This allows for movement away from previously held National Guidance, specifically the national Framework Document.

4.7 The function of TFS Trainer now sits within the role of TFSO, however the TFSO establishment has been under strength since May 2010.

4.8 The position of Community Safety Senior Administrative Assistant has been vacant since November 2010. Whilst this position sits outside the scope of the Department it remains a crucial resource. This has had a detrimental effect on Departmental capacity, especially that of the TFS Station Commander Performance.

4.9 Changes in the organisational strategic position have resulted in the TFS Station Commander Policy being required to focus exclusively on the UwFS Policy. General TFS Policy review has been devolved to the District Station Commanders, but has created issues of capacity and consistency of approach.

**Conclusion 1:**

4.10 With the exceptions detailed in the Executive Summary (Pg. 6) the recommendations of the 2009 TFS Review have successfully been implemented in full. This paper has demonstrated that the anticipated benefits as detailed at that time have been delivered.

**Conclusion 2:**

4.11 Staffing issues discussed in 4.8 and 4.9 above, have prevented the optimum benefits (beyond those anticipated) being realised and are exclusively attributable to establishment issues. However, these issues have not presented any additional Organisational Risk, or prevented the implementation of the 2009 recommendations, and realisation of the planned benefits associated with the review.

**Conclusion 3:**

4.12 Technical Fire Safety must develop a flexible, responsive structure to meet the challenges of the changing political, social and economic environments.

## **Section 5**

### **Recommendations**

5.1 The review of the impact of recent changes in Technical Fire Safety has been a retrospective exercise. It represents an assessment of a Review carried out in 2009 the recommendations of which have been shown to have been either implemented in full, or identified as no longer relevant.

5.2 The Technical Fire Safety Department and function has moved on from the 2009 FARMSS Review, implementing further change beyond the scope of that document.

### **Recommendation**

5.4 In response to **Conclusion 3** It is recommended that the fundamental, forward looking review of all TFS functions detailed in the 2011/12 Departmental Business Plan, is integrated into a Quality Assurance System so that it becomes a continual tool for Improvement rather than a periodic one.

5.5 Specific areas considered for review should include;

- i. A review of the RBAP and frontline TFS Service Delivery in light of recent coalition Government statements. Appendix 6 provides detail on the recommendations for a streamlined RBAP that have been implemented at the start of the 2011/12 program.
- ii. A review of TFS Boundaries and structure
- iii. A review of collaborative and partnership opportunities
- iv. In response to **Conclusion 2**, a review of succession planning and future anticipated challenges facing the TFS Department.

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## **Appendix 1**

Section 4 of the FARMSS review details the TFS Structure at the time of review;

- *We understand the current establishment on the Districts is three officers operating on the flexible duty system (FDS) and ten officers operating on the day duty 42 (Grey Book) or 37 hour (Green Book) (Day duty). The number of effective working hours for both groups of staff is 37 hours per week. The actual working establishment at the time of the review was 3 FDS and 7 day duty. There are accepted calculations of days available for duty, taken from the Fire Safety Review 2005<sup>12</sup>, which indicates that FDS officers provide 179 office based days per annum and day duty officers 220 office days per annum.*
- *The FDS officers were asked for an assessment of the proportion of their active office time that was committed to work other than fire safety work. The individual circumstances vary, but for the purposes of making an assessment, we have taken a figure of 40% for non fire safety purposes, leaving 60% available for fire safety.*
- *Day duty staff should be able to commit 100% of their time to fire safety duties; however, we were advised that in practice there are reasons why a number of individuals cannot currently operate at 100%.*

Table 1 allows comparison between the current establishment and the establishment at the time of the FARMSS Review;

Table 1

Location	FARMSS Review Establishment	Current Establishment
SHQ	1 x GC	1 x GC
SHQ	2 x SC	2 x SC
Districts	3 x SC	3 x SC
Districts	1 x TFSO	4 x TFSO
Districts	9 x WC	8 x WC

