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NATIONAL JOINT COUNCIL FOR LOCAL AUTHORITY FIRE AND RESCUE SERVICES

**To: Chief Fire Officers
Chief Executives/Clerks to Fire Authorities
Chairs of Fire Authorities
Directors of HR (Fire Authorities)**

Members of the National Joint Council

5th June 2017

CIRCULAR NJC/8/17

INCLUSIVE FIRE SERVICE GROUP – IMPROVEMENT STRATEGIES

1. You will be aware that a group led by the NJC has been undertaking a comprehensive piece of work engaging directly with fire and rescue services and their employees to consider equality, diversity, cultural and behavioural issues with the purpose of developing improvement strategies which could be supported across the board and used at local level to deliver improvement.
2. The group, which is independently chaired by Professor Linda Dickens, includes employer and employee representation from the National Joint Council and representation from the National Fire Chiefs Council, the Fire Officers Association and the Retained Firefighters Union. It has also engaged with special interest groups such as Stonewall, Asian Fire Service Association, Women in the Fire Service, Women in the Police Service, FBU women's, BME and LGBT groups, Unison, GMB etc.
3. Attached is the latest report from the group, which includes the improvement strategies and seeks the support of employers and employees alike in taking them forward and delivering improvement.
4. We know from your support to date that you share the commitment of the group to delivering improvements across the service and are therefore sure that you will wish to continue to support this work going forward. As such you are asked to consider the strategies suggested positively at both member and officer levels, how they can be taken forward in your own service, and provide a response by **28th July 2017**. Please return responses to Rachel Stevens - rachel.stevens@local.gov.uk).

Yours faithfully

**SIMON PANNELL
MATT WRACK**
Joint Secretaries

Report of the Inclusive Fire Service Group – June 2017

BACKGROUND

1. The remit of the Inclusive Fire Service Group is as follows:
 - (i) the purpose of this group is assessment of the current position in respect of equality, diversity, behavioural and cultural issues; and
 - (ii) identification of guidance in relation to any further strategies that could be used at local level to further encourage improvement.
 - (iii) in respect of (i) above, to consider whether it is necessary to gather new monitoring data or whether there is sufficient monitoring data already available that can be drawn from e.g. the NJC survey, the survey conducted by the FBU, local employee satisfaction surveys, and other sources.
2. The group has undertaken a substantial amount of work in respect of (i) and (ii) above:
 - (i) The Behaviour and Cultural Survey - detailed research with fire and rescue services to assess the starting position (circulated to fire authorities - [NJC/6/16](#)).
 - (ii) Engagement with special interest groups
 - (iii) Focus groups with female, BME and LGBT employees
 - (iv) An all staff employee survey, whether uniformed or non-uniformed
 - (v) Four regional workshops with Equality and Diversity Officers and local union representatives (FBU, RFU and FOA) who lead on or have an interest in that area.
 - (vi) Two workshops with senior fire service managers (majority CFOs)
3. Consistent messages have emerged across the work undertaken, which has allowed the group to be able to identify improvement strategies relating to four key areas: promoting an inclusive culture (which includes tackling bullying and harassment; recruitment; progression and retention. These follow some important general points.

IMPROVEMENT STRATEGIES

4. In general:
 - (i) Inclusivity should be embedded in every aspect of the fire and rescue service
 - (ii) There is a need for visible senior ownership and leadership - to lead by example and to ensure that local strategies and initiatives become reality on the ground, thereby embedding inclusion as the norm. Within a service this should be at chief officer level. Within a fire authority a specific member of the authority should hold the portfolio
 - (iii) Union involvement should be recognised as an important factor in delivering improvement, particularly in respect of peer to peer involvement

- (iv) Fire and Rescue Services should ensure the workplace is fit for purpose for all groups of employees including correct Personal Protective Equipment and gender specific station and fireground facilities

5. Promoting an Inclusive Culture

- (i) Fire and Rescue Services should ensure that all managers are trained in people management including skills such as how to have difficult conversations and that all managers recognise their responsibilities in promoting an inclusive culture.
- (ii) Senior managers should lead by positive example. They should challenge bullying and harassment behaviours at every level, ensuring where necessary that management styles change in order to drive a different and improved culture
- (iii) Fire and Rescue Services should promote a culture where challenge is accepted and welcomed as a positive contribution. This should be in both directions.
- (iv) Fire and Rescue Services should ensure that all employees are aware of, and understand, the relevant policies. Where an incident is reported and found to be accurate it is important that action is taken and is seen to be taken as a result. Everyone needs to be confident in the process.
- (v) Fire and Rescue Services should monitor the use of discipline and grievance procedures in order to identify and correct any problematic trends. This should also include an element of monitoring at the informal level in order to pick up issues at an early stage.
- (vi) Fire and Rescue Services should consider the creation of trained Equality and Diversity champions. These are voluntary roles based on enthusiasm and commitment and irrespective of seniority. Champions play a central role in actively supporting the mainstreaming of equality and diversity initiatives and disseminating equality and diversity good practice, whilst also supporting the strategic development of initiatives to create an inclusive culture. Consideration should also be given to the role Allies can play. In relation to LGBT for example, 'allies' is a term used to describe heterosexual people who believe that lesbian, gay and bisexual people should experience full equality in the workplace and use their role within the organisation to create a culture that is inclusive of everyone.
- (vii) Fire and Rescue Services should also consider the creation of mediators (and may wish to consider whether they should be provided externally as well as internally).

