



HM Fire Service Inspectorate

Local Area Inspection Glasgow



Integrity, Objectivity, and Fairness.

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Inspectorate**

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Acknowledgements

We are grateful to George McGrandles¹, the Local Senior Officer for the City of Glasgow at the time of our inspection, and to those members of staff who provided us with information, helped us to organise visits, hosted us and contributed constructively to interviews. We also wish to thank the representatives of partner organisations who agreed to be interviewed and gave generously of their time.

The fieldwork for this local area inspection was carried out during February and March 2017.

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All the members of the inspection team contributed to the development of this report and the quality assurance reviewer provided a professional challenge to the contents, assumptions and conclusions made. However, the Chief Inspector takes sole responsibility for the report, its contents and conclusions.

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¹ George retired from the Service shortly after the conclusion of our fieldwork

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1_The local area inspection programme

This is the second local area inspection we have carried out since Scottish Ministers published the Fire and Rescue Framework for Scotland 2016. This Framework continues to set out how Scottish Ministers expect the Scottish Fire and Rescue Service (SFRS) to operate and how, in part, its effectiveness and efficiency are to be measured. The Framework continues to set strategic priorities for the Service to achieve.

But in a change to the previous Framework, the 2016 Framework devolves responsibility for developing performance measures to the SFRS, albeit subject to Ministerial approval. At the time of writing this report, targets and measures have not been agreed and published. Therefore discussion within the report regarding how well the SFRS is performing in Glasgow, refers in part, to the 2013 Framework national targets.


The Fire (Scotland) Act 2005, (the 2005 Act), requires the SFRS to appoint a Local Senior Officer (LSO) for each local authority area in Scotland for the purpose of carrying out its functions in that area. The LSO reports to the Head of Service Delivery for the relevant SFRS Service Delivery Area (SDA) (North, East or West). The SFRS is also required by the 2005 Act to have a Local Fire and Rescue Plan for each local authority area, which sets out the SFRS's priorities and objectives for that local area; why they have been selected; and how the SFRS intends to deliver them. In addition, (and insofar as is practicable) the plans are expected to set outcomes against which the SFRS's service delivery in the local authority area can be measured. The fact that the 2005 Act is structured in this way is a clear demonstration of the Scottish Parliament's intention that the SFRS's service delivery should be considered both at the national and local authority levels.

Inspections of SFRS service delivery within local authority areas that examine the development and delivery of Local Fire and Rescue Plans help to provide assurance about the way in which the SFRS is meeting this intention. By undertaking inspections of SFRS service delivery within local authority areas, HM Fire Service Inspectorate for Scotland (HMFSI):

- can provide assurance to Scottish Ministers and the public, that the SFRS is making adequate provision for local service delivery;
- can take a detailed look at the nature and quality of service provision, including working with partner organisations within local areas, and can draw attention to significant matters and areas of good practice;
- can co-operate with other scrutiny bodies to provide collaborative, 'place-based' scrutiny;
- maintain a good level of awareness of the Service's functions and build a record of information gathered;
- can gather intelligence that may inform, or cause to be undertaken, more strategic, thematic inspections of the SFRS.

Our local area inspections are intended to be closely tied to the Fire and Rescue Framework for Scotland. For this reason our findings follow the structure of the 2016 Framework.

There will be occasions when our observations could be reported against more than one of the Strategic Priorities contained in the Framework. We aim to ensure that our observations and text are allocated in the most appropriate place or places to give a comprehensive understanding of our findings. For example, our observation on the shared use of Calton Community Fire Station with the Scottish Ambulance Service (SAS) could be recorded against



strategic priority 3, 'Response and Resilience', regarding tri-service co-operation, or priority 4 'Working With Others'. We have taken the approach to insert text into the most relevant and appropriate priority. However, there may be occasions when it will be appropriate to repeat our observations against more than one priority.

During our local area inspections we look at a broad range of matters relevant to fire and rescue service delivery within the area being inspected, including any issues arising from our thematic work carried out in that area; and in our report we give an opinion on the manner in which the SFRS is carrying out its functions.

In our inspections we visit as many service delivery locations as we can, and speak to managers and a range of uniformed and non-uniformed staff. We look at premises and equipment, and view a sample of records to enable us to understand the way in which business within the area is conducted. In this way we aim to cross-reference the SFRS's written plans and procedures, and what we are told about the local area by SFRS managers, with our own observations and discussions with local staff.

We do not, however, carry out our local area inspections as a comprehensive audit. The SFRS has a programme of internal station audits that involve a detailed look at station activity and records, and we do not duplicate that work, although we do take these into consideration within our inspection. The sampling methodology that we adopt cannot be guaranteed to identify all potential areas for improvement: we intend that it should be a proportionate activity that provides an overview of the area, comparable with other local area inspections that we carry out.

During our inspection we visited every community fire station in Glasgow, speaking to the Wholetime duty group at the time of our visit. In addition, we met with the LSO and SFRS local managers with the following areas of responsibility: Prevention and Protection; Service Delivery; Training and Employee Development; Health and Safety and fire station supervision. We also met with community safety staff; support staff and SFRS staff who are seconded into partner organisations – the Wheatley Group and 'ng homes'.

We met with Police Scotland and with Glasgow City Council representatives of Education Services, Adult Support and Protection, Glasgow Community Justice, Corporate Services, elected members and the Lord Provost of Glasgow. During our inspection we observed a meeting of the local authority scrutiny committee - Safe Glasgow Group - and also observed a multi-agency city evacuation table top exercise.

To gauge service users' opinion of the SFRS, we contacted all Community Councils within Glasgow. Each was invited to complete a brief questionnaire which explored the relationship between the Community Council and the SFRS; sought awareness regarding SFRS local activity; and asked about views of service quality and any suggested areas for improvement.

Our report is a product of both our direct observation and interviews held with staff and partners of the SFRS, and what we are told. It reflects the circumstance at the time of our visits which were undertaken during February and March 2017. The SFRS is continuing to change and evolve, consequently material changes may have occurred since then.

A summary of our findings

Our overall impression of the SFRS's work in Glasgow is that it is, in the main, satisfactory. The vast majority of staff were very committed to the community and to the SFRS.

Strategic Priority 1: Performance Measures

- The local fire and rescue plan for Glasgow follows the generic structure that the Service has established for these plans. There is an absence of local benchmarking and local targets. SFRS have set themselves 7 Key Performance Indicators (KPIs) of which they are working towards. These are reported on a quarterly basis within the Safe Glasgow Group.

Strategic Priority 2: Safety, Well-being and Prevention

- The majority of activity recorded on the SFRS community safety engagement toolkit (CSET), relates to post domestic incident responses (PDIRs) and home fire safety visits (HFSVs), there are very few other types of initiatives or activities recorded. Extending community safety activity beyond traditional activity is not fully embraced by station personnel. Their community safety work does not extend much past HFSVs and PDIRs.
- In isolated cases we noted that a number of fire station staff felt that community safeguarding issues were not their responsibility. They did not wish to be part of the process or complete the vulnerable persons forms (AP1) as they felt that being part of the process reflected negatively on them and the SFRS brand.
- The Community Safety Department and Fire Safety Legislative Enforcement Department have recently reduced in staff numbers. These departments, however show a strong commitment and enthusiasm toward the promotion of community safety work which is continuing to extend the reach beyond traditional activity.
- The Fire Safety Enforcement Officers (EO) were not fully aware of the SFRS powers or duties contained within the Fire Precautions (Sub-surface Railway Stations) Regulations 1989 and there is no local policy approach to these regulations.
- Some Fire Safety Enforcement (FSE) staff treat some major sports grounds as if the SFRS is the enforcing authority for fire safety and send correspondence on this basis, where in fact enforcement authority status rests with Glasgow City Council.
- We are advised that a large proportion of the FSE workload arises from local authority licencing consultation. The SFRS is consulted on a wide range of applications and renewals, which is overburdening and unnecessary and the amount of low-level licencing consultations could be reduced by discussion with the Local Authority Licencing Department.
- FSE staff find the Prevention and Protection Enforcement Database (PPED) electronic database slow and not user friendly.

Strategic Priority 3: Response and Resilience – (RESPONSE)

- A number of the fire appliances operating within Glasgow are showing signs of wear, however despite their age, they are generally in good repair. The same cannot be said about the spare appliances. Spare appliances are required when the front line appliance is away for service or repair. The spare appliances are dated and cannot always accommodate the full range of equipment.

- The standard and quality of equipment stored on appliances is generally good and equipment is maintained to a good state of readiness.
- The hydraulic rescue equipment used in the Glasgow area is not well received by personnel. A common comment is that there is a lack of confidence in the safety aspects of the equipment.
- Although fit for purpose within the ‘total care’ contract, much of the Personal Protective Equipment (PPE) is beginning to look washed out, old and patchy.

Strategic Priority 4: Response and Resilience – (RESILIENCE)

- The Business Continuity Plans (BCP) are of a good standard and contain relevant information. However, during our fire station visits, station staff were not fully conversant with the location of the plan and their own individual responsibilities.
- The LSO supports and develops resilience capability through an established relationship within the Glasgow Local Area Partnership (LAP). The Service routinely attends its meetings and contributes to its outcomes.

Strategic Priority 5: Partnership

- Partnership working is considered by Partners to be extremely well embedded and strategically very productive. The Prevention and Protection Manager is delivering a very strategic partnership outcome approach that is shared with all of the LSO’s Management Team.
- The Local Area Liaison Officer (LALO) for the Glasgow area is not embedded in Council Headquarters and is not carrying out the primary role of a LALO. From our interviews it is apparent that the Glasgow City LALO is carrying out tasks, as part of the LSO Management Team and performing more of a Staff Officer role to that Management Team.
- The Management structure designed within the Glasgow LSO area has been specifically developed to meet the needs of the delivery of service by SFRS, and also to be able to fully engage with the Community partnership and scrutiny process existing within Glasgow.
- The availability of the purpose built Community Safety Centres to deliver community safety messages, is well resourced within Glasgow.
- A number of fire station staff are unenthusiastic about signposting vulnerable persons in the community. This is perceived as not part of their role and is seen as ‘policing’ with the potential to damage the Fire and Rescue Service (FRS) image.