## Appendix 2

### **Conclusions from the FARMSS Audit Report**

- 1) **Policy** - The hierarchy of the priority of inspections, together with the time limits that are applied to some of the work is resulting in the demand led and reactive work being dealt with at the expense of the proactive RBAP work which is being done in the remaining capacity. With no “target” for the number of audits to be completed, there is the risk that RBAP work will be the victim of excessive demand led work. The formal development of policy for the RBAP is almost completed and all the indications are that the policy will meet the requirements of the legislation, and relevant guidance.
- 2) **Organisation** - The district based organisation is in place to deliver the policy with the relevant support of the centre and is clearly producing good working arrangements locally. However, the Districts do not appear to be being held accountable for the performance of TFS, resulting in the centre having responsibility with little control of the resource with which to deliver.
- 3) There is clearly an organisational issue in respect of the classification of premises into the very high, high, medium, low and very low risk bands. An improved “rough cut” of the premises risk categorisation would allow improved targeting of the risks to be audited.
- 4) There are organisational structural issues that may hinder development of skill levels and succession, however the proposed fire safety training post will further strengthen the organisation.
- 5) **Implementation** - The implementation of the RBAP is in place; although we believe the targeting of the risks could be improved. A desk top exercise could be conducted to more closely align the 13,000 premises to the FSEC risk matrix. Once completed, TFS staff would then be able to concentrate on refining the risk assessment by auditing those falling into the higher risk bands of the rough cut. Such an exercise, using the information available, could be concluded in weeks, or one or two months, rather than the many years currently estimated necessary using the current system to review all premises.

- 6) We believe that closer managerial control of the response to the demand led work and a requirement to deliver a higher proportion of time to proactive work would be beneficial. There are also many duties being undertaken by TFS that could be more effectively undertaken by operational staff, for example, Intel 7 & 8's should be able to be completed by watch based operational staff or in the case of the retained, by the Community Risk Managers. Equally the work load associated with post fire "audits" carried out by TFS staff could be reduced by training operational staff in the basis of technical fire safety and subsequently relying upon them to alert TFS staff to situations that required more specialist attention. Whilst the work load generated by Intel and post fire audits are a small proportion of the overall workload, however, it would make a useful efficiency improvement. In addition this would also have the added benefit of improving the knowledge base of the operational personnel with regard to building construction and the interaction with fire safety protection systems.
- 7) **Monitoring** - There is a relatively small gap between the estimated total resource available and the work that has been recorded. We do not believe that this gap is due to lack of effort by individual staff. It is almost certainly due to incomplete recording of work, such as the prosecution work and our estimate of the capacity of TFS. Some of the average times for inspections appear to be lower than we might have expected. TFS staff are required to account for their time in a way in which few other staff have to and it is counter productive to develop a "time serving" culture.
- 8) **Audit and Review** - The TFS delivery is settling into a new model of delivery after a prolonged history of a quite different method of operation. We did not find audit and review arrangements in place that could ensure the resources were being used to best effect, although we recognise that this report is the first step in the direction of an audit and review.

### **Appendix 3**

#### **Recommendations from the FARMSS Audit Report**

- 1) There are a number of policies and procedural documents and memorandum of understanding that are out of date referring to legislation that has been repealed. A risk assessed approach to prioritising the necessary updates would ensure progress is made on the most critical documents.
- 2) The recent experience gained by a number of officers during the preparation for potential prosecution activity should be captured in a policy and procedure manual. Given the intensive and time consuming nature of the work, consideration should also be given to the benefit of centralised co-ordination and administrative support for inspecting officers undertaking work on potential prosecutions.
- 3) The methodology and outcomes of the current risk grading allocated to premises in the CFMIS should be subject to an urgent review with the aim of using existing information about the nature of the premises to place it more closely in line with the FSEC risk grading to better target the inspecting officers activities.
- 4) Consideration should be given to bringing the TFS staffing level up to full establishment, and providing a target for RBAP activity, per District, based on time or number of premises inspected per period. The increased staffing hours provided by the full establishment should be focussed entirely on additional proactive RBAP activity, rather than allowing the “demand led” work to ‘grow’.
- 5) At present the TFS Group Manager has little or no direct control of the resources. Consideration should be given to either: (a) placing the responsibility for devolved control and management of Technical Fire Safety, including ‘ownership’ of performance, to the District Managers; or (b) centralise the line management, as well as performance management, through a single source (HQ).
- 6) Review the “demand led” work load with a view to identifying efficiencies in prioritising and processing the work load.
- 7) Review the methods and guidance for time recording by TFS staff, to ensure that all their activities are recorded and to ensure the “time keeping” is done efficiently without becoming counter-productive.