6. Recruitment

- (i) There should be a national media campaign covering the full range of the modern firefighter role (similar to the current Army campaign) and what the fire service does in order to inform perception. It should:
 - be supported by a website which would also include information on recruitment and potentially divert the interested person to their 'home' fire and rescue service

- include information on selection (based on national guidance, not prescription) recognising that the skill set needs to be wider than operational ie people skills, and provide information on fitness requirements

This suggestion was seen, by far, as the most influential way to alter perceptions and improve diversity. It would be useful in terms of recruitment and retention. Recruitment because it would dispel the myth that the job is just about fighting fires and retention to avoid the job not living up to expectations.

- (ii) Fire and Rescue Services should explore, and where appropriate utilise, recruitment opportunities such as apprenticeships and cadets in order to increase diversity in the workforce
- (iii) Fire and Rescue Services should undertake greater and early engagement with specific communities/schools/colleges and not just when recruitment is on the horizon. This would further reinforce understanding of the role as it is today. This should utilise employee role models whilst being careful to maintain a balance with their core work.
- (iv) Fire and Rescue Services should ensure they have visible family friendly working policies supported by a greater use of flexible working arrangements.
- (v) Fire and Rescue Services should develop an internal communications strategy to explain the difference between positive action and positive discrimination in order to counteract the view of some that an individual has only been employed/promoted because they are female/BME/LGBT. This would be supportive to such individuals and also be helpful in terms of encouraging progression.
- (vi) Fire and Rescue Services should consider commissioning work in their own areas to identify any obstacles that local communities feel there are to applying to work with the service.

7. Progression

- (i) Fire and Rescue Services should ensure that promotion processes which are fair and transparent are applied consistently and clearly explained to all employees.
- (ii) Fire and Rescue Services should develop support networks and meaningful mentor/coaching programmes. (Note - mentors/coaches do not need to come from the particular group eg a BME mentor for a BME crew manager).
- (iii) Fire and Rescue Services should encourage interest in promotion in general and through talent spotting by including leadership training, opportunities for development such as job swaps, taster weeks and acting-up/temporary promotion (so that an individual can experience the different role). This should be underpinned by a fair and transparent policy which sets out clearly the criteria by which such opportunities will be offered.

- (iv) Fire and Rescue Services should explore the greater use of flexible working arrangements which may also assist with improving e.g. the bottle neck at Station Manager level given the extent of on-call commitment which for some may conflict with caring responsibilities.

8. Retention

- (i) Introduction of a national media campaign as set out under 'recruitment' should ensure that recruits are fully aware of the work of the service and the part they will play in that. Therefore they should not become disappointed or disengaged as they progress in their career.
- (ii) Fire and Rescue Services should ensure that expectations around fitness levels are clearly explained, and support provided, including the potential impact of female only issues such as maternity or the menopause.
- (iii) As with recruitment and progression, Fire and Rescue Services should explore greater use of flexible working arrangements
- (iv) Where Fire and Rescue Services do not already conduct exit interviews they should now do so. The outcomes from such interviews should be recorded and monitored to ensure early identification of any themes which can then be resolved for the future.
- (v) Fire and Rescue Services should consider how best to maintain the interest and commitment of employees through the variety of the work undertaken within the role.

NEXT STEPS

- 9. Given the comprehensive evidence upon which the strategies are based together with the support and consistency of message across services and union representatives alike, the group believes that the above strategies should be welcomed by the sector and quickly progressed.
- 10. With that in mind, each service is asked to consider the strategies in detail and to advise the group of its response by no later than **28th July 2017**, including the areas it intends to take forward, the timescale within which it expects to do so, the improvement it expects will result (and by when), and who will take the lead from a member perspective (the assumption being it will be the chief fire officer from a senior officer perspective - ref. paragraph 4(ii) above). Responses should be returned to firequeries@local.gov.uk marked as 'Improvement Strategies and the name of your service' in the subject heading.
- 11. This will inform the future work of the group which will include a monitoring role to identify and measure improvement.
- 12. Guidance in respect of relevant data collection, recording and monitoring will be issued by the group once it has had an opportunity to explore the practicalities of doing so in more detail with FRAs.

13. Given the level of employee engagement in this work services are asked to ensure that a copy of this circular is made available to them in order that they too can see the suggested improvement strategies especially given the comments of many involved that they were pleased to see a joint employer and employee approach to the problems. Similarly we would also be grateful for circulation to Equality and Diversity Officers within services.

CONCLUDING COMMENT FROM THE INDEPENDENT CHAIR

14. I am pleased to present this Report on behalf of the Inclusive Fire Service Group. Its members have contributed their considerable expertise and experience, time and energy to fulfil its remit and I wish to record my thanks to them and to the NJC Secretariat.
15. The work of the group has been informed by a range of activities and assisted by various individuals and bodies to whom thanks are also due.
16. These include LGA Research which was commissioned by the group to undertake the focus groups and the employee survey. The group also wants to thank all those employees who took part. A copy of the employee survey report is **attached**.
17. The group would also like to thank those involved in the well-attended workshops, and the fire and rescue services who provided the venues. All of the workshops were well received, with a good level of debate and consensus. The group also benefitted from its engagement with special interest groups.
18. There is a lot of general guidance in the area of equality and diversity but the group did not want simply to provide 'top down' prescription. As is clear from the report, the Improvement Strategies presented here reflect and respond to the experience and views on what needs to be done from those within the sector itself. This enhances the likelihood that their implementation will deliver meaningful progress.
19. The group is aware of work also now being undertaken through other channels such as the NFCC Workforce Committee, the review of the Equality Framework in England and the Memorandum of Understanding developed by the LGA which reflects a partnership between it, the NFCC and a number of trade unions and special interest groups to also support improvement in these areas. The group, and its members in their various capacities, have engaged with this work. It is important that these various areas of activity complement and reinforce each other.
20. These developments are very welcome, not least since they further emphasise that delivering improvement in this area is something to which the sector is firmly committed.
21. Members of the Inclusive Fire Service Group look forward to continuing to work with you in delivering that improvement.