Strategic Priority 6: Service Transformation

- The majority of officers within the LSO management team have had experience of working in national SFRS directorates which has broadened their experience. However, it was identified during the inspection, that a small number of managers take a more inward-looking approach to their daily work, routinely referring back to legacy practices.
- Station staff expressed the view that legacy policies, procedures and operating systems are preferred to those introduced by the SFRS. Strathclyde markings are very evident on equipment, PPE and former Strathclyde memorabilia within stations.

- There are some challenges with staffing levels. Fire appliances are unavailable through lack of crew at a greater frequency than in the past. This is in part due to fire stations being under established by 29 personnel, meaning that there are fewer personnel than required to crew appliances. This has a negative impact on appliance availability, and increases the number of detached duties which consequently interferes with training.
- Fire station staff are generally content with the progress of fire reform, although there is a feeling of an over-abundance of new information, procedures and awareness briefings, with an inability to process it all. Concern was expressed that safety critical information could potentially be missed due to the general volume of communication.

Strategic Priority 7: Modernising Response

- The fire station buildings and associated training facilities are of varying ages with fabric generally fit for purpose.
- The Service has surveyed all Glasgow fire stations, looking at maintenance and refurbishment requirements. Station refurbishment has been put on hold due to financial constraints. The only refurbishment that takes place is essential elemental work to maintain the integrity of the buildings, together with any environmental cost saving work such as LED lighting.
- All have a level of IT provision, though there are some issues around system connectivity and general availability of computers.

Strategic Priority 8: Unwanted Fire Alarm Signals

- False Fire Alarm Signals account for 57% of incidents within Glasgow. Of these incidents, 77% are Unwanted Fire Alarm Signal (UFAS) calls, with hospitals and schools being the second and third place worst offenders, behind offices/call centres.
- The rate of False Alarms by 100,000 population in Glasgow City is ranked as the third highest of all Local Authority Areas in Scotland at 1,326. The overall rate for Scotland is 909.3.
- The LSO has set a target of a 15% reduction in UFAS instances by 2019. In addition, a 3 year action plan has been produced to deliver this.

We welcome robust efforts to reduce the number of False Alarms and a continuing and increased focus should be maintained, to reduce further, the impact that these types of incidents have on the delivery of the Service locally.

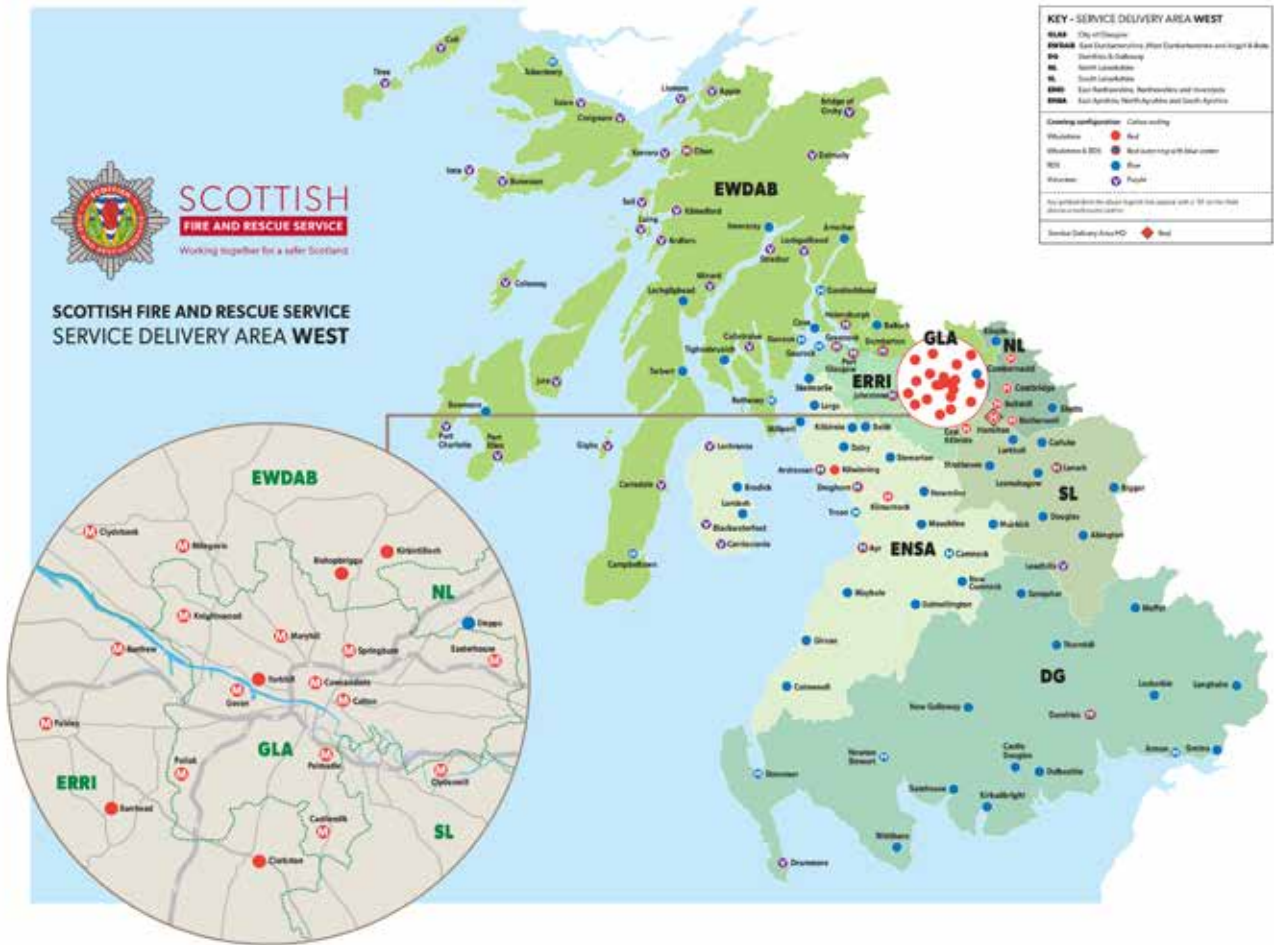
Strategic Priority 9: Effective Governance and Performance

- The process of Performance Reporting by SFRS at local level, is similar to examples we have seen elsewhere within other areas of Scotland.
- There are scrutiny arrangements in place at a Council-wide level. Elected members and Council officials we spoke with describe a positive relationship with the Service.
- There were limited responses from Community Councils to our questionnaire. Those we did receive, expressed a balanced view of the Service's activities.

Strategic Priority 10: People

- Sickness absence within Glasgow is higher than in other LSO areas. Personnel felt that this was due to changes in the new Managing Attendance policy not being fully embedded, and the lack of monitoring due to withdrawal of the central electronic management system previously used within the area, although our inspection could not substantiate this.
- Our inspection found there is under-reporting of 'near-misses' and Health and Safety events. Station staff expressed a view that under-reporting was a consequence of a culture of blame that exists in the LSO area.
- The outcomes from recorded safety events could be more widely shared to improve general awareness. None of the written information on events and lessons identified were shared in any fire station we visited.
- We reviewed a sample of routine station audit reports and felt that the reports contain sufficient detail and evidence to support the judgements made by the audit report authors. They contained good advice on the development and delivery of action plans to remedy any noted deficiencies.
- The gathering, updating and storage of Operational Risk Information(ORI) is highlighted as a concern within this report, particularly the central system for updating appliance Mobile Data Terminal (MDT) and we identify it as a significant issue which the LSO should explore.
- The Station Manager who manages training within the Glasgow area also carries out the role of monitoring the qualifications and skillsets of staff, ensuring appropriate personnel gain relevant skills. Through direct management oversight of staffing and transfers, skills within the area are maintained by ensuring appropriate training is delivered. Although not a traditional role for a Training Manager, we are encouraged by the use of this manager and the benefit to the area.
- FSE staff expressed a view that there is limited career path development that may lead to a 'retention of staff' issue. Specifically for EOs, promotion opportunities are limited, due to a lack of current operational command competence. Auditing officers have no specific career path opportunity.

2_About the area



The above map shows Glasgow is an LSO area within the West Service Delivery Area.

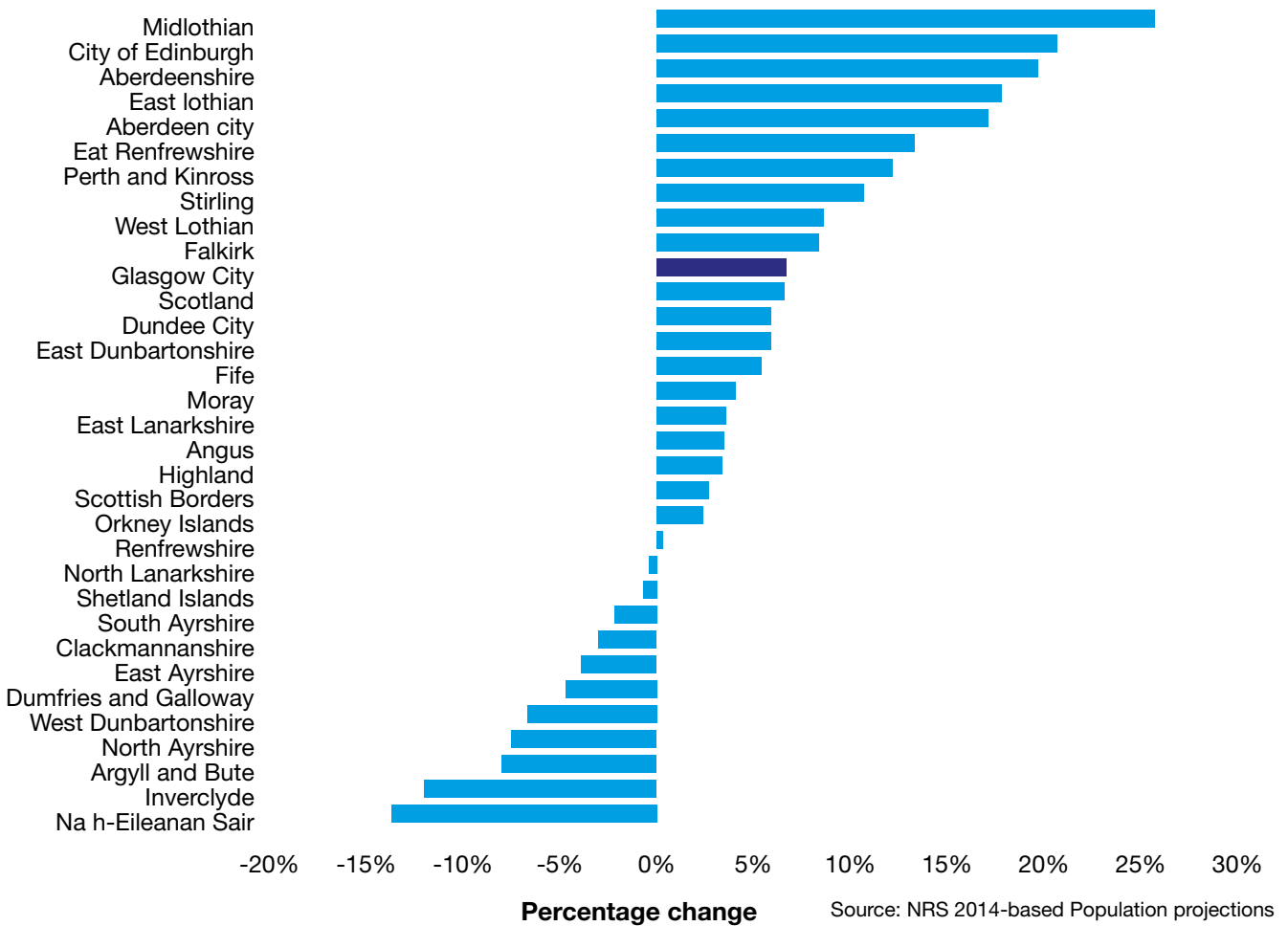
Glasgow is Scotland's largest city covering 16,275 hectares. Over the last 30 years, Glasgow has been transformed from the industrial city of the past into a thriving, vibrant modern-day place. Its economy is improving and growth in employment, tourism, the cultural, retail and business sectors contribute to Glasgow's success.