- 8) Progress the appointment of the TFS training officer and consider methods by which this post can add to the promotion of fire safety in the area, by providing basic training for responsible persons who have been identified by the audit process as in need of support and assistance.
- 9) Continue to support the professional development of TFS staff and identify and promote development routes for staff to achieve the necessary skill and experience to lead technical fire safety, in the Districts and centrally.
- 10) Consider the value of providing all operational officers with additional fire safety related training that will enable them to better understand the operational aspects of fire safety provision in buildings and enabling them to take on the post fire audit and Intel gathering workload and involving TFS staff, only where their advanced technical fire safety skills are required.

## **Appendix 4**

### **Conclusions from ‘The Way Forward Document’**

- 1) The existing structure is broadly “fit for purpose” and the above detailed changes should enable it to be used to its most efficient capacity without any further significant investment.
- 2) Long term issues of establishment levels and post holders abilities to work effectively will need further examination in conjunction with HR.
- 3) The filling of empty posts and the establishment of the current proposed non uniformed posts will be a significant development in the delivery of TFS.
- 4) Cultural TFS attitudes require further attention. Whilst existing TFS staff are working well generally, the changes to a more robust enforcement/audit style approach are not yet fully embedded. This will evolve, however management support at all levels will be a major influencing factor in the speed of change in this area.
- 5) Support the filling of the TFS trainer (non uniformed) post with a dual role in the delivery of an Intel “link” based approach and the development, in principle, of proposals for operational crews to be utilised in the delivery of basic fire safety through post-fire audits and revised Intel inspections.
- 6) Support a communication strategy to ensure TFS staff feel valued and that all managers emphasise the dedication and hard work undertaken by TFS (especially for example; the recent successful prosecution work). The current review should be communicated as a “way forward” in building on the current structure, rather than any form of negative reflection on the existing staff.

## Appendix 5

### **Summary of the Recommendations from 'The Way Forward Document'**

- 1) **Personnel** – Having the correct structure with trained personnel in post is paramount to the delivery of the TFS. Whilst a future review of this will be required it is proposed that the existing structure should be filled to establishment and given the opportunity to provide a baseline for capacity:
  - Appoint non-operational TFS posts.
  - Review role of WM's to reflect more flexible delivery of Fire Safety auditing workload.
  - Review structure and skills needed in each Dept.
  - Links are to be established regarding career development of TFS staff with the CRM's role, where appropriate.
- 2) **Training** - It is recognised that existing training is equipping TFS staff with an excellent range of skills to deal with the variety of TFS issues. Some areas of specialisation may need to be implemented in the staffing review, thus reducing the training required of some posts.
- 3) **Enforcement** - The District FS Managers will maintain their skills in enforcement; however a “specialised” approach is to be adopted whereby enforcement matters are passed to a centralised location, as appropriate. This will give a measure of consistency across the Service in these matters.
- 4) **Intel Links** - The TFS trainer (when appointed) will adopt a dual role involving the linking of the Intel work carried out by TFS staff and the operational needs. The TFS trainer may also be involved in the delivery of training for operational staff. It is envisaged that the pending Intel system review (2009/10) will reduce the workload for TFS staff. The utilisation of operational crews in conjunction with the Intel review will be integral to delivery of some TFS elements. Intel inspections will be the driving mechanism for enabling operational staff to incorporate some basic TFS skills, hence potentially absorbing some of the Intel and post fire inspection workload.
- 5) **Risk Based Audit Program (RBAP)** - Whilst the work underpinning the RBAP is sound and fit for purpose, there are a variety of elements that need co-ordinating to ensure the best delivery of the RBAP.
- 6) **Demand Led Workload** - Whilst it is acknowledged that TFS staff have successfully absorbed recent legislative and cultural changes; further work is required. Improved guidance and support are required in order to adopt a more robust approach. Capacity may be gained through improved management systems and the use of specialists.

- 7) **Data Gathering** - More accurate data is required in all areas of the management of Fire Safety.
  
- 8) **Performance Monitoring** - The ownership of performance management will remain with the GM FS; therefore more robust links with the management of the District staff need to be established. TFS HQ staff will be developed in consultation with District staff in order to improve the development of policy and guidance, as well as offering support in delivery when necessary.

## **Appendix 6**

### **Business Case For The Future post Coalition (A report by Stn Mgr Williams, TFS Performance Mgr)**

As part of the strategy to build on the 2009 TFS Review recommendations HWFRS are now investigating ways of freeing up working capacity from our Watch Managers to allow HWFRS to use them to deliver an education/Information initiative which will support the UwFS reduction policy.

