

# *Ministry of Financial Services and Home Affairs Final Report*

## Organisational review of the Cayman Islands Fire Service

*February 5<sup>th</sup>, 2018*

*Strictly private and  
confidential*

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# ***Basis of Preparation and Disclaimer***

## ***Basis of Preparation***

This report for the Cayman Islands Fire Service (“Project”) has been prepared solely for the Cayman Islands Government (“CIG” or “Government”), as required under the contract for consultancy services dated June 5<sup>th</sup>, 2017, between PwC Corporate Finance & Recovery (Cayman) Limited (“PwC”) and the CIG. PwC Corporate Finance & Recovery (Cayman) Limited is a member firm of PricewaterhouseCoopers International Limited, each member firm of which is a separate legal entity.

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In preparing this report PwC must stress that it has relied upon information provided by, amongst others, the CIG, the Cayman Island Fire Service, The Ministry of Financial Services and Home Affairs, Fire Services of Jersey, Guernsey Isle of man and Anguilla.

**PwC has not performed an audit examination on this information. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. The financial analyses presented in this report are based on estimates and assumptions, and projections of uncertain future events. Accordingly, actual results will vary from the information provided in this report, even if some or all of the assumptions materialize such variances may be significant as a result of unknown variables.**

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## *Overview*

The Ministry of Financial Services and Home Affairs (the “Ministry”) engaged PwC to provide guidance and support on the transformational change and organisational re-structuring necessary to support more efficient response to emergency incidents, continue to deliver community safety and welfare, and to contribute to the continued economic and social development of the Cayman Islands.

PwC undertook the following:

- Assessed and documented the current environment with respect to organisational design, job descriptions, policies, procedures and culture;
- Identification of the appropriate standard for the future state domestic Fire Service ; and
- Developed a roadmap for implementation of the transformation and restructuring required.

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## ***1.0 Executive summary***

Following an excellent survey and interview response (> 60%) from employees of the Fire Service and detailed feedback from external stakeholders, many critical themes were identified. Enthusiastic and positive input from employees, external stakeholders, the working group and the ministry made the collection and validations of data a collaborative and informed process.

### **Key observations**

- Fire officers are passionate about the service they provide. Many stating that they would go above and beyond where necessary. This was confirmed by positive citations amongst many of the external stakeholders.
- Current Chief Fire Officer is not supported by a permanent senior management team (5 out of the 6 are acting officers).
- Misunderstood application of Public Service Management Law (PSML) policies and procedures relating to “Acting” Roles.
  - It is felt that there is ambiguity around the application of policies and procedures per the PSML around acting roles.
  - Responses suggest a lack of consistent role delivery and policy adherence by those in acting positions.
  - Inconsistent use of performance management systems and disciplinary procedures by acting officers.
- Employees perceive that favoritism governs promotional prospects and disciplinary procedures.
- A training and development plan that is aligned to succession planning is not in place.
- Out of date job descriptions are not aligned to a competency framework or standard.
- The survey and internal feedback indicates an inconsistent communication process across the CIFS.
- There is a perception that management is slow to act on raised concerns.
- Remuneration and reward is not consistent across uniformed services.
  - Employee discontent over pay and conditions.
- Employees feel that the budget is not aligned with the increase in service demand and the maintenance of ageing facilities and equipment.
- Unique geographical challenges of the Cayman Islands creates the need for consideration to be given to the services provided in the sister islands.

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## ***1.0 Executive summary (continued)***

### **Short term (within the next 6 months)**

In the short term, the CIFS should focus on critical hiring and promotions to address operational gaps and focus effort on the design of an organisation strategy, including a project and change management plan to rollout the United Kingdom National Operating Standards (UKNOS) and address cultural barriers.

- Critical activities will include a plan to address the transition requirements between the current and future state organisation structure and current role requirements for the UKNOS job descriptions. Defining the role requirements will enable identification of the training, development, and communication needs of the service.

A change management plan should incorporate the following key activities;

- Assess the organisation's readiness for change;
- Continue to engage the CIFS staff and stakeholders in building awareness for the need to change;
- Mobilize internal change agents (i.e. informal leaders with referent power who are respected by their peers) to become internal advocates for the change;
- Focus on developing a shared knowledge of the UKNOS through formal training;
- Reinforce the ability to adhere to the standards via internal/external coaching and knowledge sharing; and
- Ensure there are appropriate reward mechanisms in place to reinforce staff and leaderships adherence to the standard.

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## ***1.0 Executive summary (continued)***

### **Medium term (6 to 18 months)**

Our findings, including direct feedback from the CIFS leaders and staff, identify the need for a robust talent management programme that integrates operational and strategic deficiencies present at the CIFS. Our recommendation is to design a multi-year talent management strategy to address the following priority areas:

- Workforce planning for operational roles;
- Training and leadership development;
- Succession planning for leadership positions; and
- Culture and behavioral change via integrated policy and training.

## 1.0 Executive summary (continued)

The organisation design framework provides structure for implementation workstreams, Phase 1 addressed the Organisation Structure assessment. Phase 2 needs to focus on Organisation Structure implementation and design of the Business Capabilities, Talent Strategy, and defined Processes and Procedures in alignment with the UKNOS.