However, by contrast, the Scottish Index of Multiple Deprivation shows that Glasgow contains a number of areas of deep-rooted deprivation, where these particular communities have been consistently among the 5% most deprived in Scotland since the publication of the 2004 index².

The population of Glasgow in 2016 was 615,070; an increase of 1.4% from 606,340 in 2015. The population of Glasgow accounts for 11.4% of the total population of Scotland. The 2015 estimate of the number of dwellings in Glasgow is 304,013. This is an increase of 0.7% from 2014 and compares to a 0.7% increase across Scotland as a whole³.

Glasgow's projected growth is just above the expected Scottish average.

Projected percentage change in population by local authority 2014-39



2 SIMD Publication -The Scottish Index of Multiple Deprivation 2017 <http://www.gov.scot/Resource/0050/00504809.pdf>

3 National Records of Scotland, Council Area Profiles - <https://www.nrscotland.gov.uk/statistics-and-data/statistics/stats-at-a-glance/council-area-profiles>

Glasgow City is organised into 23 wards. There are 11 fire stations in Glasgow all crewed by Wholetime staff on a 5 group duty system. The location of emergency vehicles is shown in table 1. There are 21 appliances and five supplementary equipment vehicles such as Water Rescue or Heavy Rescue vehicle.

In addition there is one Fire Investigation Unit located at Yorkhill which is not a LSO resource.



Fire Station	Vehicle Type
Calton	2 Appliances
Cowcaddens	2 Appliances, 1 Hose laying lorry
Castlemilk	2 Appliances
Easterhouse	2 Appliances, 1 Heavy rescue vehicle
Govan	2 Appliances
Knightswood	2 Appliances, 1 Water rescue vehicle
Maryhill	1 Aerial rescue pump, 1 Appliance
Pollok	2 Appliances
Polmadie	2 Appliances, 1 Water rescue vehicle, 1 River Clyde Water Rescue Vehicle
Springburn	1 Aerial rescue pump, 1 Appliance
Yorkhill	1 Appliance

Table 1 Fire station location of fire appliances in Glasgow

The City of Glasgow LSO area is organised into 3 sectors. This is reflected in the management team structure with a Group Manager B responsible for each sector. This enhances scrutiny and reporting within the designated areas through improved consistency. There are also developed partnerships within the areas allowing a focus on the local needs as opposed to the larger city-wide approach that is taken care of by the LSO.

The LSO has been in post since the creation of the SFRS and has become an integral part of the Safe Glasgow Group. The LSO is well respected by his peers on the group and represents the area and the SFRS in a professional manner. His experience in Community Safety is recognised by members within the Scrutiny Committee.

River Clyde Water Rescue Vehicle

The SFRS provides a water rescue service on the upper River Clyde. This rapid-response service comprises 2 rescue boats. One of these is situated at the Glasgow College of Nautical Studies and is lowered into the water by an electrical winch. Dedicated crew from Polmadie Community Fire Station are deployed to crew the boat whenever a rescue is required on the upper Clyde. The second rescue boat is located at Knightswood Fire Station.

Key incident statistics for the Glasgow City area

Between 2011 and 2016 appliances from fire stations in Glasgow City were mobilised 107,161 times. The level of operational activity varied across the stations, with an average over the past 5 years being 21,400 mobilisations per year.

The station having the highest mobilisation count is Cowcaddens Fire Station with a 5-year average of 3,408. Castlemilk Fire Station's 5 year average is the lowest at 1,288 mobilisations per year.

There were 14,103 incidents in Glasgow during 2015/16 a decrease of 13 from the previous year. Table 2 shows a breakdown of incident type.

Incident type	2014/15	2015/16	Change 2014/15 to 2015/16	National Comparison 2014/15 to 2015/16
Primary fire	1,690	1,738	2.84% +48	3.41% +363
Secondary fire	2,626	2,436	-7.24% -190	9.85% +1320
Chimney fire	3	10	233.3% +7	-9.72% -95
Non-fire	1,601	1,879	17.36% +278	19.45% +2089
False fire alarm	8,196	8,040	-1.90% -156	0.39% +189
Total	14,116	14,103		

Table 2: Incidents recorded in Glasgow 2014/15 and 2015/16

There were 127 deliberate dwelling fires in 2015/16, an increase of 21 from the previous year. The rate of these fires per 10,000 dwellings is 41.8 which is higher than the Scottish total which is 23.5.

There were 833 accidental dwelling fire incidents in 2015/16, a decrease of 3 compared to 2014/15. This is a rate of 274 fires per 100,000 households, and is higher than the rate for Scotland which is 198.

These accidental dwelling fires in 2015/16 resulted in 3 fatal casualties which equates to 3.6 per 1,000 fires and is below the Scottish rate which is 6.5 per 1,000 fires.


For the same period the number of non-fatal casualties⁴ was 155, which is 186 per 1,000 fires. This is higher than the Scottish rate of 179 per 1,000 fires.

There were 2,436 secondary fires⁵ of which 1,507 involved refuse or bins and 499 involving grassland. The rate of secondary fires per 100,000 population for Glasgow City is 401.8 with the Scottish average being 274.1.

There were 8,040 false alarms in 2015/16 a decrease of 156 (-1.9%) on the previous year.

⁴ This includes casualties recorded as precautionary check

⁵ Most secondary fires are outdoor fires. These include grassland and refuse fires (unless they involve casualties or rescues, property loss, or are attended by five or more appliances)



The false fire alarm rate per 100,000 population was 1,326 which is higher than the Scottish rate of 909⁶ and was the third highest in Scotland⁷.

Of the total number of False Fire Alarm incidents within Glasgow, 77% of these relate to UFAS.

UFAS activity per ward is highest in the Anderston/City ward with 1,797. Newlands/Auldburn is the lowest ward with 91 in 2015/16.

The rate of non-fire related incidents per 100,000 population in Glasgow is the third highest in Scotland, at 310. The rate for Scotland is 239. Of the 1,879 non-fire incidents in Glasgow, 188 were road traffic collisions.

This difference from the Scottish rate is due to attending more incidents involving effecting entry and providing assistance to other agencies. 426 of non-fire related incidents involved effecting entry and 247 involved assistance to the SAS and other agencies.

6 Statistics supplied by the SFRS in the Glasgow Performance Report 2015-2016. Totals are provisional and may be subject to change as a result of quality assurance and review

7 Fire and Rescue Statistics in Scotland 2015-16, <http://www.firescotland.gov.uk/about-us/fire-and-rescue-statistics.aspx>

3_ Our findings

We structure our findings to be in line with the Fire and Rescue Framework for Scotland 2016. The Framework sets the strategic direction for fire and rescue, and has chapters on Protecting Communities: Risk, Prevention and Response; Evolving Role of the Scottish Fire and Rescue Service; Governance, Accountability and Performance. Contained within the introduction to the Framework and its chapters, are 10 strategic priorities for the SFRS. These priorities are outcome focused and are set within the context of the Scottish Government's purpose. To aid the reader, we have replicated the text of those strategic priorities in our report.

3.1_ Performance Measures

Strategic Priority 1: Performance Measures

The SFRS must, in discussion with the Scottish Government, specify appropriate performance measures to support its Strategic Plan, for the delivery of outcomes relating to the strategic priorities and objectives set out in this Framework.

At the time of our inspection, agreed strategic national performance management measures have not been agreed. Therefore, for our assessment of how the Service is performing within the Glasgow area, we are using as a guide the national targets previously set by Scottish Ministers.

The Local Fire and Rescue Plan and Single Outcome Agreement

The 2005 Act requires the SFRS to publish a delivery plan for the local authority area. At the time of our inspection, the 2014–2017 plan for the Glasgow City Council area was current. There are similarities in the way the 32 local plans of the SFRS are structured, with the content being similar in many of them. Whilst easing the burden of plan production for the Service, if the framework is not appropriately customised, then they may be of less relevance at the local level. The Glasgow City Plan follows the general format that the Service has established for these plans and there is an absence of specific detailed local targets, those contained within the Plan are derived from the SFRS national targets. There is also an absence of benchmarking within the Plan.

The SFRS Local Plan contains a matrix, to indicate how its 7 priorities align to the SFRS strategic aims, as well as the National Outcomes and to the SFRS's own equality outcomes. It also sets priorities, actions and outcomes for the Glasgow City area, within which it creates links to SFRS national targets. The local area has set itself 7 KPIs to contribute to the Service's performance.

The Service nationally is in the process of developing new local plans for the 32 local authority areas. The development timescales for each draft Plan is determined by local circumstances, therefore consultation dates for each will vary over the course of 2017.

In addition to the SFRS Local Plan for Glasgow City, there is a further sub-set of Multi-Ward Operational Plans. The sub-set of information contained in these plans is a breakdown of the SFRS local activity, and provides a depth of information which enables more detailed local scrutiny as it benchmarks wards in Glasgow against each other.