Professor Linda Dickens
(on behalf of the Inclusive Fire Service Group)

Inclusive fire service – employee survey 2017



REPORT OF THE INCLUSIVE FIRE SERVICE EMPLOYEE SURVEY 2017

INTRODUCTION

The Inclusive Fire Service Employee Survey 2017 was conducted by the Local Government Association's Research and Information team between 23rd January and 10th February 2017 on behalf of the Inclusive Fire Service Group. The IFSG was set up by the National Joint Council for Local Authority Fire and Rescue Services to consider matters relating to equality, diversity and cultural issues such as bullying and harassment. The information collected by the survey, together with a number of workshops, will inform the development of strategies and actions relating to equality, diversity and behaviour issues.

The survey was sent to all staff, uniformed and non-uniformed, in all fifty fire and rescue services in the UK. The link to the online survey was distributed via FRSs, and publicised by the Fire Brigades Union, Retained Firefighters' Union, Fire Officers Association, UNISON, as well as a number of special interest groups. A total of 4,002 responses were received out of an estimated total workforce of around 61,000¹, equating to a response rate of 6.5 per cent as shown in Table 1.

Table 1: response	
Total number of responses	4,002
Estimated total UK workforce (headcount)	61,180
Response rate (%)	6.5%

At least one response was received from each of the fifty services. In 16 services, response was 3 per cent or under, in 18 it was more than 3 per cent but 7 per cent or less, and in 16 it was higher than 7 per cent. The highest response rate from a single service was 21 per cent.

Response and data quality

The survey results should be treated with caution as they are somewhat biased towards 'other' non-uniformed staff and females. See below for details.

It should also be noted that not all respondents answered, or were required to answer, every question, so the response to individual questions varies considerably. In each table, the 'Total' row indicates the total number of respondents to the question, but note that this includes those who answered 'don't know'.

Although the response rate of 6.5 per cent is low, the actual number of respondents would be sufficient to provide a reasonably accurate picture of the whole workforce if the response were representative of the workforce as a whole. In order to check this, the characteristics of respondents have been compared with those of the workforce as a whole. Such comparisons are not perfect (see the Technical Annex for details), but revealed the following:

- Survey respondents were more likely to be in the 'Other category', mostly non-uniformed support staff (26 per cent of respondents compared to 15 per cent of the workforce as a whole), and less likely to be firefighters (25 per cent of respondents compared to 54 per cent of the workforce as a whole).
- Survey respondents were more likely to be female (27 per cent) than the workforce as a whole (7 per cent/15 per cent depending on the source used), and correspondingly less

¹ Please see the Technical Annex for further details of this LGA estimate.

likely to be male (68 per cent compared with 93 per cent/85 per cent of the whole workforce). Note that this may be a consequence of the previous point as 'Other' staff are more likely to be female than other categories.

- In terms of full-time/part-time, ethnic origin, and sexual orientation, survey respondents were broadly line with the workforce as a whole.

See the Technical Annex for more details of the workforce estimates and comparison

SUMMARY

The main findings were as follows:

Promotion

- 33 per cent of respondents had applied for a promotion in the last five years, and 42 per cent of these had been successful.
- Those who had not applied for a promotion were most likely to cite mentoring (25 per cent) or training (23 per cent) as things which would encourage them to apply.

Recruitment of women

- More flexible working (44 per cent) and better childcare support (37 per cent) were cited as the main ways of attracting more women to the fire service.

Recruitment of black and minority ethnic people

- Engaging with specific communities (51 per cent) and advertising via specialist media (28 per cent) were most often mentioned as ways of attracting more black and minority ethnic people to the fire service.

Recruitment of gay/lesbian or bisexual people

- Engaging with specific communities (40 per cent) and affiliating or re-affiliating with LGBT groups (28 per cent) were most often mentioned as ways of attracting more LGBT people to the fire service.

Unacceptable behaviour

- 81 per cent of respondents felt that there was a clear mechanism to report unacceptable behaviour if they witnessed it.
- 68 per cent of respondents who felt there was a clear mechanism were confident that management action would then be taken to resolve the matter.
- 74 per cent of respondents felt confident to report any acts of unacceptable behaviour.
- Senior management commitment to take action (59 per cent) and consistent application of behaviour standards policies (57 per cent) were the main ways to make respondents who were not currently confident feel more confident about reporting unacceptable behaviour.
- 84 per cent of respondents felt confident about personally challenging unacceptable behaviour.
- Senior management commitment to action (55 per cent) and consistent application of behaviour standards policies (51 per cent) were the main ways to make respondents who were not currently confident feel more confident about personally challenging unacceptable behaviour.

Policies and procedures

- 62 per cent of respondents thought that the fire service consistently applied a clear policy on the management of how they performed in their role.
- 76 per cent of respondents thought that their fire service's discipline and grievance procedures were clearly explained.

- 70 per cent of respondents reported that their fire service provided a mediation service.
- 56 per cent of respondents indicated that their fire service provided training for managers on people or team management.
- 41 per cent of respondents indicated that their fire service provided training at all levels on skills for working with people.

Inclusivity

- 58 per cent of respondents thought that the culture of their fire service was inclusive.
- Encouraging a climate of open communication (56 per cent) and senior management commitment to action (51 per cent) were the main ways to improve the culture in the opinion of those respondents who thought that the culture was not currently inclusive.