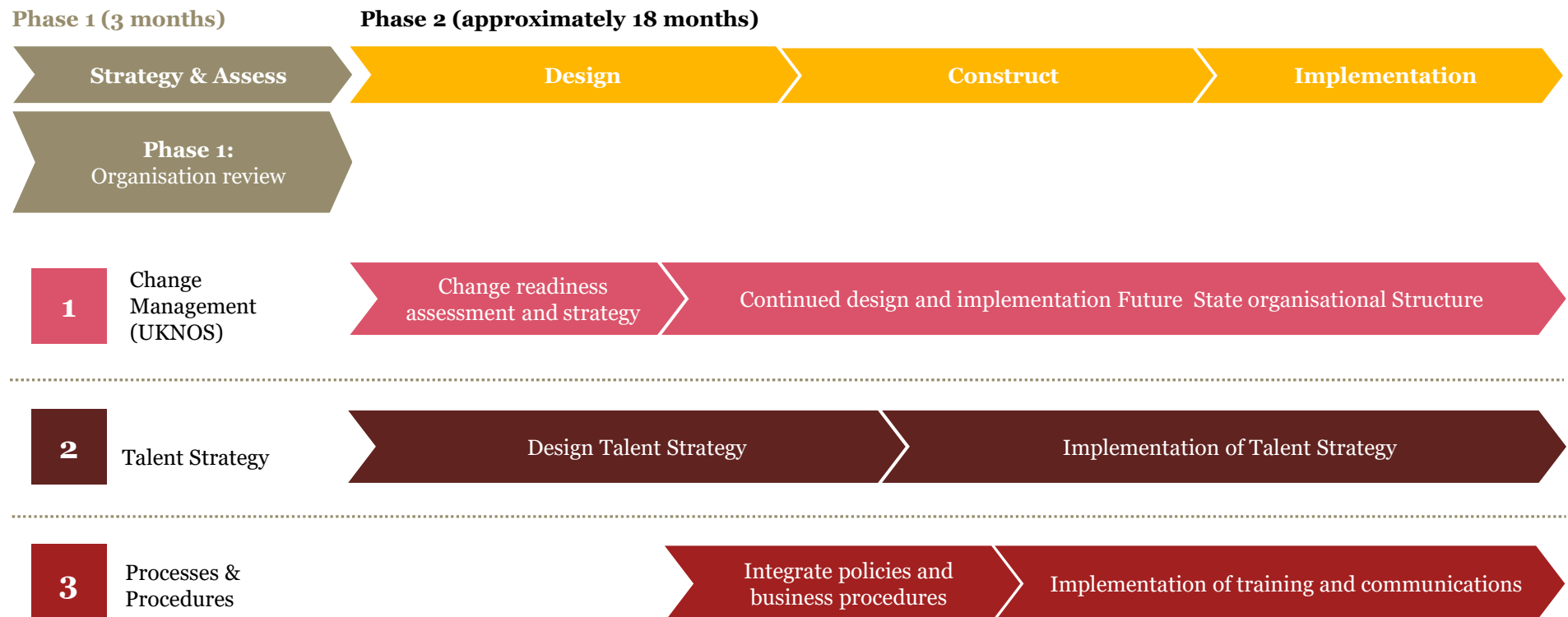


Component	Leading Practices for “Effective” Organizations	Primary Outputs
<b>Governance &amp; Decision Rights</b>	<ul style="list-style-type: none"> <li>Board-level and organizational governance</li> <li>Leadership roles and committees</li> <li>Decision rights and delegation of authorities</li> <li>Informed by regulatory and other considerations</li> </ul>	<ul style="list-style-type: none"> <li>Vision/mission</li> <li>Governance structure and leadership roles</li> <li>Decision rights/framework (e.g., RACI)</li> </ul>
<b>Organization Structure</b>	<ul style="list-style-type: none"> <li>Functional, regional and/or service line structure</li> <li>Work locations and degree of centralization</li> <li>Flexible to accommodate changes</li> <li>Supported by external benchmarks: span of control, staffing levels and cost</li> </ul>	<ul style="list-style-type: none"> <li>Organization charts</li> <li>Job descriptions</li> </ul>
<b>Business Capabilities</b>	<ul style="list-style-type: none"> <li>Strategy for core vs. non-core functions</li> <li>Match talent supply with demand</li> <li>Informed by regulatory and other considerations</li> </ul>	<ul style="list-style-type: none"> <li>Capability mapping(s)</li> <li>Talent evaluation and selection</li> <li>Labor analysis and cost</li> </ul>
<b>Talent Strategy</b>	<ul style="list-style-type: none"> <li>Workforce planning</li> <li>Recruiting, onboarding</li> <li>Development and performance management</li> <li>Succession and transition planning</li> </ul>	<ul style="list-style-type: none"> <li>Hiring plans</li> <li>Training needs assessment</li> <li>Training plans</li> <li>Performance management strategy</li> <li>Workforce transition plan</li> </ul>
<b>Processes &amp; Procedures</b>	<ul style="list-style-type: none"> <li>Priority policies, procedures and processes needed to enable organization</li> </ul>	<ul style="list-style-type: none"> <li>Process diagrams</li> <li>Policies and procedures</li> </ul>

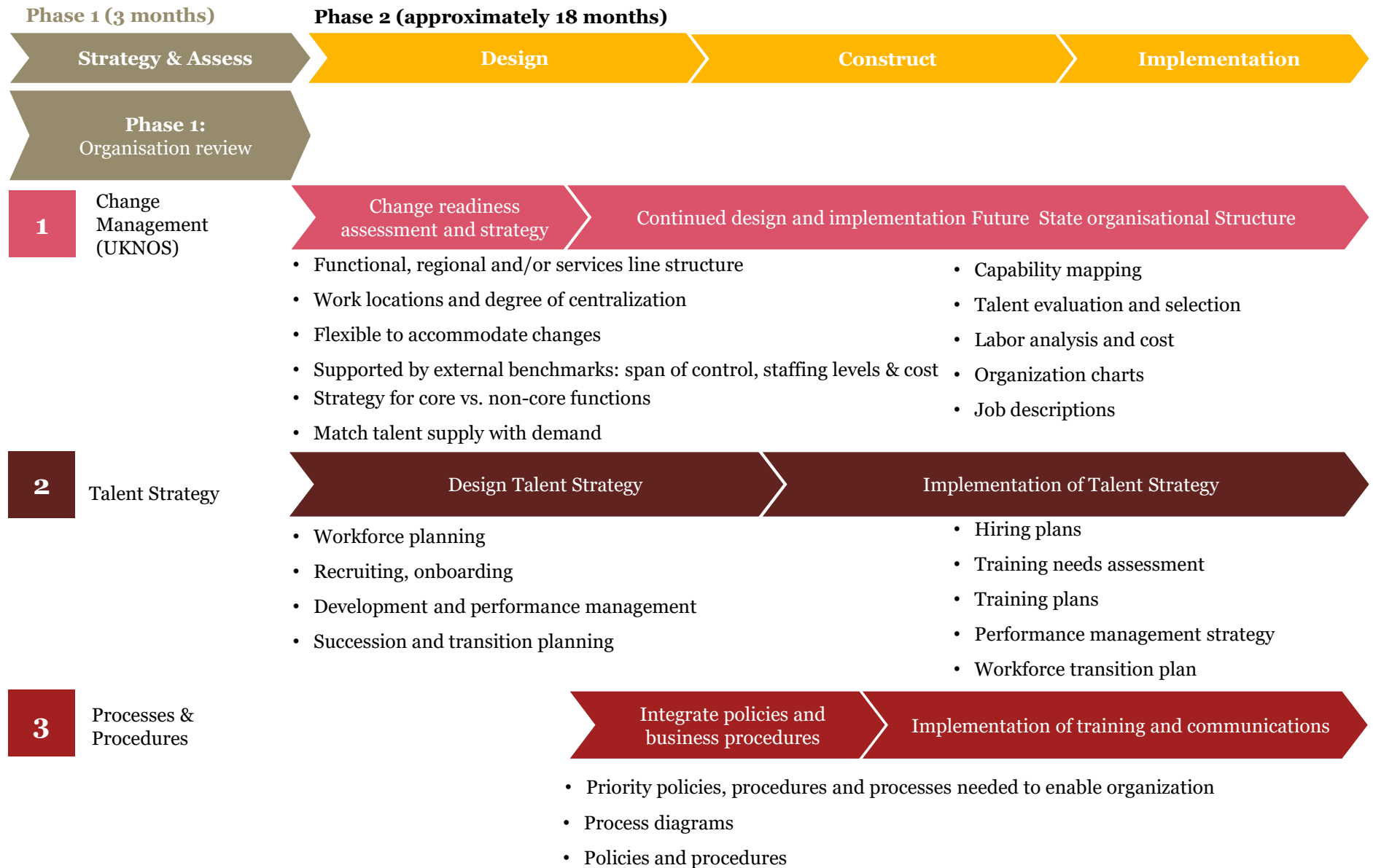


## 2.0 High level roadmap

The roadmap depicted below illustrates a high level road map with three workstreams which would assist the CIFS with acting on the recommendations coming from the Organisational Review (Phase 1). The anticipated outcomes of Phase 2 are the implementation of the UKNOS, an implemented talent strategy, underpinned by sustainable policies, procedures and processes.



## 2.0 High level roadmap



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## ***3.0 Project overview***