Ward performance reports are published to allow greater scrutiny. These performance reports

also provide benchmarking against the other LSO areas within the West SDA.

Single Outcome Agreement (SOA) is a document created at local authority level, which sets out outcomes that a number of agencies have set. These agencies form and are members of the local Community Planning Partnership (CPP). This group also acts as a collective scrutiny for the SOA process.

Community planning partners work together in the area to deliver outcomes aligned to nationally agreed priorities, and the principles of public service reform. SOAs take into account the contributions of various local and national bodies in arriving at these outcomes.

As a community planning partner, and recognised within our review of the area, the SFRS is contributing to the work of the Partnership in achieving the outcomes of the SOA in areas other than just fire, for example, measures relating to alcohol, youth employment; and vulnerable people.

These outcomes are complemented by a focus on particular neighbourhoods that have been identified as part of an intensive approach. These are shown in table 3.

North West Sector	North East Sector	South Sector
Ruchill/Possilpark	Parkhead/Dalmarnock and Camlachie	Priesthill/Househillwood
Drumchapel	Easterhouse	Greater Gorbals
Lambhill/Milton	Springboig/Barlanark	Govan

Table 3

Nationally, the SFRS sets out a planning structure which defines how it expects its strategic aims will be achieved. Commencing with the SFRS Strategic Plan, describing its strategic aims, from which the statutory Local Fire and Rescue Plans are derived. The Local Plans are further developed into Local Operating Plans which describe local actions and targets. Ultimately these documents are used to generate Station Plans containing station actions and targets which in turn should be used to populate the individual personal objectives for the staff based at the fire station.

What we observed in Glasgow City is a partial picture. We examined a number of documents which form part of the overall Performance Framework, however, we were unable to review Station Plans, as these have not been produced and as a result, individual's appraisals are not linked to the Service's planning process.

We therefore consider the performance management framework currently used by SFRS within Glasgow City is incomplete and would benefit from further development.

3.2_Protecting Communities: Risk, Prevention and Response

Strategic priority 2: Safety, Well-being and Prevention

The SFRS should fully contribute to improving the safety and well-being of Scotland's communities and must continue to build on the successful focus on prevention. It should ensure that there is a clear process for working with partners to identify the risks faced by communities and individuals so that the SFRS can target activity on a risk-based approach and where it can most effectively improve safety and contribute to addressing inequalities within and between communities.

a) Prevention and Protection

There is one Group Manager and two Station Managers with responsibility for Prevention and Protection across the LSO area.

Figure 2 - Glasgow City Prevention and Protection Structure



b) Community safety engagement

Community safety engagement (CSE) is provided by community safety advocates and community firefighters who are based throughout the area. Although not permanently co-located with council community safety staff, they have use of Glasgow City Council premises.

There is one Watch Manager with the function of LALO. The LALO for Glasgow City is the main point of contact for community planning partners, Glasgow City Council and the LSO. The LALO is responsible for coordinating activity that delivers a wide range of preventative, awareness and engagement activities and supports station based colleagues in delivery of this work.

Unlike other areas we have seen, the LALO for the Glasgow area is not embedded within Council Headquarters. The experience we have observed elsewhere is that co-location of LALOs is seen by SFRS staff and partners alike to provide great benefits. However, the Glasgow City LALO is carrying out tasks, as part of the LSO Management Team and is not carrying out the primary role of a LALO. We were advised within our interview with the LALO, that this was having a negative impact on his LALO role, in that matters were not being brought to his notice as quickly as they should and was on occasions excluded from discussions, as a result of his lack of immediate accessibility.

Some of the work of the community safety team and partners is directed towards youth engagement, and in particular, in an effort to reduce deliberate fires. A project 'Operation Modulas' is a notable component of this work. This work has been well received from the partners and some of the reduction in the number of deliberate fires in the Glasgow City area is attributed to this project. Deliberate fires in 2015/16 were 2,864 down from 2,975 the previous year.


'Cooksafe' and 'Firereach' initiatives continue to be delivered across the LSO area.

Cooksafe is a campaign aimed at raising the awareness and educating the communities across Glasgow of the potential dangers of cooking within the home. We are advised that this engagement activity has been particularly effective in reducing incidents in student accommodation throughout the city.

Firereach is an initiative that sees local crews develop the confidence and life-skills, such as teamwork and communication, of groups age 12 to 17 years old through a series of drills and training exercises based on the role of firefighters at emergencies.

The inability of the SFRS to financially contribute to some community safety initiatives, which was the practice in the past, was perceived by some partners as being a barrier to the SFRS fully engaging. Most often the SFRS would contribute in-kind through the participation of its workforce.

Community safety activities are carried out for a particular purpose during the normal work routines of station staff and can range, for example, from fire safety talks to liaison with other services. Each community safety activity should be recorded in the 'activity' application and be linked to "initiatives" within CSET. Apart from HFSVs and PDIRs, there is a lack of other activity recorded by personnel at station level. Although we were assured these additional activities took place we were unable to confirm this due to the absence of records.



Personnel described a feeling of being well connected to the community, and are happy to participate in a wide variety of local community events although the work is predominately HFSVs and PDIRs.

Safeguarding is a process in which staff have direct or indirect contact with children and families and vulnerable adults to promote the welfare of children and vulnerable adults. In a small number of isolated cases during our visit to fire stations, we noted that a number of fire station staff felt that community safeguarding issues were not their responsibility. They did not wish to be part of the process or complete the vulnerable persons forms (AP1) as they felt that being part of the process reflected negatively on them and the SFRS brand and was a responsibility of others such as the Police. Therefore during HFSVs or other duties vulnerable persons encountered were not being referred appropriately in some cases.

c) Home fire safety visits

HFSVs are undertaken by Wholetime duty groups, Community Safety Advocates (CSAs), Community Firefighters, and partners.

The CSET is used to record and report on visits undertaken. In the samples examined during the inspection CSET was being completed appropriately and staff showed a good understanding of its operation and methods of logging and organising visits.

Annual targets for the completion of HFSVs by stations have been set by the LSO and by the Prevention and Protection Directorate based at Cambuslang. These targets differ.

All fire stations operate a target of 50 HFSVs per month, that equates to 10 per duty group per month although some stations appear to be struggling to meet this target. This may be as a consequence of other demands being placed on them. (see table 4).

Additionally some stations have a HFSV target based on a points system of achieving 135 points per station per month (high risk HFSVs score more points than low risk).

Both of these targets have no consideration of activity on other station work or the needs of the local community. We think that direction should be given to ensure that all fire stations are working to a common system that reflects the needs of the community and the capacity of the individual station.

Although we were advised that there is a focus of delivering these visits to high risk households, the majority of visits delivered by station personnel are to medium risk households. CSAs and partners carry out visits to predominantly high risk households.

Overall, an increasing number of HFSVs have been carried out in the Glasgow City LSO area. A total of 6,532 visits were carried out in 2015/16, an increase of 274 from the previous year. This equates to 49 HFSVs per month per station.

CSAs and partner agencies undertake enhanced visits to vulnerable members of the community.

The CSAs, together with Community Firefighters, who form the Community Action Team and the Secondees to both Wheatley Group⁸ and 'ng homes'⁹ are generating referrals from partners, some of which are being directly inputted onto the CSET database, by partner agencies. Together, Advocates and partners deliver 76% of their activity to 'Higher Risk' households. This level of activity demonstrates the benefit of engaging with partners to proactively refer people who may otherwise not have come to the attention of the SFRS, thus giving a greater awareness of the community they serve. There are also protocols for the sharing of relevant information by the SFRS to partners where issues of concern are identified during HFSVs.

8 Wheatley Group is a housing, care and property-management group that provides homes and services to over 200,000 people in 17 local authority areas across central Scotland

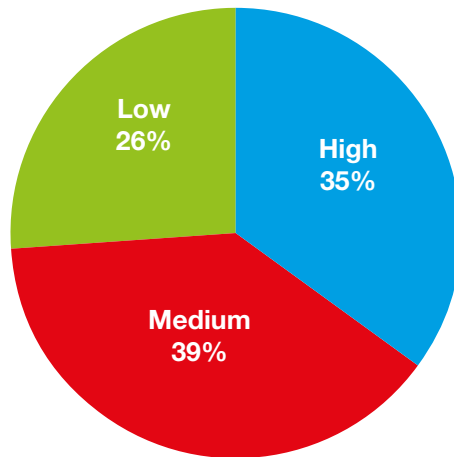
9 'ng homes' is a trading name of North Glasgow Housing Association, a social landlord that operates in the north of Glasgow

Station		High	Medium	Low	Total	RAG (600 annual target)	Per appliance per group per month
Calton		271	239	179		689	
Multi pump	Others	137	28	8	173		
	Group	134	211	171	516	516	4.3
Castlemilk		145	151	84		380	
Multi pump	Others	36	12	2	50		
	Group	109	139	82	330	330	2.8
Cowcaddens		95	112	73		280	
Multi pump	Others	9	2	1	12		
	Group	86	110	72	268	268	2.2
Easterhouse		221	219	132		572	
Multi pump	Others	104	25	5	134		
	Group	117	194	127	438	438	3.7
Govan		160	235	177		572	
Multi pump	Others	28	6	2	36		
	Group	132	229	175	536	536	4.5
Knightswood		263	321	224		808	
Multi pump	Others	88	28	11	127		
	Group	175	293	213	681	681	6.3
Maryhill		239	270	172		681	
Multi pump	Others	50	13	5	68		
	Group	189	257	167	613	613	5.1
Pollok		224	211	105		540	
Multi pump	Others	53	5	1	59		
	Group	171	206	104	481	481	4.0
Polmadie		266	270	160		696	
Multi pump	Others	72	20	4	96		
	Group	194	250	156	600	600	5.0
Springburn		217	231	175		623	
Multi pump	Others	92	29	4	125		
	Group	125	202	171	498	498	4.2
Yorkhill		69	159	124		352	
Single pump	Others	15	6	1	22		
	Group	54	153	123	330	330	5.5

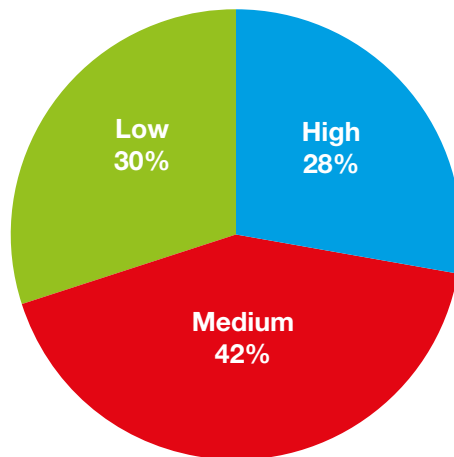
Table 4 - HFSV performance against LSO target of 10 per group per month
* includes CAT, alternative duty personnel, Community FFs.