SURVEY RESULTS

The tables are broken down according to the type of contract on which respondents were employed. 'Grey Book' refers to the National Joint Council for Local Authority Fire and Rescue Services, 'Green Book' refers to the NJC for Local Government Services, and 'Other/NK' covers respondents employed under other arrangements or those who did not specify the type of contract.

The overall breakdown of respondents is shown in Table 2. Just over two-thirds of respondents (69 per cent) were employed under the terms of the Grey Book and around a fifth (18 per cent) were employed under the Green Book. In addition, 4 per cent were employed under other arrangements (mostly identifying themselves as agency or temporary staff or as being employed under local terms and conditions), and 9 per cent were unable to say.

Table 2: on what type of contract are you employed?		
	Total	
	Number	Per cent
NJC for Local Authority Fire and Rescue Services (Grey Book)	2659	69%
NJC for Local Government Services (Green Book)	696	18%
Other	161	4%
Don't know	333	9%
Total	3849	100%

Other variations in responses, in terms of role, ethnic origin, sexual orientation and sex, are highlighted in the text where they are particularly marked.

Role

More than a half of respondents (55 per cent) were either firefighters (25 per cent), watch managers (18 per cent) or crew managers (12 per cent). Just over a quarter (26 per cent) were in the 'other' category which covered a wide variety of jobs, but most commonly non-uniformed support or administrative staff. Only 2 per cent of 'Grey Book' respondents identified as 'other' whereas 95 per cent of 'Green Book' and 63 per cent of 'Other/NK' respondents did so. (Table 3)

Table 3: what is your role?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Firefighter	994	25%	847	32%	10	1%	116	24%
Watch manager	700	18%	671	25%	4	1%	16	3%
Crew manager	487	12%	432	16%	9	1%	38	8%
Station manager	324	8%	318	12%	4	1%	1	0%
Group manager	161	4%	147	6%	2	0%	3	1%
Firefighter (control)	58	1%	50	2%	2	0%	6	1%
Area manager	46	1%	42	2%	4	1%	0	0%
Watch manager (control)	42	1%	41	2%	1	0%	0	0%
Crew manager (control)	29	1%	28	1%	1	0%	0	0%
Station manager (control)	21	1%	19	1%	1	0%	0	0%
Group manager (control)	8	0%	7	0%	0	0%	1	0%
Other	1,033	26%	50	2%	653	95%	311	63%
Total	3,903	100%	2,652	100%	691	100%	492	100%

Duty system/work pattern

Overall, around two-fifths of respondents (41 per cent) worked the wholetime duty system, and 17 per cent worked the flexible duty system. Over a quarter (28 per cent) categorised themselves as 'other', usually because they were administrative, support or similar types of staff (82 per cent of Green Book respondents). (Table 4)

Table 4: what duty system/work pattern do you work?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Wholetime Duty System	1,612	41%	1,511	57%	23	3%	59	12%
Flexible Duty System	664	17%	528	20%	81	12%	43	9%
Retained Duty System	353	9%	231	9%	7	1%	104	21%
Day Crewing Duty System	172	4%	150	6%	13	2%	6	1%
Other	1,091	28%	234	9%	558	82%	281	57%
Total	3,892	100%	2,654	100%	682	100%	493	100%

Full-time/part-time

Overall, almost nine out of ten respondents (88 per cent) were full-time, slightly higher among Grey Book (92 per cent) than Green Book respondents (83 per cent). (Table 5)

Table 5: on which basis are you employed?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Full-time	3,425	88%	2,436	92%	578	83%	356	73%
Part-time	481	12%	218	8%	117	17%	134	27%
Total	3,906	100%	2,654	100%	695	100%	490	100%

Ethnic origin

Overall, more than nine out of ten respondents (91 per cent) were white with most of the remainder (5 per cent) preferring not to disclose their ethnic origin. In total, 5 per cent of respondents described themselves as of an ethnic origin other than white. (Table 6)

Table 6: how would you describe your ethnic origin?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
White	3,542	91%	2,394	90%	651	94%	440	90%
Mixed	71	2%	56	2%	6	1%	8	2%
Black	47	1%	29	1%	8	1%	8	2%
Asian	30	1%	12	0%	10	1%	7	1%
Other	24	1%	18	1%	2	0%	4	1%
Prefer not to say	181	5%	141	5%	12	2%	20	4%
Total	3,895	100%	2,650	100%	689	100%	487	100%

Sexual orientation

Overall, 88 per cent of respondents described themselves as heterosexual or straight, 3 per cent as gay or lesbian, 1 per cent as bisexual, and 7 per cent preferred not to disclose their sexual orientation. (Table 7)

Table 7: how would you describe your sexual orientation?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Heterosexual/straight	3,437	88%	2,323	88%	625	91%	428	87%
Gay/lesbian	122	3%	72	3%	27	4%	20	4%
Bisexual	55	1%	38	1%	7	1%	10	2%
Prefer another term	9	0%	5	0%	2	0%	2	0%
Prefer not to say	280	7%	213	8%	29	4%	33	7%
Total	3,903	100%	2,651	100%	690	100%	493	100%

Sex

Overall, around two-thirds of respondents (68 per cent) were male, 27 per cent were female and 4 per cent preferred not to disclose their sex. There were marked differences between 'Grey Book' respondents, 15 per cent of whom were female, and 'Green Book' respondents, 66 per cent of whom were female. (Table 8)

Table 8: please indicate your gender

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Male	2,659	68%	2,127	81%	224	32%	267	55%
Female	1,066	27%	387	15%	454	66%	204	42%
Trans	15	0%	11	0%	1	0%	2	0%
Other	5	0%	4	0%	0	0%	1	0%
Prefer not to say	143	4%	112	4%	13	2%	14	3%
Total	3,888	100%	2,641	100%	692	100%	488	100%