3.1 Approach & methodology

3.2 Internal and external stakeholder information – Participation

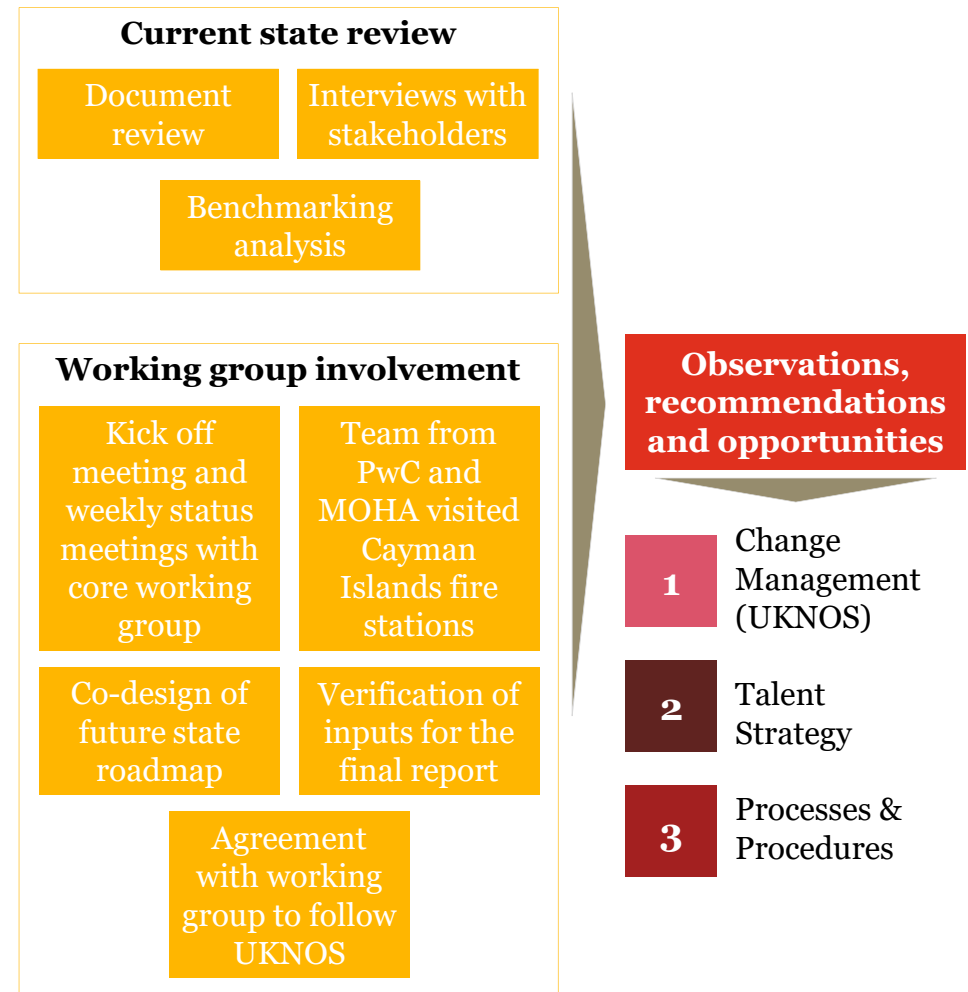


## 3.1 Methodology & approach

All job description files for all levels of the ranks in the Cayman Islands Fire Service (CIFS) were reviewed. The current organisational chart was obtained and reviewed together with the core working group and the following was noted:

- 17\* new recruits at Firefighter level were added to the CIFS during the August/September 2017 period.
- 31\* vacant positions were identified.
- 14\* employees - extended light/sick duty
- The countries included in the benchmarking exercise were Jersey, Guernsey, Isle of Man and Anguilla which are considered broadly comparable to the Cayman Islands. Consideration was also given to Jamaica, Bahamas and Turks and Caicos – however not enough data was collected to form a true comparison.
- Unresolved HR matters with staff.

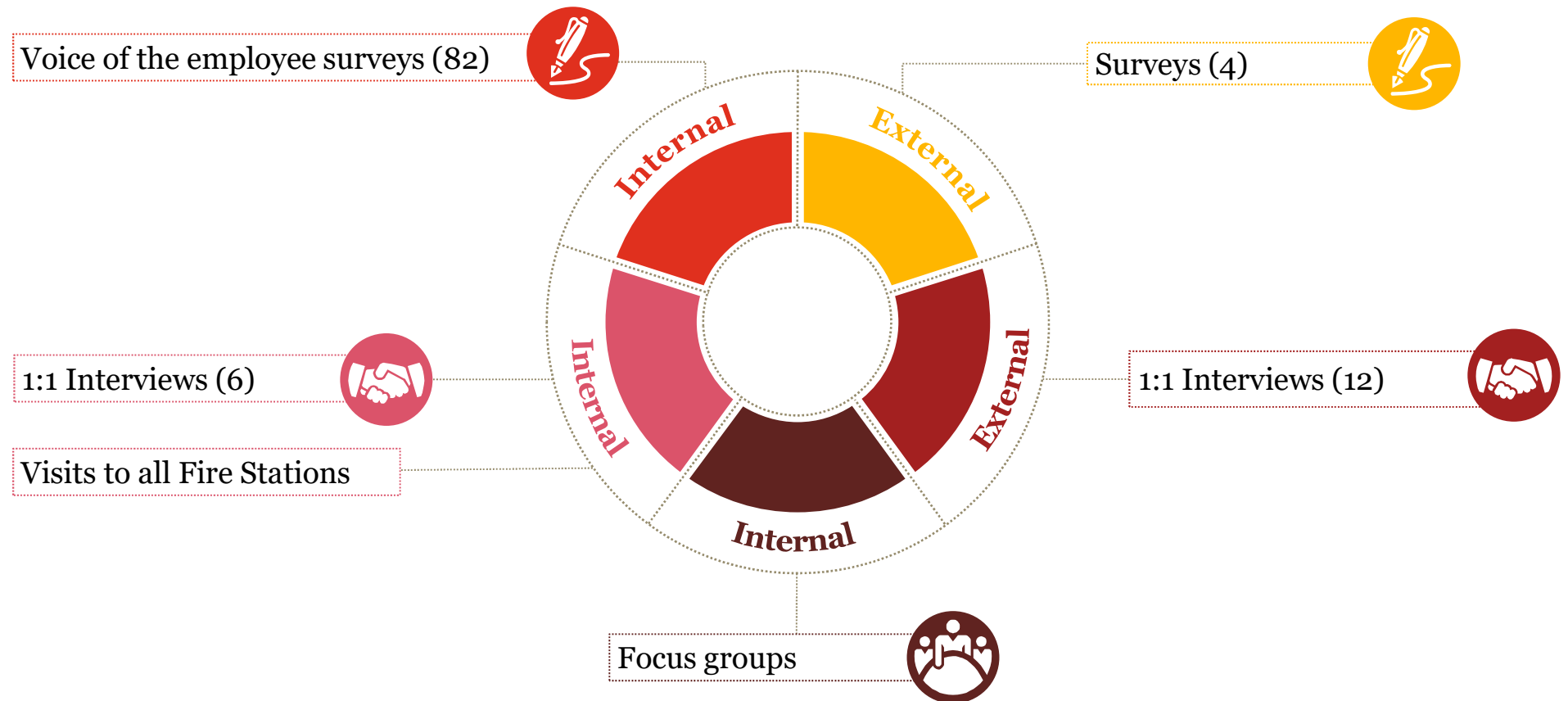
A total of 25 external stakeholders were identified by the project leadership team and interviewed/surveyed. Additionally an internal survey was sent out to all employees of the CIFS. The response rate was 60%. Subsequent focus groups and interviews were also held with internal stakeholders.



\* The figures are based on the organisational chart provided by CFO on September 15, 2017

## 3.2 Internal and external stakeholder information – Participation

The diagram below shows engagement with internal and external stakeholders of the CIFS respectively, to obtain feedback on the current state of the service. Results were obtained from inputs in the form of survey completion, interviews and focus groups.



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## *4.0 Recommendations based on current state observations*

4.1 Opportunities

4.2 Future state organisational chart

*B*

## 4.1 Opportunities

Recommendation	Description
<b>1. Talent Strategy</b>	Findings from the assessment phase of this project indicate that the CIFS requires an integrated approach to talent management. In particular, a multi-year viewpoint to addressing leadership and operational roles and the attraction, retention and development of qualified staff members to assume current vacancies and future roles.
<b>2. Implementation of Succession Plan</b>	<p>Currently the CIFS does not have succession planning as part of its human capital strategy. The lack of such a strategy is one of the factors inhibiting the current vacancies from being filled. This will clearly be compounded as the aging workforce issue also comes to fruition.</p> <p>A succession plan is crucial to managing recruitment, retention and engagement in the service, avoiding future gaps and creating a robust training and development framework. Implementation of such a plan is key to the future success of the service.</p>
<b>3. Vacant Positions should be filled by permanent staff to reduce acting roles.</b>	<p>The working group feels that all the current vacancies with one exception could be filled by promoting current staff.</p> <p>The vacancies caused at the lower levels due to staff being hired into higher positions should be filled by recruiting staff at firefighter and new recruit levels.</p> <p>The one exception is the Deputy Chief Fire Officer (Domestic) – Whilst several employees would be willing to apply for the role they need specific coaching and training in order to be effective. It is the recommendation that an external mentor be bought in to this role on a temporary basis whilst those that apply for the role be screened and put on a specific training and development path into this role. At the end of the development period the applicants will be interviewed and the individual who demonstrates the correct skills and experience will be subsequently appointed. This would also start a succession plan for the Chief Fire Officer position.</p>