Figure 3 - Delivery of HFSVs by risk rating of premises

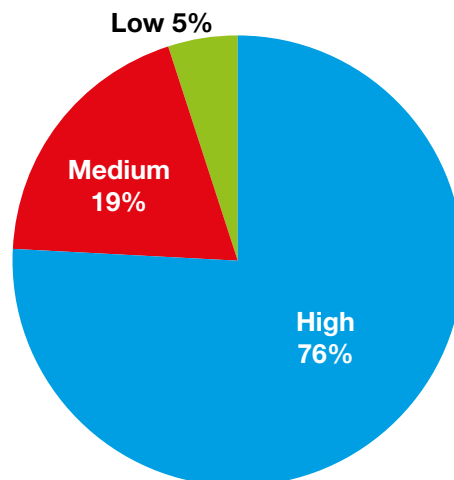
All HFSV by Risk Category 2015/16



Group HFSV



Others HFSV



d) Fire safety enforcement

There are 8 EOs and 5 Auditing Officers within the Glasgow City area. Auditing officers are non-uniformed staff involved in the auditing of non-domestic premises.

A major focus of the SFRS national enforcement guidelines for its staff is the audit of premises that present a high risk to life safety. In Glasgow there are over 500 premises that fall within the High and Very High Risk calculated risk level. The fire safety audit of these premises is therefore well within the expected capacity of the enforcement staff working in Glasgow City.

In addition to the national enforcement framework which identifies the type and risk category of premises that should be audited, there is also a national personal target for enforcement staff of 132 annual audits to achieve.

In 2015/16 a total of 1,956 premises were audited, an increase of 835 audits on the previous year. The enforcement staff felt that the audit programme had been unstructured, with no general direction given by managers.

Due to the number of premises which fall within the priority category for audit as set out in the SFRS enforcement framework, some lower risk audits are undertaken in order to achieve the personal target. These audits are described by the FSE staff as thematic audits. We have seen this type of audit work in others areas, however, it is less directed in Glasgow City than we have encountered elsewhere.

Records of fire safety audits undertaken are maintained using the Service's electronic system PPED. This national database is intended to provide complete and consistent FSE data across Scotland. The legacy service of Strathclyde Fire and Rescue used different systems to record its fire safety audit work. The historic records of previous audits conducted in the Strathclyde area were not migrated over to the new system. Although a download of data from the legacy systems was retained this information has not been transferred to PPED. As a consequence, there is no information on PPED of outcomes from audits for premises prior to its introduction, nor is there a complete record for the total number of non-domestic premises known to the SFRS. Reliance is therefore placed on the local knowledge of the officers working in Glasgow City. A local system is used for the scheduling of audits.

We reviewed some FSE case file communication with duty holders and found a good standard of work and with the processes.

Within Scotland, Glasgow is unique as it has sub-surface rail stations that come within the scope of The Fire Precautions (Sub-surface Railway Stations) Regulations 1989. These are the stations on the Glasgow Underground system and some mainline rail stations. While these stations are also subject to the fire safety provisions of Part 3 of the 2005 Act, the 1989 Regulations are more specific in their application. From our discussions with EOs the Service has not been specifically enforcing the 1989 regulations and there is no relevant policy or procedure.

Enforcement of Part 3 of the 2005 Act in major sports grounds is not the responsibility of the SFRS, enforcement sits with the local authority. From our examination of PPED records and our discussions with staff, we are aware that some SFRS enforcement staff treat some sports grounds as if SFRS is the enforcing authority and send correspondence on this basis.

EOs in Glasgow are being consulted on every licence application submitted to the Council. This generates a high workload and is not the approach used in other LSO areas we have visited. While staff think it is useful work to undertake, they feel that it is a poor use of resources. From our discussions with staff there is a potential to reduce the amount of low-level licensing consultations received by the Service.

Strategic Priority 3: Response and Resilience – (RESPONSE)

The SFRS should work with other public sector partners to evolve a holistic and dynamic process of identification, evaluation and assessment of community risk and Best Value in order to prioritise and target its use of resources to ensure an appropriate response to incidents across Scotland and support improved outcomes for communities. As part of this approach, the SFRS should promote optimal command, control, communication and tri-service co-operation in response to incidents.

Defining the location for fire stations and, in the main, the resources in the Glasgow City area pre-dates the formation of the SFRS and has been formulated on the previous systems used to define these resources and their locations. These systems being the Integrated Risk Management Plan of Strathclyde Fire and Rescue, or the previously withdrawn recommended standards of fire cover, which were set nationally by government.

a) Appliances and equipment

Front line appliances in operation in the Glasgow area are of varying ages. Table 5 gives an overview.

Number of Vehicles	Age Range of Vehicles	Average Age of Vehicles
26	2006 – 2016	6 years

Table 5 details of blue light vehicles in Glasgow LSO area

Despite the age of some, all are of generally acceptable condition. An area that gives fire station staff concern is when these appliances are taken away for routine maintenance or repair. The replacement spare appliances are noticeably older and not in such good repair. In certain circumstances equipment cannot be securely stowed due to locker configuration and as such is left off the appliance.

The above issue is compounded by the slowing down of the rate of renewal of appliances throughout Scotland.

The West SDA ‘vehicle and equipment’ workshops are located within the curtilage of Cowcaddens Fire Station. Although not part of this inspection, we noted that a number of appliances were parked within the curtilage and awaiting specific driver training, in order to bring them into active service. Completion of this training would have the advantage of having newer replacement spare appliances available.



Throughout our interviews, operational staff expressed concerns with using the hydraulic rescue equipment. These concerns stem from a serious high pressure injection injury sustained by a member of operational staff whilst using similar equipment.

Following the injury the Service undertook a lengthy investigation into the matter to identify the cause and devise a solution to enable the equipment's continued use. During this period of investigation the Service restricted the equipment's use to operational incidents only and did not allow its use for training. We were advised that staff confidence in the equipment began to drop during this period. In addition to skill levels decreasing due to the lack of training, the Service's policy requirement for continuous testing of the equipment and the consequence of repairs and replacement of hydraulic hoses to maintain the kit operationally, also raised concerns in the minds of staff on the suitability of the equipment. Staff stated that a change to battery powered 'edraulics' or single core hydraulic hose type would enhance confidence in use of rescue equipment.

PPE is showing signs of age. A total care package is in place to ensure operational effectiveness and recording of PPE checks are taking place. Throughout our inspection we noted that PPE was beginning to show signs of wear and tear. Most had been patched and looking washed out. Operational staff also commented that the PPE was beginning to show its age.

To ensure appropriate levels of PPE and essential equipment are available at all times, a selection of reserve stock is held, and is readily available, at strategic locations throughout the LSO area. There was no robust method to ensure that equipment and PPE issued from reserve could be tracked to ensure when it was returned to the reserve. On one particular occasion PPE replacement had been outstanding for over 18 months and the member of staff was still using the temporary PPE.

The introduction of a new Breathing Apparatus (BA) set across the Service was completed in early 2016. This has required all operational firefighters to have initial training in its use and thereafter a programme of periodic refresher training. We examined a number of BA log books that are used to record the maintenance, condition and use of individual BA sets, and found that these were being completed regularly.

During the inspection the Inspectorate team carried out numerous operational test scenarios with operational personnel to test their knowledge of the new BA set. It was recognised from these test scenarios that there was a good working knowledge of the BA set.

A common observation from personnel was that fire-ground hand-held radios have poor transmission.

b) Specialist resources

The Service concluded a national review of specialist equipment in early 2015. As a result of the review it was agreed that there would be some changes to the deployment of specialist resources.

The SFRS's policy on access to specialist resources is to maintain a geographical spread intended to reflect varying risk, rather than by operational or local authority area. This means that if a particular resource is required at an incident, it could be requested from neighbouring areas were it not available locally. This approach seems to us to be appropriate.

The Water Rescue Stations are experiencing delays in servicing and maintenance of the outboard engines used to power their boats. The 'Vehicle and Equipment' workshops in the West SDA have no trained personnel for maintaining or servicing outboard motors and the engines are maintained by an external provider based in Aberdeen. This prolongs the time taken for repairs and maintenance and thus may reduce the capability of response.

A proposed change to the crewing of the rescue boat used to provide water rescue on the River Clyde between the weir at Glasgow Green and the Erskine Bridge has caused unrest with staff. A crew for the boat is available at Polmadie Community Fire Station. The proposal involves converting the rescue boat crew to be dual crewed, meaning it will be crewed by personnel who also attend fires as part of the regular service in the area, and therefore may not be available to immediately crew the boat if they are at another incident. Concern about this matter was also raised by partner organisations and has not been resolved.

Glasgow City has 3 Aerial Rescue Pumps (ARP). These are designed and equipped to perform all the roles required of a standard Rescue Pump while providing an integrated aerial appliance capability. These vehicles are now requiring an increased level of maintenance due to age and complexity. Station staff commented that they are losing confidence in their reliability as they are routinely becoming defective.

Strategic Priority 4: Response and Resilience – (RESILIENCE)

The SFRS should support effective multi-agency emergency planning and response arrangements including contributing fully to the work of Regional and Local Resilience Partnerships in assessing risk; and preparing, planning for, responding to and recovering from major and catastrophic incidents and threats. When working with other responders, the SFRS should play a key role in building community resilience and protecting both Scottish and UK critical infrastructure assets.

In support of local resilience capability there is a mature relationship with the Glasgow Local Resilience Partnership (LRP); the SFRS is a member and attends its meetings during the year. A major focus of the LRP has been the preparedness for large sporting and entertainment events.

The area has a Civil Contingency Officer (CCO) who supports and develops resilience capability. The established relationship within the Glasgow LRP is productive by routinely attending its meetings during the year and contributing to its outcomes.