Length of service

Almost three out of five respondents (57 per cent) had worked in the fire and rescue service for more than 15 years with 19 per cent having served more than 25 years and 6 per cent more than 35 years. Around one in eight (12 per cent) had worked for fewer than six years. 'Green Book' and 'Other' respondents were less likely to have long service with 25 per cent and 38 per cent respectively having worked for fewer than six years (compared with 4 per cent of 'Grey Book' respondents). (Table 9)

Table 9: how long have you worked in the fire and rescue service?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
0-5 years	467	12%	99	4%	174	25%	185	38%
6-15 years	1,209	31%	715	27%	310	45%	161	33%
16-25 years	1,272	32%	1,092	41%	97	14%	68	14%
26-35 years	739	19%	621	23%	51	7%	50	10%
More than 35 years	228	6%	131	5%	63	9%	29	6%
Total	3,915	100%	2,658	100%	695	100%	493	100%

Promotion

All respondents other than white heterosexual males were asked to indicate whether they had applied for a promotion above their current position in the last five years.

Overall, a third (33 per cent) had applied for such a promotion. (Table 10)

The proportion of staff who had applied for a promotion in the last five years was:

- highest among crew, watch and station managers (all around 50 per cent) and lowest among firefighters (17 per cent);
- higher among BME respondents (49 per cent) than white respondents (30 per cent);
- higher among LGBT respondents (40 per cent) than heterosexual respondents (31 per cent);
- higher among male respondents (47 per cent) than female respondents (30 per cent).

Table 10: have you applied for any promotion above your current position in the last five years?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	415	33%	207	38%	148	31%	56	25%
No	857	67%	337	62%	331	69%	168	75%
Total	1,272	100%	544	100%	479	100%	224	100%

Those who had not applied for a promotion in the last five were asked whether anything would encourage them to seek promotion.

Most common overall were mentoring schemes (25 per cent, slightly more common among Grey Book, 29 per cent, than Green Book respondents, 17 per cent) and more training (23 per cent). Around a third (35 per cent) said that nothing would encourage them as they were content in their current role. (Table 11)

Table 11: what, if anything, would encourage you to seek promotion?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Mentoring schemes	212	25%	99	29%	57	17%	49	29%
More training	200	23%	77	23%	71	21%	46	27%
Greater clarity on promotion procedures	154	18%	72	21%	45	14%	31	18%
Other	241	28%	76	23%	114	34%	44	26%
Nothing, I am content in my current role	304	35%	123	36%	121	37%	56	33%
Don't know	25	3%	8	2%	12	4%	5	3%
Total	857	100%	337	100%	331	100%	168	100%

Overall, around two-fifths (42 per cent) of those respondents who had applied for a promotion in the last five years had been successful. This proportion was higher among Green Book respondents (51 per cent) than Grey Book respondents (35 per cent). It should be noted that this is based on a relatively small number of respondents. (Table 12)

Table 12: were you successful when seeking promotion?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	168	42%	70	35%	73	51%	24	44%
No	233	58%	131	65%	69	49%	30	56%
Total	401	100%	201	100%	142	100%	54	100%

A little over half (56 per cent) of those who had applied for a promotion in the last five years and been unsuccessful indicated that they would seek promotion again. It should be noted that this is based on a relatively small number of respondents. (Table 13)

Table 13: will you seek promotion again having been unsuccessful?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	131	56%	76	58%	37	54%	18	60%
No	102	44%	55	42%	32	46%	12	40%
Total	233	100%	131	100%	69	100%	30	100%

Respondents who had unsuccessfully sought promotion and did not indicate a desire to seek it again were asked if anything would encourage them to seek promotion.

The most common answers were constructive feedback (28 per cent), greater clarity on promotion procedures (25 per cent, higher among Grey Book than Green Book respondents), and mentoring schemes (23 per cent). Around one in eight (12 per cent) indicated that they were content in their current role and hence would not seek promotion. It should be noted that this is based on a relatively small number of respondents. (Table 14)

Table 14: what, if anything, would encourage you to seek promotion again?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Constructive feedback	29	28%	16	29%	10	31%	2	17%
Greater clarity on promotion procedures	26	25%	17	31%	6	19%	3	25%
Mentoring schemes	23	23%	12	22%	9	28%	1	8%
More training	15	15%	7	13%	7	22%	1	8%
Other	50	49%	26	47%	15	47%	8	67%
Nothing, I am content in my current role	12	12%	5	9%	5	16%	2	17%
Don't know	5	5%	3	5%	2	6%	0	0%
Total	102	100%	55	100%	32	100%	12	100%

Recruitment of women

Respondents were invited to indicate up to three main measures to attract more women to the fire and rescue service.

The most common items overall were more flexible working (44 per cent), better childcare support (37 per cent), senior management commitment (22 per cent, higher among Green Book, 35 per cent, than Grey Book, 19 per cent, respondents), and mentoring (19 per cent). (Table 15)

The proportion citing more flexible working was higher among station and group managers at around 60 per cent. The proportion citing senior management commitment was higher among female respondents (38 per cent) than male respondents (17 per cent).

Table 15: what, in your opinion, could the fire and rescue service do to attract more women?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
More flexible working	1,744	44%	1,175	44%	315	45%	223	45%
Better childcare support	1,466	37%	1,048	39%	231	33%	156	32%
Senior management commitment to action to support female staff	895	22%	499	19%	247	35%	129	26%
Mentoring	761	19%	468	18%	182	26%	100	20%
Better support on maternity issues (before and after maternity leave)	569	14%	425	16%	83	12%	55	11%
Internal staff support group	406	10%	245	9%	100	14%	55	11%
Gender specific uniforms	309	8%	212	8%	65	9%	28	6%
Other	748	19%	483	18%	158	23%	94	19%
Don't know	743	19%	528	20%	92	13%	114	23%
Total	4,002	100%	2,659	100%	696	100%	494	100%

Recruitment of black and minority ethnic (BME) people

Respondents were invited to indicate up to three main measures to attract more BME people to the fire and rescue service.

