



# **HEREFORD & WORCESTER Fire and Rescue Authority**

## **AGENDA**

### **Policy and Resources Committee**

Wednesday 7 March 2012  
10.30 am

Conference Suites 1, 2 & 3  
Headquarters,  
2 Kings Court,  
Charles Hastings Way,  
Worcester  
WR5 1JR

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**WELCOME AND GUIDE TO TODAY’S MEETING.** These notes are written to assist you to follow the meeting. Decisions at the meeting will be taken by the **Councillors** who are democratically elected representatives and they will be advised by **Officers** who are paid professionals. The Fire and Rescue Authority comprises 25 Councillors and appoints committees to undertake various functions on behalf of the Authority. There are 19 Worcestershire County Councillors on the Authority and 6 Herefordshire Council Councillors.

### **Agenda Papers**

Attached is the Agenda which is a summary of the issues to be discussed and the related reports by Officers.

### **Chairman**

The Chairman, who is responsible for the proper conduct of the meeting, sits at the head of the table.

### **Officers**

Accompanying the Chairman is the Chief Fire Officer and other Officers of the Fire and Rescue Authority who will advise on legal and procedural matters and record the proceedings. These include the Clerk and the Treasurer to the Authority.

### **The Business**

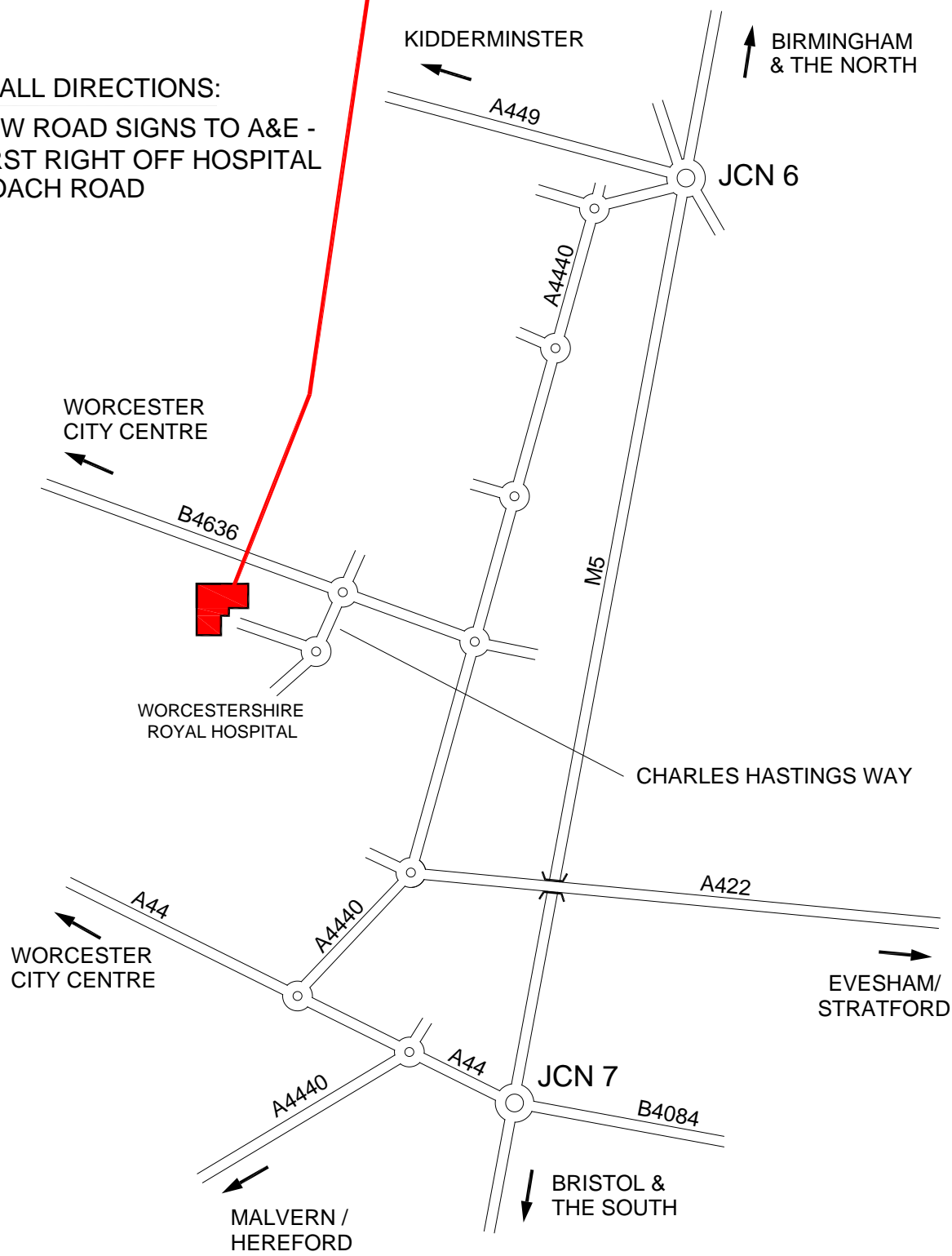
The Chairman will conduct the business of the meeting. The items listed on the agenda will be discussed.