Glasgow City has many large capacity international sport and entertainment venues that require event planning. A major risk associated with crowded places is the threat from

terrorism, and injury occurring from crowd dynamics. With strong links to partners, detailed plans are produced and training for staff attending events to ensure appropriate planning and response arrangements are in place.

We observed a pre-planned, multi-agency table top exercise at the Glasgow City Chambers. The exercise was to test the Glasgow City Centre Evacuation plan and Multi-Agency Incident Response Guide (MAIRG) plan for an incident at a tyre storage facility within the area. Participants at the exercise included representatives of a number of large retail and commercial organisations. The evacuation plan is designed to provide a comprehensive plan for the evacuation of all, or part of, the city centre in the event of a civil emergency, where it is considered that evacuation is necessary. The exercise identified some areas for improvement around communication, particularly between the public sector agencies and those of the retail sector.

There are good detailed BCP for fire stations in the Glasgow area based on best practice and guidance under the Civil Contingencies Act 2004. The CCO is the author of the BCPs and maintains, audits and exercises them. He does this in conjunction with others whose own plans may have an interdependent impact.

The BCPs we sampled are of a good standard and contain relevant information. The CCO has progressed these plans and communicated with relevant Station Managers. However, during our station visits station staff were not fully conversant with the location of the plan and their own individual responsibilities.

Strategic Priority 5: Partnership

Community planning and partnership working with other services and communities should be embedded throughout the SFRS. Building on its existing Engagement Strategy, the SFRS should proactively seek collaborative opportunities and innovative ways of working in partnership with other blue light services/key stakeholders to improve outcomes for communities and should ensure effective stakeholder engagement in its approach to all its work including partnership working.

As previously mentioned, the LALO in Glasgow is not fulfilling the traditional LALO post of local authority partnership work. We think the LALO for Glasgow should be the main point of contact for community planning partners. It was noted that both the partner organisations and the LALO found it difficult to obtain that seamless link with the SFRS under the current arrangement. That said, we recognise that partnership arrangements at a strategic level are working well.

From our discussions with the Council Chief Executive, the Chair of the Scrutiny Board of Glasgow City Council, Local Police Commander and The Provost, a very positive picture was generated about the level of engagement with the LSO and Service. The Council is very satisfied with the performance reporting mechanism and level of detail provided to elected members. Overall, the Service was described as being a very good community planning partner, providing good detail of user friendly reports to committee and always willing to provide more when required. The Service interacts well with the Council's community safety team and is seen as a key partner at the CPP level.

The LSO Area Management Team is well sighted on the Community Empowerment (Scotland) Act 2015 and its responsibilities within the new legislation and is working well with partners in the development of the locality plans required under this legislation.

Officers from the LSO area deliver education and support services in Barlinnie Prison, helping to enable offenders on their rehabilitation journey. This involves delivering awareness talks within the prison on fire safety, community safety and partners' support services. The SFRS also attends quarterly strategic meetings held within the prison.

Glasgow City LSO area leads on 'Operation Modulus', which is a highly successful, innovative, award winning, violence and anti-social behaviour intervention, targeted at a gang of young people in the Gorbals area of Glasgow City. This project demonstrates what can be achieved by public services in Glasgow City putting partnership into practice. This intervention prioritised prevention and resulted in the reduction of costs, with very significant savings to be expected in housing, criminal justice, health and other public services. Operation Modulus demonstrates leadership, partnership, and co-production by partners – the LSO of the Glasgow area should be commended.

From June 2015 the SAS has based two units at Calton Fire Station consisting of a Paramedic Response Unit (PRU) and a double crewed ambulance on a 24-hour basis. This co-location is bringing much closer local collaboration between the two organisations and SFRS staff at the station are of the view it is working effectively and plays a significant role in improving performance and decreasing costs. We support such shared use of buildings and would encourage the Service locally and at a national level to look at the opportunities to exploit this further when considering changes to the Service's estate.

To develop partnerships, Glasgow City has seconded two personnel: one to the Wheatley Group¹⁰ and one to 'ng homes'¹¹. These externally funded posts are to strengthen integrated working and to develop home safety within the housing stock of these organisations. Tenants include the vulnerable and elderly and the secondees provide training on safety to housing staff that includes HFSVs and unintentional harm input.

The majority of CSET recorded activity within Glasgow City is HFSVs and PDIRS. There is a lack of activities and initiatives being recorded at the stations to display evidence of partnership working.

Responses from station staff highlighted that the main focus is on HFSVs with little or no time given to developing partnerships at a local level. This is recognised by the service and is problematic, as Partnership Working is fundamental to all community safety initiatives undertaken, which includes HFSV.

¹⁰ Wheatley Group is a housing, care and property-management group that provides homes and services to over 200,000 people in 17 local authority areas across central Scotland

¹¹ 'ng homes' is a trading name of North Glasgow Housing Association, a social landlord that operates in the north of Glasgow

3.3_Evolving Role of the Scottish Fire and Rescue Service

Strategic Priority 6: Service Transformation

The SFRS should continue to ensure that the benefits of Fire Reform are fully realised, evidenced and tracked, and it should explore through Service redesign new and innovative ways in which it can improve the safety and well-being of communities throughout Scotland by building on the traditional roles carried out by the Service.

Generally, operational crews are content with the progress of fire reform, although there had been a number of perceived teething problems. There is a feeling of an over-abundance of new information, procedures and awareness briefings, and inability to process it all, with the concern, expressed by some personnel, that potentially safety critical information may be missed. There was acknowledgement by some firefighters that more recently there had been a limited improvement in the number of communications received.

Since the creation of the Service there has been only modest recruitment and this has affected the overall establishment figure (number) of operational staff in the stations. To minimize overtime budgets, where there is a particular staff shortage at stations, appliances have been put 'off the run' in a strategic manner. Under these arrangements up to seven appliances in the West Service Delivery Area could be withdrawn from operational cover.

To manage the individual personnel shortages at stations, a process of 'detached duties' is implemented. This requires affected 'detached' personnel to temporarily work from a station other than their home station to make up the crewing shortfall. Due to locally negotiated arrangements more than one detached move may be required in the form of a relay to make-up a shortage at a particular station. This is because groups of stations are aligned for detached duties purposes and a member of staff would only be detached to a station within the same group as his home station. This situation sometimes results in more than one move being required to make-up the shortfall.

We note that routinely taking appliances off the run was a conscious decision by the SFRS whilst awaiting the implementation of a new duty system Service-wide. The crewing establishment model at the end of 2016 was 495 personnel plus an additional 50 personnel as a buffer equating to 545 personnel. In 2017 the buffer was reduced to 33 equating to 528 personnel at station level. Due to under establishment the actual figure was 499 resulting in 29 vacancies.

All the fire stations are provided with networked computers to allow personnel to carry out the various administrative functions relative to their role, such as recording training undertaken. Connectivity to central systems has been slow in stations.

The SFRS has been aware of the issues related to IT systems and connectivity for some time and has let a contract to improve its wide area network connectivity. The contract is expected to be complete by the end of the 2016/17 financial year and to give a minimum speed of five megabit per second download and one megabit per second upload. At the time of our inspection, the network upgrade work had been completed and some staff were reporting a difference in speed of connectivity, although even after upgrade some stations were still reporting slow access.

From our discussions with station personnel we understand that there is limited use of station facilities by community groups. In part this is understandable as the facilities, either in layout or accessibility, do not always lend themselves to use outside of their intended purpose. Additionally, there are often more suitable and available local community amenities, such as community centres. However, where appropriate, we would encourage the wider use of fire stations by the community.

In support of the Scottish Government's overall vision to improve the outcomes for individuals who experience cardiac arrest, the British Heart Foundation provided mannequins, DVDs and associated equipment to all fire stations in Scotland. However, very few personnel in Glasgow have been delivering cardio pulmonary resuscitation (CPR) training to their communities and the equipment is not being used to its full potential.

Although Glasgow City is not a pilot area for the SFRS Out of Hospital Cardiac Arrest (OHCA) project, a majority of firefighters we spoke to, were positive about the extension of their role to encompassing this wider public safety agenda, provided it is accompanied with suitable training, equipment and welfare support. There is strong support from community safety partners, including the local authority, for the SFRS's involvement in providing this important service to the public. More widely, the extended pilot project has been undergoing a Service-wide evaluation and the outcome of the evaluation will be considered further by the SFRS Board.

Strategic Priority 7: Modernising Response

The SFRS should develop and implement dynamic, innovative and sustainable operating systems throughout Scotland which are fit for purpose and meet local needs (covering both the Retained Duty System and whole-time firefighter work patterns).

a) Fire stations

The fire station buildings and associated training facilities are of varying ages with fabric generally fit for purpose. In most cases training facilities are restricted to an open area beside the station and a tower for ladder and working at height practice.

All the stations have a level of IT provision, though there are some issues around system connectivity and general availability of computers.

The SFRS has surveyed all Glasgow stations looking at maintenance and refurbishment requirements. However, station refurbishment has been put on hold due to financial constraints. The only refurbishment that takes place is essential elemental work like roof covering and cladding together with some environmental cost saving work such as LED lighting.

The Table contained within Appendix 1, contains some fire station property information from the SFRS survey.

b) Property maintenance

Each station has a manually completed property log and an electronic system for reporting property faults. This is standard throughout Scotland. To ensure priority of repairs, there is a priority rating scheme to ensure risk critical repairs are carried out. A single joint Scottish maintenance contract is being finalised for all Police Scotland and SFRS property.

There is no décor work being undertaken in stations because of funding constraints. This may affect morale and have a knock-on effect on how staff perceive and treat their workplace.

c) Climate change

LED lighting has been introduced within fire stations. This cuts down on electricity usage and offers substantial saving in maintenance revenue costs.

Castlemilk fire station has solar panels installed.

Strategic Priority 8: UFAS

SFRS should develop a new approach to reducing UFAS demand and road risk. This approach should involve the SFRS Board setting stretching targets to support the Service's Strategic Plan in relation to this priority.

False fire alarm calls account for 57% of incidents within Glasgow City.

A UFAS incident is a false alarm that is reported to the SFRS and which it attends. UFAS is an alarm of fire sent from equipment which, on investigation, was not caused by an emergency situation in non-domestic premises. In 2012/13 UFAS amounted to 5,453 calls. In 2013/14 this rose to 5,558. In 2014/15 the number dropped to 5,487 and dropped again by four to 5,483 in 2015/16.

A reduction in UFAS calls will allow more resources to be directed to community safety engagement and operational training. This will assist a focus on other priorities such as the reduction in dwelling fires and casualties and the maintenance of operational competence.