The current comprehensive Risk Based Audit programme allows HWFRS (subject to full staffing levels) to achieve a 100% audit of our built environment within a long term strategy based over 20 years but leaves little or no capacity for event driven workload, this means that in order to free up time to achieve this type of activity the current audit time frames will need to be reviewed or a different approach to be taken where reasonable.

It is felt within the Technical Fire Safety arena that the current expectations of audit activity within Sleeping Risk Premises is appropriate and should remain as is, this targets a full audit of this type of premises over a 5 year time frame.

Where there is scope for adjustment, is within the audit programme covering our non sleeping risk premises and particularly those of a Very Low or Low risk rating.

If HWFRS are to look at this move then HWFRS should also consider how HWFRS rate our premises within each of the relative risk bands.

HWFRS currently utilise the straightforward exercise within table 2 of Guidance note 4 allowing HWFRS to take in to account premises type within the rating system. This shows that once the risk score is calculated they are banded solely on that score with no additional allowance made for premises type (as this was already allowed for within the original risk score). This allowed HWFRS to base our audit programme on a base level of risk targeting those premises where risk was greatest regardless of additional weighting due to premises type.

If the decision is made to amend our current audit programme in any way that removes low risk premises from the standard audit process then continuation of this methodology may lead to a disproportionate amount of one type of premises being removed from the standard audit process due to risk loadings applied by the FSEC scoring methodology it may therefore be prudent to consider returning to the system shown in table 1 of guidance note 4 which allows the risk levels to be spread across the potential scoring range of each specific premises type, whilst this means that the risk banding for each property type will be different it will mean that HWFRS can equally reduce work loading within each property type.

In order to present a balanced view HWFRS will look at the impact of using both methodologies.

**Risk Banding based on Risk Level**

Should HWFRS return to Risk Banding based on risk level specific to premises type, the number of premises that do not provide some form of sleeping accommodation would be as follows:

	Total Premises	Approximate Audits required
Very Low Risk	277	14
Low Risk	10970	1097

If HWFRS were to remove these premises from the guaranteed 100% audit program it could be replaced with a fully randomised audit system. This would mean that whilst being based on a 5% sample rate, the actual targeted premises types could be variable thus, allowing HWFRS to react to the changing risk identified by areas such as local or national fire trends.

A 5% sample of 11247 premises equates to 563 audits per year. This is opposed to the current 955, therefore freeing up capacity equivalent to 392 audits at 6 hours per audit or 2352 working hours / 336 working days. This is assuming HWFRS still allow additional impacts on Auditing officer's workload to continue. In reality as HWFRS would need to realign to Table 1, there would actually also be an increase in the number of premises within the higher risk ratings which would reduce the savings to about 230 audits.

When looking at current expectations on Watch Managers HWFRS look for each Watch manager to complete approximately 210 audits per year. If the program were realigned to the risk level from the current FSEC risk score basis then the new workload would, in reality, be as follows:

Table 1

Risk Level	Sleeping Risk			Non Sleeping Risk		
	Number of properties	% Sample	Number audits	Number properties	% Sample	Number audits
Very Low	27	20.00%	5.4	277	0.00%	0
Low	1214	20.00%	242.8	10970	0.00%	0
Medium	1068	25.00%	267	1184	20.00%	236.8
High	51	100.00%	51	17	33.33%	5.6661
Very High	4	200.00%	8	0	100.00%	0
	2364	24.28%	574.2	12448	20.25%	242.4661
	Total Audits per year		816.6661	Random Audits at 5%		563
			Current Total			1610.00
			New Total			1379.67
			Saving Audits			230.33
			Saving Hours			1382.00

This approach would free up the equivalent of 1.1 Watch Manager to complete additional workloads such as risk driven information events for the commercial sector. A move to a 2.5% random audit sample of our low and very low risk non sleeping premises would free up a further 1.3 Watch manager posts or allow all of our current watch managers to target 30% of their time on non audit activity.

It should also be noted that as HWFRS are only targeting Sleeping Premises in their entirety and only the medium or greater risk Non Sleeping premises then the time to complete a full audit programme, of targeted premises, would be reduced to 5 years.

## Risk Banding based on Risk Score

If HWFRS remain with Risk Banding based on risk FSEC calculated Risk Score specific to premises type then the number of premises that do not provide some form of sleeping accommodation is as follows:

Table 2

	Total Premises	Approximate Audits required
Very Low Risk	4992	250
Low Risk	7044	705

If HWFRS were to remove these premises from the guaranteed 100% audit program the process again, could be replaced with a fully randomised audit system. Whilst being based on a 5% sample rate the actual targeted premises types could be variable to allow HWFRS to react to the changing risk identified by areas such as local or national fire trends.