Overall, the most common item by some distance was engaging with specific communities (51 per cent). Others included advertising via specialist media (28 per cent), senior management commitment (23 per cent), and mentoring (18 per cent). All of these were slightly more common among Green Book than Grey Book respondents. (Table 16)

The proportion citing engaging with specific communities was higher among station managers (72 per cent) and group managers (81 per cent). Senior management commitment was more likely to be mentioned by BME respondents (52 per cent) than white respondents (22 per cent).

Table 16: what, in your opinion, could the fire and rescue service do to attract more BME staff?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Engaging with specific communities	2,035	51%	1,340	50%	420	60%	242	49%
Advertising via specialist media	1,112	28%	743	28%	229	33%	122	25%
Senior management commitment to action to support BME staff	907	23%	554	21%	217	31%	118	24%
Mentoring	731	18%	488	18%	146	21%	84	17%
Internal staff support group	486	12%	308	12%	117	17%	53	11%
Other	568	14%	385	14%	95	14%	77	16%
Don't know	1,006	25%	704	26%	140	20%	152	31%
Total	4,002	100%	2,659	100%	696	100%	494	100%

Recruitment of gay/lesbian or bisexual people

Respondents were invited to indicate up to three main measures to attract more gay/lesbian or bisexual people to the fire and rescue service.

The most common items were engaging with specific communities (40 per cent), affiliating with LGBT groups (28 per cent), advertising via specialist media (26 per cent), and senior management commitment (22 per cent). Again, all of these were slightly more common among Green Book than Grey Book respondents. (Table 17)

Affiliating with LGBT groups was more likely to be mentioned by LGBT respondents (44 per cent) than heterosexual respondents (29 per cent), as was senior management commitment (42 per cent and 22 per cent respectively).

Table 17: what, in your opinion, could the fire and rescue service do to attract more gay/lesbian or bisexual staff?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Engaging with specific communities	1,613	40%	1,083	41%	324	47%	181	37%
Affiliating/re-affiliating with Stonewall and other LGBT groups	1,126	28%	732	28%	225	32%	147	30%
Advertising via specialist media	1,026	26%	693	26%	196	28%	123	25%
Senior management commitment to action to support LGBT staff	882	22%	521	20%	208	30%	131	27%
Mentoring	523	13%	347	13%	104	15%	62	13%
Internal staff support group	489	12%	302	11%	113	16%	68	14%
Other	524	13%	357	13%	84	12%	71	14%
Don't know	1,029	26%	718	27%	161	23%	138	28%
Total	4,002	100%	2,659	100%	696	100%	494	100%

Unacceptable behaviour

Four-fifths of respondents (81 per cent) thought that there was a clear mechanism for them to report a witnessed act of unacceptable behaviour. (Note: unacceptable behaviour was defined as excessive criticism, intimidation or social exclusion.) (Table 18)

The proportion was highest among group managers (96 per cent) and lowest among firefighters (76 per cent). It was higher among male respondents (84 per cent) than female respondents (76 per cent).

Table 18: if you witness unacceptable behaviour do you feel that there is a clear mechanism to report it?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	3,144	81%	2,169	82%	550	80%	372	76%
No	752	19%	478	18%	140	20%	119	24%
Total	3,896	100%	2,647	100%	690	100%	491	100%

Those respondents who reported that there was a clear mechanism were asked whether they were confident that management action would then be taken to resolve the problem of unacceptable behaviour.

Around two-thirds of respondents (68 per cent) were confident of management action. (Table 19)

Table 19: are you confident that management action would then be taken to resolve the matter?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,118	68%	1,422	67%	376	69%	285	78%
No	978	32%	714	33%	167	31%	80	22%
Total	3,096	100%	2,136	100%	543	100%	365	100%

Around three-quarters of respondents (74 per cent) felt confident to report any acts of unacceptable behaviour. (Table 20)

This proportion was highest among group managers (94 per cent) and lowest among firefighters (67 per cent). It was higher among male respondents (78 per cent) than female respondents (69 per cent).

Table 20: do you feel confident to report any acts of unacceptable behaviour?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,881	74%	1,963	75%	506	74%	369	75%
No	995	26%	669	25%	181	26%	121	25%
Total	3,876	100%	2,632	100%	687	100%	490	100%

Those respondents who do not feel confident about reporting acts of unacceptable behaviour were asked to indicate what the fire service could do to make them feel more confident.

The two most common things were senior management commitment to action (59 per cent) and consistent application of their fire services' policy on standards of behaviour (57 per cent). Others included training (25 per cent), support networks (23 per cent) and improving the existing policy on behaviour standards (22 per cent). (Table 21)

Table 21: what could your fire and rescue service do to help you feel more confident about reporting unacceptable behaviour?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Senior management commitment to take action	592	59%	389	58%	122	67%	72	60%
Consistent application of your fire and rescue service's policy on standards of behaviour	569	57%	389	58%	105	58%	67	55%
Training	253	25%	178	27%	34	19%	34	28%
Support networks	233	23%	150	22%	40	22%	35	29%
Improvement of an existing policy on standards of behaviour	222	22%	141	21%	47	26%	30	25%
Introduction of a policy on standards of behaviour	72	7%	44	7%	14	8%	14	12%
Other	230	23%	158	24%	38	21%	28	23%
Don't know	40	4%	28	4%	7	4%	4	3%
Total	995	100%	669	100%	181	100%	121	100%

More than four-fifths of respondents (84 per cent) felt confident to personally challenge unacceptable behaviour, a proportion that was slightly lower among Green Book respondents (76 per cent) than Grey Book respondents (87 per cent). (Table 22)

This proportion was highest among group managers (99 per cent) and lowest among firefighters (80 per cent). It was higher among male respondents (89 per cent) than female respondents (73 per cent).