## 4.1 Opportunities (continued)

Recommendation	Description
<b>4. Review current hiring &amp; promotion practices to create efficiency whilst adhering to the Public Service Management law (PSML)</b>	<p>The recruitment process (advertising, identification of potential candidates, panel interviews and decision making) should be concise as vacancies in the Fire Service need to be filled urgently and failing to do so increases the instability of the service and damages the reputation of the Fire Service in the Cayman Islands.</p> <p>The PSML provides policies and guidance on hiring and promotion processes, however due to the nature of the Fire Service and its current number of vacancies we recommended that this be revised to include separate guidance for the Fire Service to improve the processes efficiency whilst maintaining its integrity. For example it is a common industry practice for an individual performing at a level above that of their current role to be promoted on merit, without the need for a panel. This would not be allowed under the current Public service management law guidance. Therefore internal promotion panels should be set up to meet every 6 months, available position should be advertised for expressions of interest and then the panel can promote from those applicants anyone qualified and ready for the position. This would allow for fast, transparent and timely promotions, allowable under the PMSL, which enable succession planning and training and development plans.</p> <p>Clear roles and responsibilities to be defined for each step of the process, including who is responsible vs. who should be consulted or informed. CIFS HR could manage the end-to-end process and is responsible for a sourcing strategy in partnership with the MOHA.</p> <p>For example:</p> <ul style="list-style-type: none"><li>• Hiring staff at the firefighter (most junior) level and providing training to advance the careers of new staff members;</li><li>• Staff should be provided with an opportunity to apply for a vacant role one level above their current roles; and</li><li>• Staff who are in positions below vacant managerial positions, should be considered for promotion in to the more senior vacant role.</li></ul>



## 4.1 Opportunities (continued)

Recommendation	Description
<b>5. Review and empower interview panels to promote applicants to the next level</b>	Depending on decisions made with regards to roles and responsibilities, it will be necessary to assess the organisational structure of the recruitment team/panel. A promotion panel is suggested to have representation from the Ministry of Home Affairs, management of the CIFS (for example the CFO and a senior divisional officer as identified by the CFO & Ministry of Home Affairs) and HR representative(s).
<b>6. Staff being employed in management roles should be trained in skills critical to their success in the role.</b>	<p>Many managerial positions come with a level of administration, communication and people management.</p> <p>Before staff are promoted to such levels, an assessment should be made of their current 'soft skills' in an addition to their technical skills.</p> <p>Training should be provided in business critical areas such as written and verbal communication, use of technology, confidentiality, people management and best practice management training etc..</p>
<b>7. Job descriptions to be updated to conform with required NOS standards for each role type.</b>	<p>PwC have provided as an addition to this report updated job descriptions as recommendation guidelines which reflect the NOS standards. These job descriptions need to be adjusted for the CIFS specific requirements and constraints and are for guideline purposes.</p> <p>PwC would assist CIFS in the full specific development of new job descriptions in line with the NOS standard as part of the implementation phase.</p>
<b>8. Improve and modernise Facilities and Equipment</b>	<p>This report was not designed to audit or assess the facilities or equipment in detail, however these were referenced within conversations with stakeholders and within the survey. Based on the feedback it would appear that repairs and maintenance are needed and it is recommended that a fit for purpose facilities and equipment study be performed. This would help with long term planning, budgeting and requisitioning of large scale fixes in line with a 5 year strategic plan.</p> <p>However there are some "easy fixes" for the Fire Service which, when completed, would have a tangible effect on the morale of the staff.</p> <p>At the main fire station in George Town fixes such as fresh paint, provision of better facilities in the kitchen, new furniture in the lunch room e.g. new tables and chairs, microwave and stove would impact the morale of the CIFS employees and start restoring faith in management engagement.</p>

## 4.1 Opportunities (continued)

Recommendation	Description
<b>9. Disparity in salary between uniformed services should be corrected</b>	<p>A number of interviewees suggested disparity in compensation when compared to other uniformed services. This was subsequently discussed in the working group meeting September 1, 2017 and agreed that an analysis should be conducted.</p> <p>This study was conducted by the MOHA and noted that disparities in salary and benefits existed. In order to increase the morale of the CIFS employees it is recommended that the salary disparity be addressed as soon as possible. This should be carried out by further benchmarking similar services in other jurisdictions to understand any pay gaps in uniformed services, second incomes, cost of living ratios and other variables.</p>
<b>10. A robust, efficient and consistent performance management/ review system should be in place.</b>	<p>Participants of the internal survey noted in the qualitative feedback that performance measurement is lacking in the Fire Service.</p> <p>In order to measure and provide feedback on the performance of employees, so that they continue to grow and develop, a performance management system should be reviewed, refreshed and implemented consistently.</p> <p>The performance management system should be tailored to the needs of the Fire Service, be conducted in real time, have links to training, development of the employee file and promotional prospects.</p> <p>Upfront performance plans should be established to ensure new hires have a clear understanding of management's expectations on their performance. Performance plans are only effective if they are regularly reviewed and discussed between the relevant parties. A probation period to be introduced, feedback and discussions should be documented and may be used as a business case for retaining the individual in the position permanently, or for the decision to not keep the employee on a permanent basis.</p>
<b>11. Encourage employees to build promotion goals and developmental opportunities into their annual performance goals</b>	<p>Some onus should be on the employees to set personal promotion goals and understand the requirements during formulation of their training and development plan. Employees in all organisations are taking more and more responsibility for their careers, working with their manager to identify upward or internal mobility goals, if of interest, and create or leverage opportunities for stretch or developmental opportunities in these areas to assist them in meeting their goals.</p>

## 4.1 Opportunities (continued)

Recommendation	Description
<b>12. There should be a clear and concise policy adopted around sick leave, light duty and overtime.</b>	<p>The current policy on sick leave, extended leave and light duty needs revising and communicating effectively so that it is impossible for any officer to remain on light duties within the service indefinitely, a set period of time needs identifying (Industry standard is 3 months) before a review of the incumbents role takes place.</p>
<b>13. When acting (Performing a role in a temporary capacity) is absolutely necessary due to operational needs there should be clear guidelines around the acting assignment.</b>	<p>Clear, explicit policies for acting positions will provide transparency and consistency across organisation. Although acting is strongly discouraged it may be necessary at times due to operational needs. There should be a limitation on the length of acting and periodic assessment of effectiveness in addressing business needs. The characteristics below should be considered when refining the current policy in place to address the needs of the Fire Service:</p> <ul style="list-style-type: none"> <li>• <b>Transparency:</b> positions are developed and filled based on clearly stated business needs and criteria;</li> <li>• <b>Accountability:</b> those involved in assignment decision making may be called upon to explain their decisions and the person appointed in a short term acting position should be held accountable as well; and</li> <li>• <b>Balance:</b> decisions should consider both operational needs and the negative effect acting can or has had on the organisation.</li> </ul> <p>Especially if the adapted policy is stringent, it is important to make sure HR and management adheres to it. It is also important to clarify whether the employee acting in the role has full or limited authority (i.e. is “holding the fort” only).</p> <p>If the purpose is to provide stability during a limited period to cater to immediate business needs, include in the policy a timeframe for the short term acting period to prevent unnecessary extension of an acting position.</p>

## 4.1 Opportunities (continued)

Recommendation	Description
<b>14. Develop and establish purpose of Acting Positions particular to the CIFS</b>	<p>A clear purpose for acting positions will help clarify policies and procedures. For instance, the purpose of Acting Positions could be “to ensure stability and continuity of the role and department in the absence of the incumbent in order for the CIFS to function optimally at all times.” In that case, the goal should be to fill the role permanently as soon as possible.</p> <p>The purpose currently seems to enable the avoidance of filling vacant roles on a permanent basis and has resulted in uncertainty in the department. The former will be alleviated if recommendations with regards to streamlining the recruitment process are adopted.</p>