A 5% sample of 12036 premises equates to 602 audits per year as opposed to the current 955. This frees up capacity equivalent to 353 audits at 6 hours per audit which equates to 2118 working hours or 302 working days. This is assuming that HWFRS still allow additional impacts on Auditing officer's workload to continue. In reality as HWFRS would need to realign to Table 1 there would actually also be an increase in the number of premises within the higher risk ratings which would reduce the savings to about 230 audits.

When looking at current expectations on Watch Managers HWFRS look for each Watch manager to complete approximately 210 audits per year if the program remains aligned to the current FSEC risk score basis the new workload would in reality be as follows:



Table 3

	Sleeping Risk			Non Sleeping Risk		
Risk Level	Number of properties	% Sample	Number audits	Number properties	% Sample	Number audits
Very Low	1	20.00%	0.2	4992	0.00%	0
Low	405	20.00%	81	7044	0.00%	0
Medium	1872	25.00%	468	406	20.00%	81.2
High	85	100.00%	85	7	33.33%	2.3331
Very High	1	200.00%	2	0	100.00%	0
	2364	26.91%	636.2	12449	20.22%	83.5331
	Total Audits per year		719.73	Random Audits at 5%		601.80
			Current Total			1610.00
			New Total			1321.53
			Saving Audits			288.47
			Saving Hours			1730.80

This approach would free up the equivalent of 1.37 Watch Managers to complete additional workloads such as risk driven information events for the commercial sector. Although a move to a 2.5% random audit sample of our low and very low risk non sleeping premises would free up a further 1.43 Watch manager posts or allow all of our current watch managers to target 35% of their time on non audit activity.

It should also be noted that as HWFRS are only targeting Sleeping Premises in their entirety and only the medium or greater risk Non Sleeping premises then the time to complete a full audit programme, of targeted premises, would be reduced to 5 years.

### **Potential General Benefits.**

Under either method, anything between 20 and 40% of the audit requirement would now be customisable on a quarterly pattern so as to target specific identified risk within the built environment. This could be based on any relevant data including, but not restricted to, incident information, local knowledge and national trends.

As a result of any change to the current 100% audit system Watch Manager time could be released to allow the Technical Fire Safety department to use them to deliver an education/Information initiative which will support the UwFS reduction policy.

In addition to this Watch Managers could pick up some of the District specific reactionary work such as evident concerns. This would allow HWFRS to centralise TFSO resources giving HWFRS a central intelligence hub to act as advisors to districts whilst also able to deliver Technical Fire Safety input both in house and to external organisations. This could provide potential cost savings and a potential income stream in areas such as Risk Assessment training.

Continued use of the Risk Score method of risk banding does link HWFRS directly to the FSEC standard for risk labelling and also maximises the reduction in Watch Manager workload. However, it has recently been identified that CFRMIS does not currently recognise this method and as such will either need amendment with possible costs involved or the current system of manual updating would need to continue.

A return to the amended risk rating as advised within Table 1 of guidance note 4 is in line with current CFRMIS settings and as such would require no external changes to this system. However, it would provide slightly less of a reduction in audit requirement and would also make it appear that the number of Low Risk (non sleeping) premises is considerably higher than would be the case using risk scoring as per table 2 of guidance note 4.

The second option is preferred as although it reduces less capacity, it is supported by existing system and therefore has no cost implications.

**Risk Areas:**

It has been identified that there are probably an additional 5000 Non Domestic premises within the 2 counties that are currently not on CFRMIS but which are gradually being added as and when HWFRS become aware of them. Of these it is anticipated that 80 % would fit within the random sample side of the system as they would be Low or Very Low Risk premises of a non sleeping nature and as such have a sample rate as low as 2.5%, a further 3% would have a sample rate of 20.2% with the remaining 17% having a sample rate of 26.91%.

This would equate to an additional 258 audits on the set required audit programme with a further 100-200 on the random selected programme (dependant on sample rate adopted).

Whilst it would appear that this potentially removes all of the freed up capacity of the Watch Managers, it is envisaged that it will take a large number of years to identify all the unknown premises. This is due to that fact that they are currently being discovered at an approximate rate of 10 per month. Whilst HWFRS expect this to accelerate to about 30 per month, if HWFRS start carrying out proactive information events, this would still take about 14 years to have the full expected impact. With this in mind a further review should be carried out within 5 years to confirm any impact at which time the sample rates can be reviewed.