Table 22: do you feel confident to personally challenge unacceptable behaviour?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	3,259	84%	2,294	87%	528	76%	383	78%
No	633	16%	350	13%	163	24%	108	22%
Total	3,892	100%	2,644	100%	691	100%	491	100%

Those respondents who did not feel confident to personally challenge such behaviour were asked to indicate what the fire service could do to make them feel more confident.

As above, the two actions most commonly cited were senior management commitment to action (55 per cent) and consistent application of their fire services' policy on standards of behaviour (51 per cent). Both of these were more likely to be mentioned by Grey Book respondents (59 per cent and 55 per cent respectively) than Green Book respondents (49 per cent and 45 per cent respectively). Others included training (32 per cent overall), support networks (29 per cent) and improving the existing policy on behaviour standards (23 per cent). (Table 23)

Table 23: what could your fire and rescue service do to make you feel more confident about personally challenging unacceptable behaviour?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Senior management commitment to take action	347	55%	206	59%	80	49%	57	53%
Consistent application of the service's policy on standards of behaviour	320	51%	192	55%	74	45%	48	44%
Training	202	32%	112	32%	45	28%	40	37%
Support networks	182	29%	99	28%	46	28%	32	30%
Improvement of an existing policy on standards of behaviour	143	23%	81	23%	32	20%	25	23%
Introduction of a policy on standards of behaviour	48	8%	25	7%	9	6%	14	13%
Other	103	16%	59	17%	28	17%	15	14%
Don't know	50	8%	20	6%	22	13%	7	6%
Total	633	100%	350	100%	163	100%	108	100%

Policies and procedures

Around three in five respondents (62 per cent) thought that the fire and rescue service consistently applied a clear policy on the management of how they performed in their job. (Table 24)

Table 24: does your fire and rescue service consistently apply a clear policy on the management of how you perform in your role?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,388	62%	1,607	61%	414	60%	323	66%
No	1,494	38%	1,028	39%	275	40%	169	34%
Total	3,882	100%	2,635	100%	689	100%	492	100%

Among those respondents who did not think that such a clear policy was applied, 65 per cent thought that it could be improved through better communication, and 43 per cent through training. (Table 25)

Table 25: how could a policy on the management of how you perform be improved?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Better communication	964	65%	657	64%	175	64%	118	70%
Training	639	43%	445	43%	115	42%	73	43%
Other	436	29%	284	28%	100	36%	47	28%
Don't know	81	5%	58	6%	16	6%	5	3%
Total	1,494	100%	1,028	100%	275	100%	169	100%

Around three-quarters of respondents (76 per cent) indicated that their fire service's discipline and grievance procedures were clearly explained. (Table 26)

This proportion was highest among group managers (89 per cent) and lowest among firefighters (64 per cent).

Table 26: are your fire and rescue service's discipline and grievance procedures clearly explained?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,945	76%	1,969	75%	555	80%	373	76%
No	943	24%	667	25%	137	20%	120	24%
Total	3,888	100%	2,636	100%	692	100%	493	100%

Those respondents who did not consider these procedures to be clearly explained thought that they could be made clearer by better communications (62 per cent, more common among Green Book, 72 per cent, than Grey Book respondents, 60 per cent), consistency of application (58 per cent), and training (50 per cent). (Table 27)

Table 27: how could discipline and grievance procedures be made clear?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Better communications	583	62%	397	60%	98	72%	82	68%
Consistency of application	549	58%	415	62%	80	58%	47	39%
Training	474	50%	334	50%	66	48%	65	54%
Other	129	14%	95	14%	10	7%	20	17%
Don't know	20	2%	13	2%	2	1%	4	3%
Total	943	100%	667	100%	137	100%	120	100%

Seven out of ten respondents (70 per cent) reported that their fire and rescue service provided a mediation service, a proportion that varied between 76 per cent among Green Book respondents and 67 per cent among Grey Book respondents. (Table 28)

This proportion was highest among group managers (86 per cent) and lowest among firefighters (60 per cent).

Table 28: does your fire and rescue service provide a mediation service?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,664	70%	1,748	67%	512	76%	361	77%
No	1,135	30%	842	33%	161	24%	110	23%
Total	3,799	100%	2,590	100%	673	100%	471	100%

A little over half of respondents (56 per cent) reported that their fire and rescue service provided people management training for managers. A little over a quarter (28 per cent) were unable to say. (Table 29)

Table 29: does your fire and rescue service provide training for managers on people/team management?								
	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,166	56%	1,471	56%	432	62%	239	49%
No	619	16%	483	18%	73	11%	53	11%
Don't know	1,102	28%	686	26%	188	27%	195	40%
Total	3,887	100%	2,640	100%	693	100%	487	100%

Around two in five respondents (41 per cent) reported that their fire and rescue service provided them with training on skills for working with people. (Table 30)

This proportion was highest among station managers (54 per cent) and lowest among firefighters (31 per cent).