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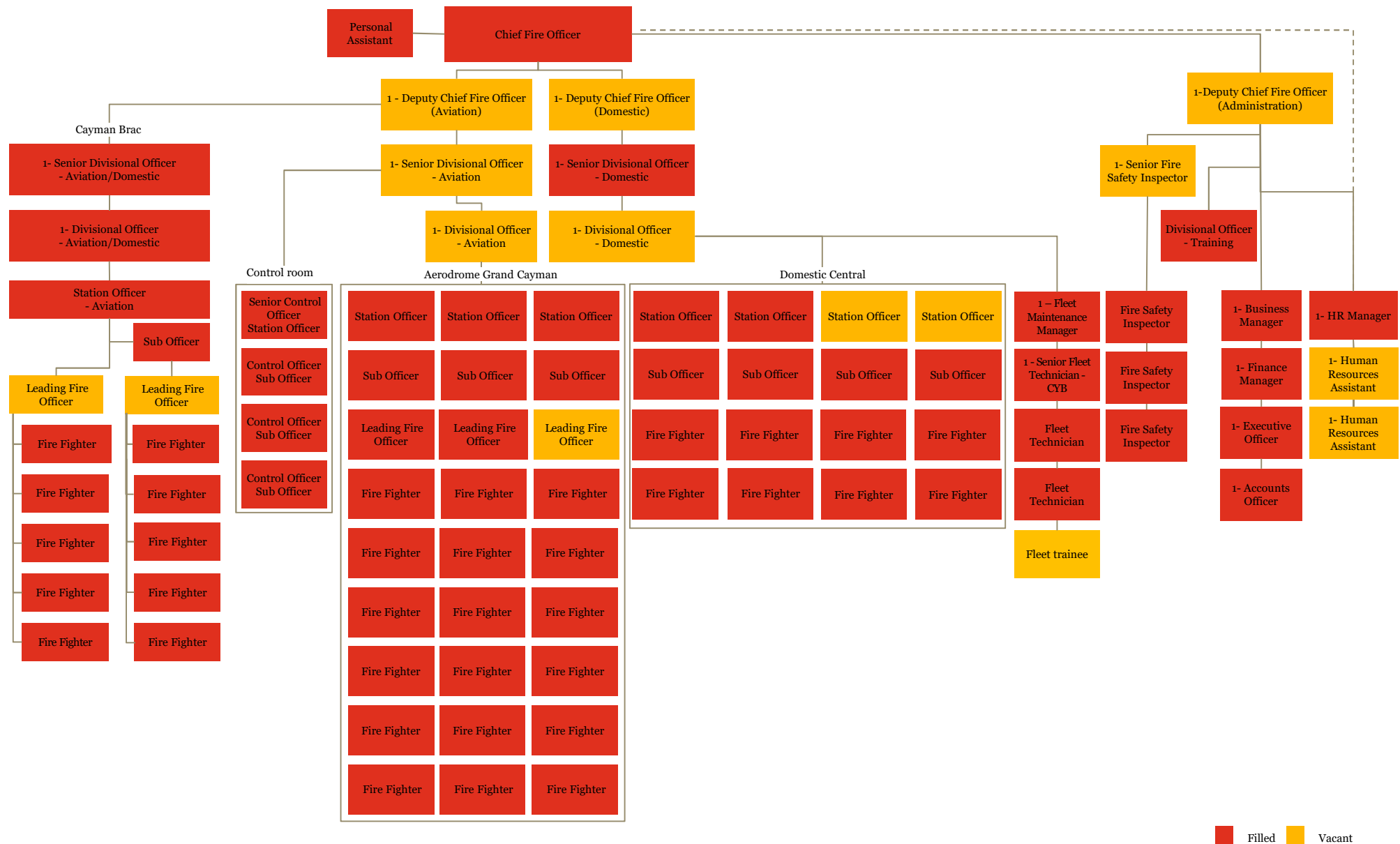
## 4.2 *Future state organisational chart*

The following two slides show the potential future organisational chart of the Fire Service, incorporating the recommendations listed in this section.



### **Recommended amendments:**

- Reduce the number of direct reports to the Chief Fire officer from 7 to 4;
- Create a dedicated operational support function to include fire safety/prevention;
- The orange squares will turn maroon once the promotions happen, increasing the recruitment at the Firefighter/trainee level and thus negating the need to import experienced fire officers at manager level from outside of the Cayman Islands; and
- Following a policy review of sick leave and light duties it is envisaged that a number of employees in this scenario have their roles reviewed.



# 4.2 Future state organisational chart (continued)

Station Officer				Cayman Brac Domestic				Station Officer				Frank Sound Sub Station				Station officer				West Bay Sub Station				Station officer		Little Cayman	
					Sub Officer	Sub Officer	Sub Officer						Sub Officer	Sub Officer	Sub Officer						Sub Officer	Sub Officer	Sub Officer	Sub Officer			
Leading Fire Officer				Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer				Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer				Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer	Leading Fire Officer			
Fire Fighter				Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter				Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter				Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter	Firefighter		Fire Fighter	
								Fire Fighter				Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter	Fire Fighter											





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## ***5.1 Appendix – Current state assessment***

1. Top themes identified
2. Theme comparison
3. External stakeholders list
4. JD gap analysis
5. Observations of current state - people
6. Observation of current state – training and development
7. Equipment and facilities
8. Current state organisational chart

## Top 3 internal and external stakeholder themes

The graphic below identifies the three most frequent themes raised by both internal and external stakeholders. They are ranked in order of importance with the top theme being the most prevalent in all feedback.



### External

#### **Acting roles**

Lack of consistency in decision making and follow up.

#### **Facilities**

Concerns over substandard lack of security and aging equipment.

#### **Training and development**

Lack of soft skill training including grammar and communications at managerial level. Aging workforce population.



### Internal

#### **Remuneration and reward**

Salary – perceived disconnect between other uniform services and the CIFS.

#### **Favouritism**

Lack of transparent and consistent policies in relation to acting, promotion, overtime and disciplinary.

#### **Acting roles**

Concern over appointment of acting roles and the lack of succession.

## ***Side by side comparison on external and internal themes***

The graphic below shows the 10 commonly identified themes based on frequency raised by both internal and external stakeholders. They are identified in order of importance by the size of the writing with the largest word being repeated more often in the feedback than the smaller ones.



### **External**

- Training and development
- Facilities
- Acting positions
- Regulatory requirements
- Fire station
- Management skills training
- Insufficient staff complement
- Cross training
- Mentoring
- Inspection flexibility
- Growing population



### **Internal**

- Acting positions
- Favoritism
- Remuneration & benefits
- Staffing and scheduling
- Training and development
- Communication
- Equipment
- Lack of succession planning
- Confidentiality
- Operational standards

# Job descriptions evaluation and gap analysis

## Methodology

PwC identified what a job description (JD) should look like in the future state where UKNOS competencies have been applied. PwC used the current CIFS job descriptions and mapped the competencies for each role to the required competency mapping framework and indicated compliance as shown in the legend. Please see below an extract of the competency mapping for a firefighter role as an example. This exercise was performed across all role descriptions for which JDs were received.

The 2 columns on the far right of the table below indicated as FF shows the UKNOS required competencies in the left of the 2 columns and the right FF column indicated how the current JDs are comparing to the competencies per the UKNOS standard as indicated by the legend.

Legend		Heading	Competency	FF	FF
+	Competency partially included in CIFS JDs	FF1	Inform and educate your community to improve awareness of safety matters	✓	✗
✗	Competency not included in CIFS JD	FF2	Take responsibility for effective performance.	✓	✗
✓	Competency implemented in full in CIFS JD	FF3	Save and preserve endangered life	✓	✗
		FF4	Resolve operational incidents	✓	✗
		FF5	Protect the environment from the effects of hazardous materials	✓	✗
		FF6	Support the effectiveness of operational response	✓	✗
		FF7	Support the development of colleagues in the workplace	✓	✗
		FF8	Contribute to safety solutions to minimize risks to your community	✓	✗
		FF9	Drive, man oeuvre and redeploy fire service vehicles	✓	✓

In the analysis above clear gaps were identified between the required competencies for a firefighter per UKNOS and the current JDs. This was the case across all other job descriptions and the outcomes have been highlighted later in this report, discrepancies noted across all ranks are clearly shown and included for reference.

## ***Observations of current state - People***

### **Communication**

Lack of clear communication around policies and procedures combined with an inconsistently applied process causes perceived favoritism and ambiguity around disciplinary, light duties, overtime and sick leave. Many expressed concern rules are not applied consistently. Officers also expressed interest in seeing clearly defined job descriptions with a communicated development path so that they know definitively what is required in order to progress in the service.

### **Lack of succession planning**

A large percentage of the responses expressed concern over the lack of succession planning. It appears that the service has mainly appointed from within over the years, however due to increasing standards and limited training and development outside of required technical training a gap has grown whereby few individuals have the required skill/qualifications as outlined in the UKNOS to progress to the next level. There is also concern over time delays, promotion boards, conflicts of interest and favoritism. Many are asking for a transparent and consistent process combined with a clear development plan.