In addition to this, any move to expand the potential Technical Fire Safety workforce by use of Watch based operational personnel to assist with low and very low risk non sleeping type premises or the introduction of any targeted short audit process to speed up the audit process would have a commensurate positive impact on available Watch Manager time which could counteract the impact of the increasing building stock.

**Appendix 7**

**Table 4 - Level of TFS Activity recorded in FARMSS Review**

Inspection Type	Actual inspections			Average per month		Proportion	
	no of activities	total hours	average time in hrs	activities	hours	% of activities	% of time
Building Regs	1572	3104.50	1.97	87.33	172.47	26.06%	22.7%
Audit	950	4235	4.46	63.33	282.33	18.90%	37.2%
Specific inspections	885	1304.00	1.47	49.17	72.44	14.67%	9.5%
Specific telephone calls	570	705.00	1.24	31.67	39.17	9.45%	5.2%
Licensing	526	777.00	1.48	29.22	43.17	8.72%	5.7%
Specific post fire	365	918.00	2.52	20.28	51.00	6.05%	6.7%
Follow ups	349	907.58	2.60	19.39	50.42	5.79%	6.6%
Follow up informal	estimated	estimated	2.32	8.00	2.50	2.39%	0.3%
Other consultations	139	237.42	1.71	7.72	13.19	2.30%	1.7%
Intel 8	52	72.50	1.39	4.33	6.04	1.29%	0.8%
Follow up enforcement	estimated	estimated	3.00	4.00	2.50	1.19%	0.3%
Intel 7	45	88.50	1.97	3.75	7.38	1.12%	1.0%
Specific complaints	estimated	estimated	2.95	2.00	2.50	0.60%	0.3%
OFSTED consultations	19	72.75	3.83	1.06	4.04	0.31%	0.5%
Other plans inspection	18	41.00	2.28	1.00	2.28	0.30%	0.3%
Follow up action plans	estimated	estimated	2.50	1.00	2.50	0.30%	0.3%
Care standards	12	37.50	3.13	0.67	2.08	0.20%	0.3%
Risk hazard inspection	9	24.25	2.69	0.50	1.35	0.15%	0.2%
Follow up prohibitions	7	21.92	3.13	0.39	1.22	0.12%	0.2%
Housing Inspections	4	9.33	2.33	0.22	0.52	0.07%	0.1%
Housing consultation	1	2.00	2.00	0.06	0.11	0.02%	0.0%
Pre Audit consultation	1	1.00	1.00	0.06	0.06	0.02%	0.0%
<b>totals</b>	<b>5502</b>	<b>12500.75</b>	<b>2.27</b>	<b>335.14</b>	<b>759.26</b>		

### FS1 - Fire Safety Audits and Outcomes

If some data issues arise (for example, the totals are 25% greater or smaller compared to what was reported in the previous year), the cells will be highlighted in a different colour and a message will be displayed below. Please provide a general explanation for this in the notes.

#### Fire Safety Audits and Outcomes

	Satisfactory (Number)	Satisfactory (Hours)	Unsatisfactory (Number)	Unsatisfactory (Hours)	Number of Premises Satisfactory Following Enforcement Action	Number of Informal Notifications	Number of Alteration Notices served under Article 29 (FS3)	Number of Enforcement Notices Served Under Article 30 (FS4)	Number of Prohibition Notices Served Under Article 31 (FS5)	Number of Prosecutions of Offences Under Article 32 (FS7)	Total number of audits (sum of satisfactory and non satisfactory)	Total number of formal notifications (Sum of articles 29, 30, 31, 32)
Hospitals	22	81	7	40	0	2	0	0	0	0	29	0
Care homes	66	237	61	381	2	28	0	3	1	0	127	4
Houses in Multiple Occupation (HMO)	5	7	5	32	0	4	0	0	0	1	10	1
Purpose built flats >= 4 Floor	2	3	8	18	10	0	0	0	0	0	10	0
Hostels	5	9	5	20	0	2	0	0	0	0	10	0
Hotels	71	224	65	327	21	43	0	2	1	0	136	3
Houses converted to flats	4	6	1	5	1	1	0	0	0	0	5	0
Other sleeping accommodation	35	97	40	187	9	18	0	12	1	0	75	13
Further education	0	0	0	0	0	0	0	0	0	0	0	0
Public buildings	0	0	2	8	0	2	0	0	0	0	2	0
Licensed premises	39	129	77	369	34	37	0	3	2	0	116	5
Schools	14	33	40	158	0	24	3	0	0	0	54	3
Shops	153	342	120	484	22	57	0	1	3	1	273	5
Other premises open to public	5	15	24	103	0	4	0	0	0	0	29	0
Factories or warehouses	23	102	20	93	2	10	0	0	0	0	43	0
Offices	38	89	39	184	0	19	0	2	0	0	77	2
Other	4	16	2	7	0	1	0	0	0	0	6	0
<b>Total</b>	<b>486</b>	<b>1,389</b>	<b>516</b>	<b>2,415</b>	<b>101</b>	<b>252</b>	<b>3</b>	<b>23</b>	<b>8</b>	<b>2</b>	<b>1,002</b>	<b>36</b>