### **Decisions**

At the end of the discussion on each item the Chairman will put any amendments or motions to the meeting and then ask the Councillors to vote. The Officers do not have a vote.

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## Agenda

### Members

Mr K Taylor (Chair), Mr G Yarranton (Vice-Chair)Mr T Bean, Mr B Bullock, Mrs M Bunker, Mr J Campion, Mrs L Eyre , Mr A Hardman, Brigadier P Jones CBE, Mrs M Lloyd-Hayes, Mrs J Potter, Mr D Prodger MBE, Mr C Smith, Mr D Taylor, and Mr R Udall.

1. Apologies for Absence	Pages
To receive any apologies for absence.	
2. Named Substitutes	
To receive details of any Member of the Authority nominated to attend the meeting in place of a Member of the Committee.	
3. Declaration of Interests (if any)	
The Members' Code of Conduct requires Councillors to declare any interests against an Agenda item, the nature of an interest and whether the interest is personal or prejudicial. If a Councillor has a personal interest, they must declare it but can stay, take part and vote in the meeting. If a Councillor has a prejudicial interest then they must declare what that interest is and leave the meeting room for the duration of the item. This item allows the Chairman to invite any Councillor to declare an interest in any of the items on this Agenda.	
4. Confirmation of Minutes	1 - 7
To confirm the minutes of the meeting held on 25 January 2012.	

<b>5. IRMP 2011/12 Recommendation 4: Fire Cover Review</b>	<b>8 - 36</b>
To inform the Policy and Resources Committee of the outcomes of the review, to consider the recommendations and approve a period of engagement with affected stakeholders, prior to submission to the Fire and Rescue Authority (FRA).	
<b>6. Response to Consultation on the Draft National Framework for England</b>	<b>37 - 53</b>
To introduce the Draft Fire and Rescue National Framework for England to the Policy and Resources Committee and provide a draft response to the consultation invitation.	
<b>7. Fire Authority Plan 2011-2012 – Third Quarter Performance Analysis</b>	<b>54 - 69</b>
To provide the Policy and Resources Committee with a summary of the third quarter performance against the Fire Authority Plan 2011-2012.	
<b>8. Asset Management Strategy – Bromsgrove Fire Station</b>	<b>70 – 72</b>
To report on the progress of the project to provide a combined Police and Fire Station for Bromsgrove and to gain authority to formally sign contracts that will secure a lease on the proposed development with freehold ownership remaining with West Mercia Police Authority.	
<b>9. Joint Consultative Committee Update</b>	<b>73 – 74</b>
To inform the Policy and Resources Committee of the proceedings of the Joint Consultative Committee meeting held during January 2012.	
<b>10. Health and Safety Liaison Panel Update</b>	<b>75 – 77</b>
To provide the Policy and Resources Committee with an update on the activities and items of significance from the Service's Health and Safety Liaison Panel.	

**11. Exclusion of the Press and Public**

In the opinion of the Clerk to the Authority the meeting will not be, or is not likely to be open to the public and press at the time item 12 is considered for the following reason:

Item 12 is likely to disclose information relating to the financial or business affairs of the authority.

**12. Asset Management Strategy Strategic Training Facilities (STFs)**

To gain approval from the Policy and Resources Committee to proceed with the fourth Strategic Training Facility through to project completion.