In addition, a reduction in the activity levels will improve the safety of fire crews and members of the public by reducing the number of blue light mobilisations throughout the City.

The LSO has set a target of a 15% reduction in UFAS instances over the 2016-2019 period. Glasgow City has produced an action plan to achieve this reduction. We would expect this reduction to be achievable. We welcome robust efforts to reduce the number of False Alarms and a continuing and increased focus to be maintained, on reducing further, the impact that these types of incidents have on the delivery of the Service locally.

The six worst offender property types which accounted for 55% of the total UFAS incidents in 2015/16 are shown in table 6.

Property type	UFAS incidents	% of UFAS total
Offices/Call centres	790	14
Hospitals	691	13
Schools	597	11
Care homes	361	7
Student residences	279	5
Universities and Colleges	270	5

Table 6 Glasgow City UFAS incidents 2015/16 – six worst offender property type

The six most common false alarm causes, which together accounted for 41% of the UFAS incidents in 2015/16, are shown in table 7 below.

False alarm cause	Incidents	% of UFAS total
System fault	589	10
Dust	462	8
Accidental/Careless	446	8
Cooking	330	6
Testing	261	5
Contaminants	208	4

Table 7 Glasgow City UFAS incidents 2015/16 – six most common causes

An action plan targeted at UFAS reduction has been produced. The action plan highlights the need to continue to monitor, conduct and report on UFAS. On a bi-monthly basis, the LSO will prioritise the 10 top offending properties on a case by case basis for direct engagement. This takes the form of education being delivered on a proactive basis by visiting the responsible person at the premises or sending UFAS advisory literature.

Some universities within the area are amongst the worst offenders for UFAS incidents. Various actions have been taken to address and reduce UFAS instances, such as implementing a pilot scheme of incorporating a five minute delay in the full operation of the fire alarm system between the hours 08:00-17:00. This delay gives the occupier time to investigate the cause of actuation and take any rectifying action prior to notifying the Fire Service.

In 2015/16, and in line with the SFRS UFAS policy which includes a staged system, 30 premises in Glasgow were sent a stage two letter out of 5,483 UFAS incidents. There were no stage three premises. Only one premises has reached stage three, this occurred in 2014/2015.

3.4_Governance, Accountability and Performance

Strategic Priority 9: Effective Governance and Performance

The SFRS should ensure it has an effective approach to performance management to support robust scrutiny of the Service at national and local levels. This approach should be regularly reviewed and evaluated in pursuit of continuous improvement. The SFRS should also collect, produce and analyse data and other intelligence to promote the safety and well-being of communities, support operational efficiency and performance improvements (including its partnership contributions) and enable effective public reporting of performance.

a) Local scrutiny arrangements

Glasgow City Council's scrutiny committee for Fire and Rescue Service issues – Safe Glasgow Group – receives regular submissions and performance data from the LSO's team.

The main role of the Safe Glasgow Group is to scrutinise and review the Police and Fire and Rescue plans and scrutinise Police Scotland and SFRS involvement with Glasgow and how they contribute to Glasgow's Single Outcome Agreement.

At the scrutiny meeting which we observed, statistics of SFRS activity in Glasgow for the period covering Quarter 2 (2016/2017) were presented with comparison data for previous years. Detail of the three Glasgow City Sectors and local ward level was also contained within the performance report which allowed for more localised scrutiny by elected members, although there was benchmarking of performance there were, generally speaking, no localised targets for performance improvement.

As part of the SFRS's suite of planning documents, Station Plans are used to demonstrate how the aims of the organisation are delivered locally through relevant actions and targets. We have seen in other areas of Scotland local awareness and 'station ownership' of plans by prominently displaying the plans on station noticeboards. We would welcome the development of local Station Plans.

From our discussions with the Council Chief Executive and the Chair of the scrutiny board of Glasgow City Council, a positive picture was generated about the level of service delivery from the SFRS and the continuity, experience and assurance provided by the LSO.

The Council is very satisfied with the performance reporting mechanism, level of detail provided to elected members and the level of consultation offered by SFRS on its plans. The Council expect to be fully involved in contributing to the development of the new SFRS local plan.

Strategic Priority 10: People

The SFRS should aim to be an employer of choice – maximising the effectiveness of its approach to workforce planning; promoting the safety, health and well-being of all staff; and being a learning organisation with opportunities for all. The SFRS should also seek to be an organisation that is more representative of the people and communities of Scotland that it serves.

At the time of the inspection there are 528 station based operational firefighters.

We are advised that sickness absence within Glasgow is higher at 7% against the national average of 3%. Personnel presume that this is due to a new SFRS Managing Attendance policy not being fully implemented and the withdrawal of a central electronic management system previously used within the area. Within our investigation we could not substantiate the cause for the difference.

The local Human Resource Advisor (HRA) meets regularly with Station Managers to develop adherence to the new policy and to collate statistics on sickness levels. This relationship is beginning to form and is seen as productive to monitor absences.

Some Flexi Duty Managers within the LSO cadre provide command cover within the East SDA, this has an adverse impact due to the following:

- When required to, these Officers provide Strategic Mobilisation Location cover within Edinburgh. To ensure appropriate command cover they have to leave Glasgow and travel to Edinburgh during normal working hours. This has an impact upon their day to day role such as attending partnership meetings.
- We have been informed during a number of interviews that, if an officer who works within the Glasgow area, but who lives and provides his ICS cover within the East, would not be asked to attend incidents within the Glasgow (West) area. This is due to the fact that the West SDA Operations Control cannot mobilise them as they are assigned within the East mobilising system.
- In addition, this therefore means that where officers have a management responsibility for stations they are unable to provide operational assurance, mentoring, or assessing of the Watch Managers within their own management responsibility. Station personnel affected by this made comment of the lack of operational engagement they have with their own line manager.


Succession planning for EOs in Glasgow has a potential to be an issue. A number of EOs are eligible to retire within the next two years and this could introduce a loss of experience and knowledge without appropriate forward planning.

FSE staff expressed a view that there is limited career path development and that may lead to a retention of staff issue. Specifically for EOs, promotion opportunities are limited, due to a lack of current operational command competence. Auditing officers have no specific career path opportunity.

a) Health and Safety

Health and safety reporting is carried out using the RIVO Safeguard system.

There is little evidence as to whether the RIVO system has been used to record near-miss incidents. Near-miss reporting is described by the Health and Safety Executive as a very important way of identifying problem areas. It is of concern that there have been very few reports and events raised. This is compounded by perceived concerns from station personnel about a management blame culture in the reporting of 'near-misses' and staff being ridiculed for their actions. This has resulted in staff being hesitant in taking forward entries on station events or reporting of near-misses and health and safety events or undertaking investigations.



Health and safety events reported to the LSO are investigated in a prompt efficient manner. However outcomes from the events recorded could be more widely shared to improve general awareness. The SFRS Health and Safety department produces written information on events and lessons identified. None of these were shared in any fire stations we visited.

b) Fire Station Audits

The SFRS has a programme of internal fire station audits. These audits are carried out as part of the SFRS's Operational Assurance Policy. The SFRS has a central team whose focus is operational assurance, though local managers also undertake audits, depending on organisational need. Audits can be either routine or thematic, concentrating on a particular subject area.

There is a performance reporting framework to report on audit outcomes. We reviewed the content of a limited sample of routine audit reports for some of the stations we visited. We feel that the reports contain sufficient detail and evidence to support the judgements made by the audit report authors, and contain good advice on the development and delivery of action plans to remedy any noted deficiencies.

c) Training

Training is managed in Glasgow by a Station Manager and two Watch Managers. The Station Manager also carries out the role of monitoring the qualifications and skillsets of staff, ensuring appropriate personnel gain relevant skills. Through direct management oversight of staffing and transfers, skills within the area are maintained by ensuring appropriate training is delivered. For example, courses such as incident command competence can be timetabled and delivered to appropriate individuals prior to a temporary promotion.

Although not a traditional role for a Training Manager, this officer was carrying out a workforce planning function and we are encouraged by the use of this manager's actions and the benefit to the area. We do recognise that this activity was resource intensive.

Crews regularly attend the National Training Centre at Clydesmill, Cambuslang and the standard of instruction is said to be good. Some views were expressed that there is some scope to make fuller use of the facilities, and also, that some of the technical courses could have been delivered locally without the need to travel to Cambuslang.

Training is in line with Service arrangements set out within the SFRS Maintenance Phase Development Plan (MPDP). The MPDP sets out the training programme, over a three year period.

The SFRS has a Personal Development Recording (PDRPro) policy which sets out the minimum recording requirements per person. During our inspection we sampled station records to assess individual, group and station performance against the policy and to review local monitoring arrangements.

Our sampling of PDRPro found that the majority of personnel are achieving the necessary recording requirements. There were some limited omissions in recording identified. The local

Training Manager routinely collates a report on completion activity and reports regularly to the LSO. Prior to the regular LSO Management Team meeting, the monitoring report is shared with local managers to allow investigation and for any remedial action necessary to take place. Incomplete training records expose a potential risk to the organisation and we would expect the LSO to continue to review and monitor their completion.

d) Operational risk information

The SFRS has a statutory duty to obtain information which may be required by its personnel in carrying out their operational role. There is an established central procedure for creating and updating ORI within the area. The system is based on a legacy service recording process.

There are well-established procedures in place for creating and maintaining site-specific risk information. The currency and completeness of ORI compared favourably with other locations we have visited over the past two years and is to be commended. However, the vehicle-mounted data system ORI does not reflect the work done at station level to keep ORI up to date. This is due to delays at SDA level in the processing of amendments and uploading these.

We understand that a national project commenced in May 2014 to implement a single SFRS solution to support the provision of ORI to MDT in appliances, thereby improving the provision of risk information and contributing to firefighter safety. The project was originally expected to be implemented by June 2015, although we are unsighted on a revised implementation date. We expect that its projected outcomes will address our current concerns regarding the lack of a robust system.

3.5 Overall conclusions

The 2005 Act requires that the SFRS must have regard to this Report and, having done so, must take such measures (if any) as it thinks fit in relation to the report. We are therefore confident that where we have expressed a view on particular issues, the LSO will consider what we have said and will take it into account in forward planning.

We have identified a number of issues during the inspection which we have highlighted in this report. We suggest below issues which the LSO may wish to explore further and if appropriate act upon.