### Appendix 8

**2009/2010 &  
2010/11 TFS CLG  
Annual Returns**

**FS2 - Number of premises and other fire safety activities (including statutory consultations from building control bodies and self assessments received through the Fire Gateway web site)**

If some data issues arise (for example, the totals are 25% greater or smaller compared to what was reported in the previous year), the cells will be highlighted in a different colour and a message will be displayed below. Please provide a general explanation for this in the notes.

	Number of:						Hours spent on:				
	Premises known (Please specify data source below)	Building regulations consultations	Other consultations	Other FS activities	Self assessments	Total number	Building regulations consultations	Other consultations	Other FS activities	Self assessments	Total hours
Hospitals	57	13	0	28	0	41	14	0	53	0	67
Care homes	456	40	3	146	0	189	52	6	357	0	415
Houses in Multiple Occupation (HMO)	65	4	2	21	0	27	3	2	36	0	42
Purpose built flats >= 4 storeys	102	7	0	33	0	40	8	0	68	0	76
Hostels	34	1	0	3	0	4	3	0	10	0	13
Hotels	853	14	26	180	0	220	18	34	322	0	374
Houses converted to flats	176	6	0	8	0	14	9	0	8	0	17
Other sleeping accommodation	618	38	10	179	0	227	42	18	335	0	395
Further education	2	0	0	1	0	1	0	0	3	0	3
Public buildings	49	10	0	4	0	14	21	0	5	0	25
Licensed premises	1,736	54	111	301	0	466	75	120	462	0	657
Schools	689	158	8	88	0	254	178	12	125	0	316
Shops	3,473	184	91	346	0	621	223	70	548	0	841
Other premises open to public	1,044	58	42	136	0	236	75	53	241	0	370
Factories or warehouses	2,547	85	10	107	0	202	86	6	182	0	274
Offices	2,829	137	14	134	0	285	143	16	263	0	423
Other	392	30	5	27	0	62	31	6	38	0	75
<b>Total</b>	<b>15,122</b>	<b>839</b>	<b>322</b>	<b>1,742</b>	<b>0</b>	<b>2,903</b>	<b>980</b>	<b>344</b>	<b>3,056</b>	<b>0</b>	<b>4,380</b>

## Fire Safety Audits &amp; Outcomes

Hereford & Worcester	Audits/Inspections		Unsatisfactory		Informal notifications	Enforcement notices	Prohibition notices	Prosecutions	Outcome from enforcement action
	Number	Hours	Number	Hours	Number of informal notifications	Number of enforcement notices served under Article 30	Number of prohibition notices served under Article 31	Number of prosecutions for offences under Article 32	Number of premises satisfactory following enforcement action
Hospitals	8	26	0	0	0	0	0	0	0
Care homes	56	185	43	234	28	2	0	0	1
Houses in multiple occupation (HMO)	3	8	1	4	0	0	0	1	0
Purpose built flats >= 4 storeys	7	26	7	52	2	0	1	0	0
Hostels	1	5	1	6	0	0	0	0	0
Hotels	36	115	37	325	42	3	3	0	3
Houses converted to flats	11	33	4	16	1	0	0	0	0
Other sleeping accommodation	32	87	34	14	16	3	0	0	0
Further education	1	4	1	5	0	0	0	0	0
Public buildings	4	28	0	0	1	0	0	0	0
Licensed premises	15	28	27	115	8	2	3	0	1
Schools	14	41	19	61	3	0	0	0	0
Shops	62	132	28	154	12	1	0	0	1
Other premises open to public	7	19	11	44	5	1	0	0	0
Factories or warehouses	28	66	35	188	11	2	1	0	0
Offices	84	129	32	170	13	0	0	0	0
Other	10	22	2	9	0	0	0	0	0
<b>Total</b>	<b>379</b>	<b>951</b>	<b>282</b>	<b>1,393</b>	<b>142</b>	<b>14</b>	<b>8</b>	<b>1</b>	<b>6</b>