### **Management training**

Vacancies in the five Senior management roles immediately reporting to the chief indicates a lack of management control. Limited managerial support for the CFO is presenting operational difficulties, frustrating attempts to engage and support the fire officers. It also increases the administration for the CFO whilst also not conforming to UKNOS standards. Acting officers do not form an effective leadership team as individual agendas in regards to progression are conflicting their ability to be objective, fair and consistent in their roles.

### **Acting roles**

Acting roles are being used too often and for too long. They are a “band aid” to a bigger issue and should only be used in short term situations when absolutely necessary. Their use demonstrates the lack of succession planning and leads to discord amongst officers when a perceived junior is assigned greater responsibilities. This can also causes discontent and victimization when an officer returns to their normal duties. There is also concern raised about confidentiality as a result of junior personnel in acting positions being privy to senior management discussions which are being disseminated amongst the service out of context.

## ***Observations of current state – Training and development***

The diagram below relates to training and development and depicts the most frequently repeated themes received from internal/external stakeholder surveys, interviews and focus groups.



## ***Observation of current state – Equipment and facilities***

Although equipment and facilities were not included as part of the required outcomes of this project – the below findings transpired from the surveys and interviews conducted.

### **The current state based on internal and external survey analytics**



**20% of internal survey participants noted a concern around equipment**



**75% of external survey participants noted broken doors at stations**



**5% of internal interviews and focus groups raised equipment as a concern**

While equipment poses to be a concern it is clear from the results above that the internal stakeholders, i.e. Employees, primary concern is not equipment, however it shows the awareness of external stakeholders to the state of equipment at fire stations across all locations. PwC observed that the conditions at the GT station appeared more delapidated than other stations which may affect the morale of the officers working in that environment.

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## ***Current state organisational chart***

The following two slides shows the current organisational chart of the Fire Service as provided by the CFO on September 15, 2017.

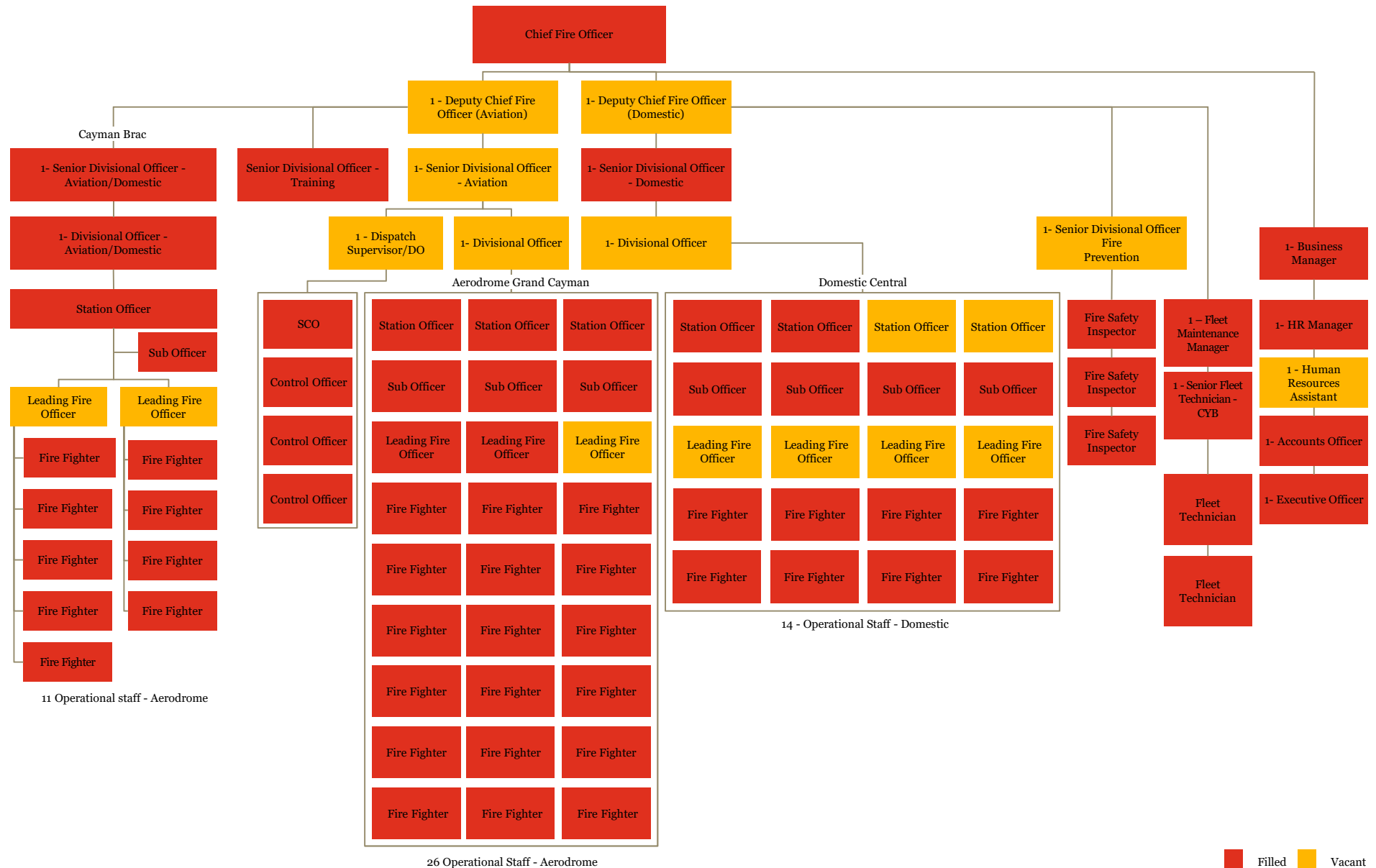


Highlighted in orange are 31 positions which are either vacant and/or currently being performed by officers in an acting capacity.

- It is observed that the Chief Fire Officer currently has 7 direct reports;
- 6 of the Chief Fire Officers core senior management team are vacant positions being filled by a rotation of “Acting” officers;
- Frank Sound and West Bay Fire Stations have no permanent station officer; and
- 14 officers are either on extended leave or light duties and have been for some time.