Strategic Priority 1: Performance Measures

We encourage the LSO to reassess the local performance framework and, if possible, refine or adapt targets to meet changes in local community risks.

Station Plans have not been produced and as a result, individuals' appraisals are not linked to the Service's planning process effectively.

The LSO should implement a comprehensive performance system where individual contributions to the Service's overall performance can be linked and demonstrated. Station Plans should be generated from the local Fire and Rescue Plan and local area Multi Member Ward Plans. The station plans should inform individual objectives.

Strategic Priority 2: Safety, Well-being and Prevention

The LSO should conduct a review of the role of the LALO and redefine the role to ensure the LALO is functioning effectively with the local authority.

The success of 'Operation Modulus' and the Cooksafe and Firereach initiatives should continue to be celebrated and promoted within Glasgow.

The LSO should maintain the existing strong local partnerships. We are encouraged as SFRS managers are seen as being open and engaging and willing to act to support partners' objectives, where possible.

To maximise engagement, the LSO should ensure that station staff are enhancing community safety through delivery of activities that contribute to safer communities over and above that of HFSVs and PDIRs. These should be appropriately recorded on CSET for evaluation and performance.

The LSO should provide support and advice to all staff with regards to safeguarding children and vulnerable adults. This should include face to face safeguarding training to raise awareness and that all are fully versed on what procedures to follow.

The LSO should look at a method of increasing the commitment of station personnel towards community safety engagement.

Targets generated for delivery of HFSV take no consideration of activity undertaken on other station duties or the actual needs of the local community. We think that direction should be given to ensure that all fire stations are working to a common system that reflects the needs of the community and the capacity of the individual station to deliver it.

The LSO should work with the prevention and protection directorate to ensure that a SFRS policy is established covering the approach to fire safety enforcement in sub-surface railway stations. This should take into account Part 3 of the Fire (Scotland) Act 2005 and the Fire Precautions (Sub-surface Railway Stations) Regulations 1989.

The LSO should ensure that FSE staff operate within their legal constraints when involved in the partnership approach to the safety of sports grounds.

The LSO should discuss with the Local Authority Licensing Department, the potential to reduce the amount of low-level licensing consultations received by the Service.

Strategic Priority 3: Response and Resilience – (RESPONSE)

The LSO should work closely with Fleet and Equipment workshops to ensure that appliances deployed in stations to provide spare appliance cover, can adequately accommodate all operational equipment.

The LSO should look at ways to raise the confidence levels of staff in respect of working with hydraulic rescue equipment.

The LSO should ensure that a suitable procedure is in place so that equipment and PPE issued from the reserve stock can be tracked and monitored when it is returned to the reserve.

To remove uncertainty, the LSO should work with the response and resilience directorate to resolve the River Clyde Rescue Vehicle crewing issue. This should then be communicated to affected stations and the local authority.

Strategic Priority 4: Response and Resilience – (RESILIENCE)

To ensure total understanding of the Station Business Continuity Plans, Station Managers should ensure that station personnel are fully aware of their responsibilities within the Plan.

Strategic Priority 5: Partnership

The LSO should maintain and develop the strong local partnerships that exist. SFRS staff and managers are seen as being open and engaging and willing to act to support partners' objectives

We encourage the LSO to continue to promote the wider use of fire stations by the community and other organisations.

The process of protecting children and vulnerable adults from abuse or neglect, should be reiterated to all station staff to make it clear that it is a shared responsibility that depends upon effective joint working between agencies and partners.

Strategic Priority 6: Service Transformation

The LSO should ensure that managers and station personnel fully embrace the SFRS policies, procedures and working practices. This will ensure that a consistent SFRS brand emerges among those staff still working with a legacy service mind set.

The LSO should look at ways to ensure the impact of appliance withdrawal does not have a major impact upon risk critical training.

The LSO should work with the response and resilience directorate and central staffing to look at ways to ensure that 'detached duties' are managed in a more cost effective way.

Strategic Priority 7: Modernising Response

No further comment as this area is covered within other strategic priorities.

Strategic Priority 8: UFAS

We welcome and support the specific attention that the LSO has given to the issue of UFAS through the implementation of policy. Glasgow has one of the highest incidence of UFAS incidents in Scotland and the issue requires continual focus. We encourage the LSO to continue to monitor UFAS performance and to proactively achieve the locally set target by vigorous methods and to risk assess premises to match the predetermined attendance to the need of response.

Strategic Priority 9: Effective Governance and Performance

No further comment as this area is covered within other strategic priorities.

Strategic Priority 10: People

The LSO should ensure that the SFRRS policy on managing attendance is fully understood and implemented by all staff. Maintaining the link with the local HRA and monitoring statistics collated by the HRA will enable the proper management of attendance in the area.

Through the staff appraisal system the LSO should follow a more formal approach to continuing professional development for FSE staff.

The LSO should encourage staff to appropriately report health and safety near-misses, particularly near-misses occurring at incidents.

The LSO should ensure that health and safety documentation that provides information on events and lessons identified, is shared in fire stations.

The role of the Training Manager includes managing training of staff within the area and ensuring appropriate skills are prioritised. The workforce planning role, which ensures appropriate developed staff are resourced, and in turn assists in maintaining station establishments, is encouraged. This is a productive role and we see the benefit, however the LSO should ensure that appropriate administration support is provided.

The LSO should investigate the provision of risk information and take steps to ensure that comprehensive site-specific ORI is available to crews through the appliance MDTs. We encourage the LSO to address this and to review strategies for speeding up the process by which ORI is uploaded to the Vehicle Mounted Data System (VMDS).

Glossary and abbreviations

Throughout this report, at the risk of some repetition, we have minimised the use of abbreviations in the interests of readability. There are some exceptions, particularly where an abbreviation is used so widely within or outside the Scottish Fire and Rescue Service that spelling it out on each occasion would look unnatural. An example is 'SFRS' for Scottish Fire and Rescue Service. An explanation of abbreviations used can be found below.

ARP	Aerial Rescue Pumps
BA	Breathing Apparatus
BCP	Business Continuity Plan
CCO	Civil Contingency Officer
CPP	Community Planning Partnership
CPR	Cardio Pulmonary Resuscitation
CSE	Community Safety Engagement
CSET	Community Safety Engagement Toolkit
EO	Enforcement Officer
FRS	Fire and Rescue Service
FSE	Fire Safety Enforcement
HFSV	Home Fire Safety Visit
HMFSI	HM Fire Service Inspectorate for Scotland
HRA	Human Resource Advisor
KPI	Key Performance Indicators
LALO	Local Area Liaison Officer
LAP	Local Area Partnership
LRP	Local Resilience Partnership
LSO	Local Senior Officer: by law the SFRS has to appoint a LSO for each local authority area in Scotland
MAIRG	Multi-Agency Incident Response Guide
MDT	Mobile Data Terminal
MPDP	Maintenance Phase Development Planner: a training planning calendar to maintain firefighter competency covering the various skill sets

OHCA	Out of Hospital Cardiac Arrest
ORI	Operational Risk Information
PDIR	Post Domestic Incident Response is when the Service attends following a dwelling house incident to initiate meaningful community engagement. This provides an opportunity to examine the cause and identify any remedial actions to prevent reoccurrence and reduce future risk. It also provides an opportunity to engage with neighbouring households, and the wider community, offering HFSVs and providing community fire safety advice and guidance.
PDRPro	Personal Development Recording: PDRPro is an electronic system used by both Wholetime and Retained firefighters to record training and learning development, both from formal training and from continuous development obtained during actual incidents
PPE	Personal Protective Equipment
PPED	Prevention and Protection Enforcement Database
PRU	Paramedic Response Unit
Safeguarding	Safeguarding is a process in which staff have direct or indirect contact with children, families and vulnerable adults to promote the welfare of children and vulnerable adults
SAS	Scottish Ambulance Service
SDA	Service Delivery Area. The SFRS is organised into three SDAs, North, East and West
SFRS	Scottish Fire and Rescue Service
SOA	Single Outcome Agreement: documents created by Community Planning Partnerships in each of the 32 local authority areas across Scotland, which include specific plans for the delivery of improved local outcomes
TED	Training and Employee Development
UFAS	Unwanted Fire Alarm Signal: a false alarm which has required an operational attendance by the fire and rescue service due to the unwanted actuation of a fire alarm system

Appendix 1

This table contains some fire station property information from the SFRS survey

Building	Built	Public Access	Energy Initiative	Comment	Condition	Suitability
Calton Fire Station	1983	N		Mainly brick construction; flat felted roof with north lights; split level site; 4 bay appliance room. Stone boundary wall	Poor	Good
Castlemilk Fire Station	1963	Y	Solar PV	Brick & block work; roof flat asphalted; 2 bay appliance room. Fully Refurbished 2012/13	Good	Good
Cowcaddens Fire Station	1984	Y		Two storeys which also provides offices and facilities for area headquarters. Large yard to rear with training tower and specialist training facilities	Poor	Good
Easterhouse Fire Station	1965	Y		Panels with facing brick and flat felted roof; 2 bay appliance room, covered wash bay	Satisfactory	Good
Govan Fire Station	1985	Y		Brick built, first floor dormitory with metal clad & flat asphalt roof; 4 bay appliance room	Satisfactory	Good
Knightswood Fire Station	1956	Y		Refurbished 2001 Brick built; flat felted roof 2 bay appliance room	Poor	Good

Building	Built	Public Access	Energy Initiative	Comment	Condition	Suitability
Maryhill Fire Station	1995	Y		Brick built with pitched tiled roof; 4 bay appliance room; high quality finish; 2 storey	Satisfactory	Good
Pollok Fire Station	1962	Y		Double bay appliance hall with attached two storey facilities block of brick construction with part facing brick and part upvc panel elevations below a mix of flat roofs	Satisfactory	Good
Polmadie Fire Station	1986	Y		Single storey with central 4 bay appliance bay with facilities on either side. The property is of brick construction with facing brick elevations and profiled clad pitched roofs	Satisfactory	Good
Springburn Fire Station	1987	Y		Mainly brick with pitched metal clad roof; 4 bay appliance room with flat roof; mezzanine mess area	Satisfactory	Good

Building	Built	Public Access	Energy Initiative	Comment	Condition	Suitability
Yorkhill Fire Station	1970	Y		Single storey 4 bay appliance room; BA room & repair shops; 2 storey admin block; flat asphalted roof; elevations blockwork	Satisfactory	Good



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