## FS2 Enforcement Activity (Other Than Fire Safety Audits Reported On FS1)

Hereford & Worcester	Number of premises known	Consultations				Other FS activity		Self assessment		Total	
		Building Regulations		Other		Number	Hours	Number	Hours	Number	Hours
		Number	Hours	Number	Hours						
Hospitals	63	18	24	0	0	36	73	0	0	54	97
Care homes	479	37	67	1	1	111	212	0	0	149	279
Houses in multiple occupation (HMO)	55	6	8	0	0	25	27	0	0	31	34
Purpose built flats >= 4 storeys	98	7	9	0	0	21	26	0	0	28	35
Hostels	33	1	3	0	0	9	14	0	0	10	17
Hotels	919	31	52	26	26	147	244	0	0	204	322
Houses converted to flats	178	3	5	1	3	51	31	0	0	55	39
Other sleeping accommodation	568	31	36	9	8	96	190	0	0	136	234
Further education	2	0	0	0	0	0	0	0	0	0	0
Public buildings	40	6	10	0	0	4	4	0	0	10	14
Licensed premises	1,722	70	97	105	92	335	376	0	0	510	566
Schools	685	139	195	4	3	128	153	0	0	271	351
Shops	3,339	200	243	89	82	671	543	0	0	960	867
Other premises open to public	1,011	64	75	35	32	218	255	0	0	317	362
Factories or warehouses	2,415	90	98	2	2	387	374	0	0	479	474
Offices	2,753	127	168	11	10	464	365	0	0	602	543
Other Workplace	370	39	53	11	9	59	29	0	0	109	91
<b>Total</b>	<b>14,730</b>	<b>869</b>	<b>1,142</b>	<b>294</b>	<b>266</b>	<b>2,762</b>	<b>2,915</b>	<b>0</b>	<b>0</b>	<b>3,925</b>	<b>4,323</b>



**Appendix 9 – Staff Feedback**

**Implemented  
in full**

**Partially  
Implemented**

**Not  
Implemented**

	Recommendation	G.C. Cunningham	S.C. Williams	S.C. Jallands	S.C. Bailey	S.C. Pigott	S.C. George- Burnell
1	Appoint non operational TFS posts	Implemented in full	Partially Implemented	Implemented in full	Implemented in full	Implemented in full	Implemented in full
2	Review Role of Watch Commanders	Implemented in full	Implemented in full	Not Implemented	Implemented in full	Implemented in full	Implemented in full
3	Review Structure and skills of District TFS Offices	Implemented in full	Implemented in full	Partially Implemented	Implemented in full	Partially Implemented	Partially Implemented
4	Establish Links between TFS Staff and CRM role	Not Implemented	Not Implemented	Not Implemented	Not Implemented	Not Implemented	Not Implemented
5	Review Training Requirements	Implemented in full	Implemented in full	Implemented in full	Implemented in full	Implemented in full	Implemented in full
6	Use Ops Crews to carry out Post Fire Audits	Not Implemented	Not Implemented	Not Implemented	Not Implemented	Not Implemented	Not Implemented
7	Centralise Enforcement	Implemented in full	Implemented in full	Partially Implemented	Not Implemented	Implemented in full	Partially Implemented
8	Review Intel Links	Implemented in full	Implemented in full	Partially Implemented	Partially Implemented	Partially Implemented	Partially Implemented
9	Ensure best delivery of RBAP	Implemented in full	Implemented in full	Partially Implemented	Partially Implemented	Implemented in full	Implemented in full
10	Adopt robust approach to Demand led work through use of specialists	Implemented in full	Implemented in full	Partially Implemented	Partially Implemented	Implemented in full	Implemented in full
11	Ensure quality of data	Implemented in full	Implemented in full	Partially Implemented	Partially Implemented	Implemented in full	Implemented in full
12	Centralised Performance Management of District Staff	Implemented in full	Implemented in full	Partially Implemented	Partially Implemented	Implemented in full	Implemented in full