# Current state organisational chart (continued)



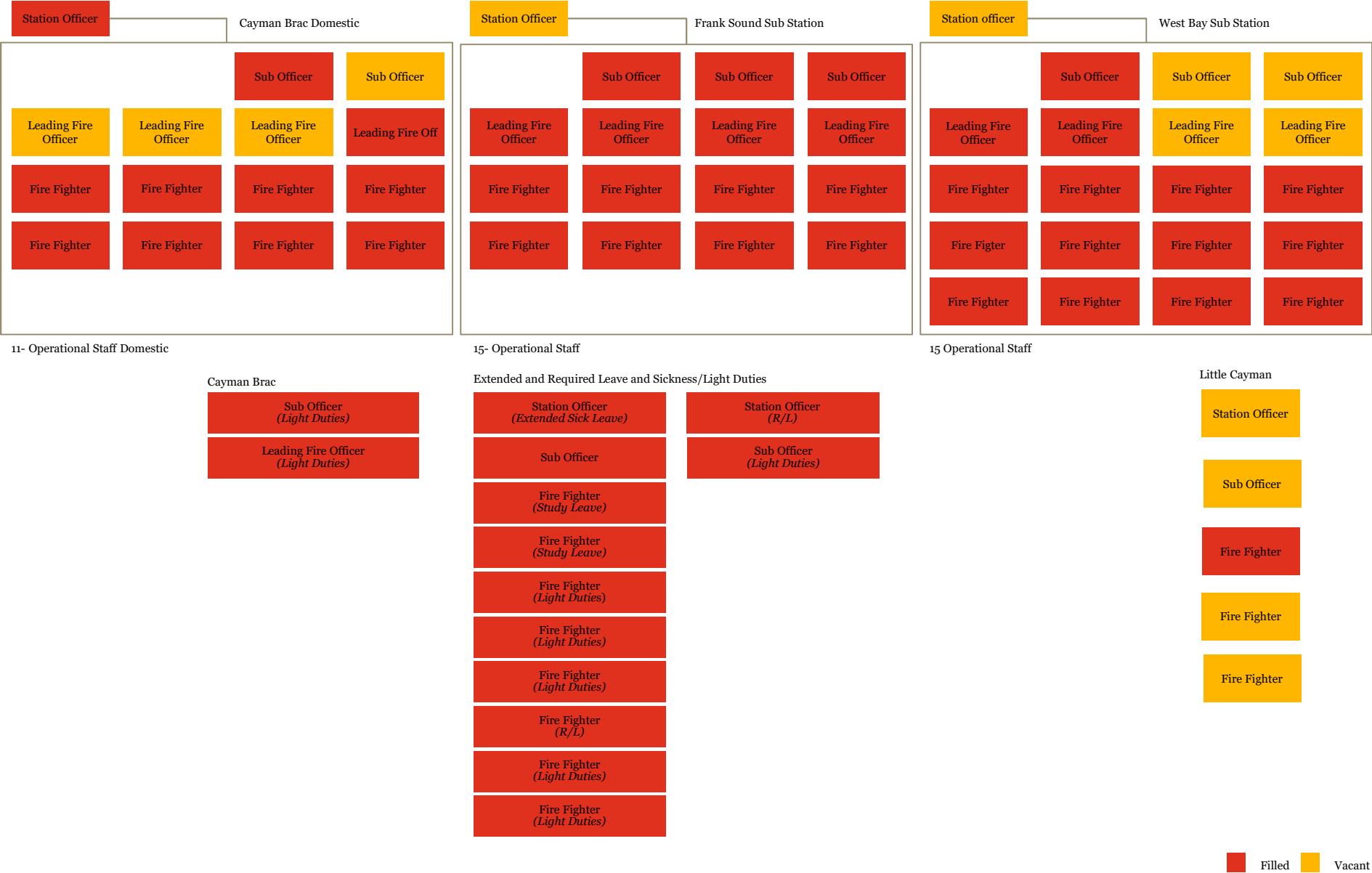
11 Operational staff - Aerodrome

26 Operational Staff - Aerodrome

14 - Operational Staff - Domestic

Filled Vacant

# Current state organisational chart (continued)



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## *Competency mapping*

The following two slides show the mapping of the current state job descriptions to the UKNOS standards per job description. On the left of the table separated by the orange line the required NOS competency is ticked in green for every role. To the right of the orange line, a comparison was to the current job descriptions of the CIFS was performed and competencies which did not comply with NOS were indicated, as shown by the legend.

The job description legend is shown below:

<b>FF</b>	Firefighter
<b>LFO</b>	Lead Fire Officer
<b>SubO</b>	Sub – Officer
<b>SO</b>	Station Officer
<b>DO</b>	Divisional Officer
<b>SDO</b>	Senior Divisional Officer
<b>DCFO</b>	Deputy Chief Fire Officer
<b>CFO</b>	Chief Fire Officer

## Competency mapping (continued)

### Legend

+	Competency partially included in CIFS JDs
X	Competency not included in CIFS JD
✓	Competency implemented in full in CIFS JD

Each competency per the UKNOS standards comprises of more than one responsibility.

PwC mapped the current job descriptions for each role to the required competency mapping framework and indicated compliance using the indicators within the legend.

		Ticks below indicate that the competency is required per NOS								Indicated below the current JD of the CIFS in comparison to NOS							
NOS		FF	LFO	SubO	SO	DO	SDO	DCFO	CFO	FF	LFO	SubO	SO	DO	SDO	DCFO	CFO
FF1	Inform and educate your community to improve awareness of safety matters	✓	✓							X	X						
FF2	Take responsibility for effective performance.	✓								+							
FF3	Save and preserve endangered life	✓								+							
FF4	Resolve operational incidents	✓								+							
FF5	Protect the environment from the effects of hazardous materials	✓								X							
FF6	Support the effectiveness of operational response	✓								+							
FF7	Support the development of colleagues in the workplace	✓								X							
FF8	Contribute to safety solutions to minimize risks to your community	✓	✓							X	X						
FF9	Drive, maneuver and redeploy Fire Service vehicles	✓								✓							
WM1	Lead the work of teams and individuals to achieve their objectives		✓	✓							+	X					
WM2	Maintain activities to meet requirements		✓	✓							+	+					
WM3	Manage information for action			✓								+					
WM4	Take responsibility for effective performance		✓	✓							+	+					
WM5	Support the development of teams and individuals		✓	✓							X	+					
WM6	Investigate and report on events to inform future practice		✓	✓							+	X					
WM7	Lead and support people to resolve operational incidents		✓	✓							+	+					
WM9	Support the efficient use of resources			✓								X					
WM10	Acquire, store and issue resources to provide service			✓								X					
WM11	Respond to poor performance in your team			✓								X					
EFSM1	Provide strategic advice and support to resolve operational incidents							✓	✓							+	+
EFSM2	Lead, Monitor and Support people to resolve operational incidents				✓	✓	✓	✓	✓				X	✓	✓	+	+
EFSM3	Determine solutions to hazards and risks identified through inspection and investigation				✓								X				

## Competency mapping (continued)

### Legend

+	Competency partially included in CIFS JDs
X	Competency not included in CIFS JD
✓	Competency implemented in full in CIFS JD

NOS		Ticks below indicate that the competency is required per NOS								Indicated below the current JD of the CIFS in comparison to NOS							
		FF	LFO	SubO	SO	DO	SDO	DCFO	CFO	FF	LFO	SubO	SO	DO	SDO	DCFO	CFO
EFSM4	Plan, organisational strategy to meet agreed aims and objectives							✓	✓							X	✓
EFSM5	Plan implementation of organisational strategy to meet objectives						✓	✓	✓						+	+	+
EFSM6	Implement organisational strategy					✓	✓							X	+		
EFSM7	Evaluate organisational performance against agreed measures							✓	✓							+	+
EFSM8	Lead organisational strategy through effective decision making						✓	✓	✓						X	✓	✓
EFSM9	Implement and manage change in organisational activities					✓	✓							+	+		
EFSM10	Plan and implement activities to meet service delivery needs				✓	✓							+	+			
EFSM11	Determine effective use of physical and financial resources					✓	✓							+	+		
EFSM13	Select personnel for employment				✓	✓	✓	✓	✓				X	X	+	X	✓
EFSM12	Manage the effective use of resources				✓								+				
EFSM14	Manage the performance of teams and individuals to achieve objectives				✓	✓	✓	✓	✓				+	+	+	+	+
EFSM15	Develop teams and individuals to enhance work based performance				✓	✓	✓	✓	✓				X	+	+	+	+
EFSM16	Manage yourself to achieve work objectives				✓	✓	✓	✓	✓				+	X	+	+	+
EFSM17	Advise on development and implementation of quality policies and practice					✓	✓							X	✓		
EFSM18	Implement quality assurance systems					✓	✓							X	+		
EFSM19	Monitor compliance with quality systems					✓	✓							X	X		
EFSM20	Exchange information to ensure service delivery					✓	✓	✓	✓					X	+	+	+
EFSM21	Provide information to support decision making				✓	✓							✓	+			
EFSM22	Develop information systems to support service delivery objectives					✓	✓							X	+		
EFSM23	Agree project plan to meet specified objectives					✓	✓							X	X		
EFSM24	Co-ordinate projects to achieve objectives					✓								X			
EFSM25	Manage project to meet objectives						✓								X		

## Observations of current state

Observation	Result of observation
<b>Competency Mapping observations – gap analysis</b>	There were significant gaps identified between the current state job descriptions (JDs) and the required UKNOS requirements for these job specifications. These gaps were identified and showed in the competency mapping in the previous 2 pages. The last time these JDs were updated was in 2012.
<b>The Cayman Islands Fire Service (CIFS) comprises of an aging workforce.</b>	<p>60% of survey participants have been employed in the Fire service for more than 15 years.</p> <p>This indicates a low turnover rate combined with an aging workforce.</p> <p>An aging workforce will lead to issues in areas such as, health and experience loss when employees retire. Succession planning will be a key activity in mitigating futures skills and experience gaps.</p>
<b>A number of vacant positions has been identified in the organisational structure of the CIFS</b>	<p>Due to a number of the factors listed below, a number of vacancies were identified at various levels of the organisation:</p> <ul style="list-style-type: none"> <li>• Retirement of staff;</li> <li>• Injuries on duty resulting in select staff members being on extended sick leave;</li> <li>• Unresolved HR matters; and</li> <li>• Job descriptions not being in a finalized state.</li> </ul>
<b>Vacant positions at management level leads to instability in the CIFS.</b>	<p>A permanent leadership structure is absent due to vacancies in upper management. Without a clearly defined management team communication is inconsistent, decisions are delayed and accountability is minimised. This was explicitly mentioned in several external stakeholder interviews.</p> <p>The role of Chief also becomes a bottleneck for decisions as the lack of a permanent management team results in the majority of decisions having to be made by the Chief.</p> <p>Officers with lower engagement levels do not take full responsibility for the roles in which they are acting. This also results in a lack of responsibility from staff reporting to those in acting roles.</p>