Table 30: does your fire and rescue service provide you with training at all levels on skills for working with people?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	1,580	41%	1,026	39%	298	43%	236	49%
No	2,276	59%	1,594	61%	389	57%	248	51%
Total	3,856	100%	2,620	100%	687	100%	484	100%

Inclusivity

Overall, around three out of five respondents (58 per cent) thought that the culture of their fire service was inclusive, a proportion that was slightly higher among Green Book respondents (64 per cent) than Grey Book respondents (55 per cent). (Table 31)

This proportion varied among various groups of respondents. It was

- highest among group managers (69 per cent) and other staff (65 per cent) and lowest among crew managers (50 per cent);
- higher for white respondents (59 per cent) than BME respondents (46 per cent);
- higher for heterosexual respondents (59 per cent) than LGBT respondents (50 per cent);

Table 31: do you think the culture in your fire and rescue service is inclusive, i.e can you be yourself and feel valued?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Yes	2,226	58%	1,438	55%	440	64%	320	66%
No	1,642	42%	1,186	45%	248	36%	168	34%
Total	3,868	100%	2,624	100%	688	100%	488	100%

Those respondents who did not feel that the service's culture was inclusive were asked to indicate up to three main things which could improve the culture.

Most commonly cited were the encouragement of a climate of open communication (56 per cent), senior management commitment to action (51 per cent), more service-wide challenging of unacceptable behaviour (38 per cent, higher among Green Book, 46 per cent, than Grey Book respondents, 36 per cent), and more individual challenging of unacceptable behaviour (26 per cent). (Table 32)

Table 32: what do you think could be done to improve the culture in your fire and rescue service?

	Total		Grey Book		Green Book		Other/NK	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Encouraging a climate of open communication	917	56%	676	57%	136	55%	86	51%
Senior management commitment to action	836	51%	595	50%	135	54%	85	51%
More service-wide challenging of unacceptable behaviour	617	38%	422	36%	113	46%	70	42%
More individual challenging of unacceptable behaviour	427	26%	294	25%	72	29%	54	32%
Introduction/improvement of a formal policy on standards of behaviour	254	15%	180	15%	41	17%	31	18%
Support networks	224	14%	159	13%	28	11%	31	18%
Mentoring	153	9%	109	9%	22	9%	17	10%
Other	304	19%	222	19%	41	17%	30	18%
Don't know	71	4%	50	4%	10	4%	9	5%
Total	1,642	100%	1,186	100%	248	100%	168	100%

TECHNICAL ANNEX

Total workforce estimate (UK, headcount)

CIPFA² gives a total UK headcount workforce of 50,161 excluding control and non-uniformed support staff, and full-time equivalent estimates for the latter. The Home Office³ has published estimates of these two groups in both headcount and FTE terms although they cover England only. Applying a ratio of FTE to headcount for each of these groups to CIPFA's FTE totals produces an estimated total UK workforce headcount of 61,180.

Representativeness of survey respondents

In order to check for bias in the survey, various characteristics of respondents have been compared with published national data sources. Exact comparisons are not always possible because data may have been collected using different classifications, covering different geographical areas, or excluding certain groups of staff. However, the table below should give a broad indication of any bias.

- Role – respondents to the survey were much less likely to be firefighters (25 per cent of respondents compared to 54 per cent of the workforce as a whole) and much more likely to be 'Other', mostly non-uniformed support, staff (26 per cent of respondents compared to 15 per cent of the workforce).
- Full-time/part-time – survey respondents were slightly more likely to be full-time (88 per cent) than the workforce as a whole (81 per cent). Note that the LGA source does not cover 'other' staff.
- Ethnic origin – survey respondents were slightly more likely to be white (91 per cent) than the workforce as a whole (87 per cent). Note that the Home Office source covers England only and had a higher proportion of 'not knowns'. The LGA estimated the workforce to be 96 per cent white excluding 'not knowns'. If these are excluded from the survey respondents, 95 per cent were white (the HO figure is 97 per cent) so these are broadly in line.
- Sexual orientation – this is difficult to compare as the only published figures from the Home Office cover England only and had a very high proportion of staff for whom information was not available. If both are recalculated to exclude this group, the proportion of staff who are heterosexual is 96 per cent in each case.
- Sex – survey respondents were markedly more likely to be female (27 per cent) than the workforce as a whole (7 per cent), and correspondingly less likely to be male (68 per cent compared with 93 per cent). Note that the LGA source excludes support staff who are proportionately more female. The Home Office source suggests around 85 per cent of all staff in England are male, still leaving the survey response biased towards females.

Profiles of response/workforce		
Role	LGA/IFSG	CIPFA ²
Firefighter	25%	54%
Crew manager	12%	13%
Watch manager	18%	11%
Station manager	8%	3%
Group manager	4%	1%
Area manager	1%	0%
Control staff	4%	2%
Other staff	26%	15%
Total	100%	100%

² [CIPFA Fire and Rescue Service Statistics 2014-15](#)

³ [Fire and rescue authorities: operational statistics bulletin for England 2015 to 2016](#)

Full-time/part-time	LGA/IFSG	LGA⁴
Full-time	88%	81%
Part-time	12%	19%
Ethnic origin	LGA/IFSG	HO³
White	91%	87%
Black	1%	1%
Asian	1%	1%
Mixed	2%	1%
Other	1%	0%
Prefer not to say	5%	9%
Total	100%	100%
Sexual orientation	LGA/IFSG	HO³
Heterosexual/straight	88%	45%
Gay/lesbian	3%	1%
Bisexual	1%	1%
Prefer another term	0%	-
Prefer not to say	7%	54%
Total	100%	100%
Sex	LGA/IFSG	LGA
Male	68%	93%
Female	27%	7%
Trans	0%	-
Other	0%	-
Prefer not to say	4%	-
Total	100%	100%

⁴ Firefighters' Earnings Survey 2015 (Local Government Association, unpublished)



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