## ***Observations of current state (continued)***

<b>Observation</b>	<b>Result of observation</b>
<b>Confidentiality has been breached as a result of acting positions.</b>	<p>It was noted in the feedback of the internal survey that people in acting roles were entrusted with confidential and sensitive information incidental to their role as acting in management capacity. However, after the acting period expired and they returned to their normal rank, such information was shared with other members of the CIFS. Confidentiality is breached and results in a lack of trust in management.</p>
<b>Communication between management and employees in question.</b>	<p>In the feedback received from both internal and external stakeholders it was noted that the communication line between upper management and employees is not transparent.</p>
<b>Mentorship programs not in place.</b>	<p>As the management level ranks contain a number of vacancies this affects the ability of the service to offer mentorship. This lack of permanent senior members of staff with the capacity, capability and structure to offer mentoring to more junior members is reduced.</p> <p>Mentoring is important, not only because of the knowledge and skills employees can learn from mentors, but also because mentoring provides professional socialization and personal support to facilitate success in employment and beyond. Quality mentoring greatly enhances staff member's chances for success in the Fire Service.</p>
<b>The current hiring policy and procedures to which the CIFS is subjected is not in line with the needs of the organisation.</b>	<p>It is noted that there is set guidance around recruiting within government as a whole. This process is not tailored to the specific needs of the Fire Service, based on the current state of the service. In general, this process is time consuming, tedious and does not cater to the needs of the Fire Service on a basis of staff requirements at the time of writing this report.</p> <p>There are currently 31 vacancies in the Fire Service. A number of these vacancies are key positions imperative to the smooth operation of the service, thus the hiring process to recruit and fill these vacancies should be prioritised.</p>

## ***Observations of current state (continued)***

<b>Observation</b>	<b>Result of observation</b>
<b>Acting positions causes reporting lines to be blurred.</b>	<p>Only 20% of survey participants strongly agreed that there are clear lines of reporting in the Fire Service.</p> <p>Acting positions are held by different members of staff on a rotational basis. This causes a lack of stability and inconsequential leadership i.e. employees are reporting to different senior members of staff every few months as and when acting roles are rotated. This decreases the general morale of staff and breeds uncertainty, resulting in staff having no clarity on reporting rank and using the instability of upper management as an excuse for non-adherence to the lines of reporting in the Fire Service.</p> <p>Where Fire Service employees are acting at a management level they are aware that they need to return to their original role after the acting period is over. Respondents feel this has caused favoritism and preferential treatment to be given to their peers at their original level. Naturally they would be hesitant to discipline staff who were previously, and will again be, their peers once the acting period expires and they return to their original position.</p>
<b>Ranks of reporting affected by vacant senior positions.</b>	<p>20% of survey participants believed that there are clear lines of reporting in place in the Fire Service, however 72% of participants felt that they have a clear understanding of the organisational structure of the Fire Service.</p> <p>The above is an indication that due to the vacancies in upper management positions, staff, although they know the formal ranks of the chain of command, still feel there is no clear lines of reporting as the person they report to continues to change as acting roles expire and rotate.</p> <p>Further feedback indicated that only 7% of participants noted that communication between firemen and upper management is transparent. This is most likely due to the fact that upper management is non permanent and rotational in nature due to acting.</p>



## ***Observations of current state (continued)***

<b>Observation</b>	<b>Result of observation</b>
<b>Trust in upper management in question.</b>	<p>Only 16% of staff participating in the survey noted that they feel comfortable to raise their concerns with upper management, while 60% of participants are not confident that management will act in a timely manner on their concerns raised. Further only 2% of participants agreed that grievances raised are adequately escalated up the chain of command.</p> <p>This indicates that there is distrust in management which does not breed a culture of “brotherhood” within in the service and faith in upper management. To compound this issue 52% of participants do not feel comfortable raising concerns with upper management.</p>
<b>There is no clear and concise policy around overtime, sick leave and light duties.</b>	<p>The general policies covering sick leave, overtime and light duty for governmental roles are not specifically tailored to the needs of the Fire Service. Consideration should be given to the actual length of their working days for example a shift of 24 hours as opposed to a normal working day of 7.5 hours is assigned leave and overtime on a completely different basis.</p> <p>14 members of staff are currently on “light duties”. There appears to be no clear policy on the amount of time an individual can spend on light duties without having their role reviewed. As many of these roles are operational it leaves the service short on manpower and increases the need for overtime. As enforcement of any policy is not functional or consistent it leaves the system open to abuse.</p> <p>The position of these staff members should be reassessed and a decision should be made on which basis they would continue to work in the Fire Service or alternative arrangements to be made.</p>
<b>There is no clear, concise policy around fitness and wellness requirements.</b>	<p>There is room for interpretation in the fitness policies of the CIFS as it is inconsistent when it comes to the required levels of fitness and how such fitness levels will be measured.</p> <p>It was observed that medical screenings did not take place on a regular basis.</p>

## ***Observations of current state (continued)***

<b>Observation</b>	<b>Result of observation</b>
<b>Performance management system not fully enforced.</b>	<p>Inconsistent performance appraisals and development plans lead to poor motivation and lack of interest in the development of employees careers and affect the level of contribution to the CIFS.</p> <p>The absence of a properly enforced performance management system results in slow training and development outside of pure technical training, reduced ability to offer promotions and forcing the use of acting positions.</p>
<b>Salary disparity between members of the CIFS and other uniformed services.</b>	<p>It was observed that there is a disparity between the remuneration of the Fire Service and other emergency and/or uniformed services.</p> <p>This was a repeated feedback theme from the qualitative section of the survey with internal stakeholders and was raised as a potential concern during working group meetings.</p> <p>Subsequently, a salary study undertaken by the MOHA it was noted that the CIFS is compensated at a lower level than the comparative uniformed services such as The Royal Cayman Islands Police Service, The Department of Immigration, Prison Services and Customs.</p> <p>The disparity in compensation mainly relates to allowances paid to uniformed workers which members of the CIFS do not currently receive.</p>

## ***Observations of current state (continued)***

Observation	Result of observation
<b>Equipment and facilities needs improvement.</b>	<p>Equipment and facilities concerns were apparent both during a high level station visit and within the internal and external surveys:</p> <ul style="list-style-type: none"><li>• Rolling doors at all fire stations were out of order. This causes a delay in the response time to emergency call outs and reduces the stations security;</li><li>• Uniforms of fire officers differs and is not consistent from officer to officer;</li><li>• Lunch rooms and general areas require upkeep at some stations;</li><li>• Broken equipment at some stations; and</li><li>• Conditions in the central station are not conducive to a learning environment, team dynamic or promoting engagement. It is run down, has poor lighting and limited air conditioning.</li></ul> <p>The state of the stations, uniform and equipment has an effect on the morale of employees. This results in reduced productivity, lack of initiative and poor performance.</p>

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## ***Why UK National Operating Standards (UKNOS)?***

Use of a standard will allow future benchmarking of the services current state against a recognised practice. Following consultation with the working group, the following reasons for selecting the UKNOS as the desired standard were as follows:

- The aerodrome is currently in compliance with a chosen standard;
- Current Chief Fire Officer is very familiar with the UKNOS ;
- In use in comparable offshore jurisdictions;
- Aspects of UKNOS already adopted in the domestic side of the Fire Service; and
- Globally recognized standard.

Consideration was given to the US standard, however, parts of the UK standards are already in place and a change to US standards will prove timely, costly and add little to no value over the chosen standard.

**\*\*We understand there is no regulatory requirement for the Cayman Islands Airport to adhere to the US standard for incoming US aircrafts landing in the Cayman Islands when an already accredited standard (UKNOS) is in place.**

## *Creating a distinctive client experience*

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