**Glossary**

**78 – 83**



## Minutes

### Members Present

Mr K Taylor (Chairman),  
Mr T Bean, Mrs M Bunker, Mrs L Eyre, Mr A Hardman, Brigadier P Jones CBE, Mrs M Lloyd-Hayes, Mrs J Potter, Mr D Prodger MBE, Mr D Taylor, Mr R Udall and Mr G Yarranton (Vice-Chairman).

#### No

#### Item

#### 1. Apologies for Absence

Apologies were noted from: Mr B Bullock and Mr C Smith.

#### 2. Named Substitutes

None.

#### 3. Declaration of Interests (if any)

The Chairman invited Members to declare any personal or prejudicial interests against any of the Agenda items. Councillor D Prodger, MBE, declared a personal interest in agenda item number 16 relating to Asset Management Strategy: Worcester Fire Station as he is a member of Worcester City Council's Planning Committee.

#### 4. Confirmation of Minutes

**RESOLVED that the Minutes of the meeting of the Policy and Resources Committee held on 23 November 2011 be confirmed as a correct record and signed by the Chairman.**

#### 5. Budget 2012/13 and Review of Medium Term Financial Plan

A report was considered that outlined the current position in relation to budgets for 2012/13 and beyond.

Members were reminded that a Medium Term Financial Plan had been agreed for 2010/11 – 2013/14 which was based on a set of assumptions about the future.

*(Mr Hardman and Mrs Eyre entered the meeting at 10.45 am)*

The Treasurer presented the report and drew Members' attention to the consequences of accepting the Council Tax Freeze Grant and talked through the possible budget gap and how it could be addressed.

A discussion ensued about the merits of taking the Council Tax Freeze Grant and



some Members commented that they perceived the budget assumptions to be somewhat cautious.

***RESOLVED the Policy and Resources Committee:***

- (i) recommends to the Authority to accept the Council Tax Freeze Grant for 2012/13;***
- (ii) agrees the budget assumptions to be recommended to the Authority;***
- (iii) approves the recommendation to be made to the Authority of the consequential budgets and precept requirements for 2012/13;***
- (iv) recommends to the Authority the Precept Policy for the Medium Term Financial Plan period; and***
- (v) notes the consequential budget gaps arising.***

**6. West Midlands Contractor Framework**

A report was considered that informed Members of the formation of the West Midlands Contractor Framework and the Authority's involvement in the consequent Partnering Agreement involving Worcestershire County Council, Herefordshire Council, West Mercia Police and the Fire and Rescue Authority.

The Clerk advised Members that the purpose of the Framework was to drive down costs and to speed up the tendering process.

Three local firms had been appointed by Worcestershire County Council to the Framework and the contracts would be awarded to them on a rotational basis on most occasions rather than for them to compete.

***RESOLVED that:***

- (i) the contents of the report be noted; and***
- (ii) the use of Standing Order 5.1.f (Regulation of Contracts) in awarding contracts under the framework agreement be approved.***

**7. Retaining Staff with Specialist Skills**

A report was considered that brought to the attention of the Policy and Resources Committee issues relating to potential skills gaps in the Service as a result of the possible changes to pension provision and sought agreement to a policy that mitigated the potential for this to happen.

The Chief Fire Officer presented the report and advised Members that currently 15 members of uniformed staff were eligible for retirement from the Service and could receive their full pension entitlement. Amongst these staff included those who had acquired specialist skills which had taken a number of years to develop. The proposed Policy allowed the Service to retain key skills as staff would be able

to retire, access pension benefits, including a lump sum, and subsequently be re-employed with the pension being subject to abatement.

**RESOLVED:**

***(i) that the contents of the report be noted; and***

***(ii) that the Policy and Resources Committee agree to the Service adopting the Policy relating to the retirement and re-employment of personnel.***

**8. Updates to Work Programme 2011/12**

A report was considered regarding amendments to the Work Programme of the Policy and Resources Committee for the remainder of 2011/12.

***RESOLVED: that the Policy and Resources Committee approves the Work Programme as amended for 2011/12.***

**9. Budget Monitoring 2011/12**

A report was considered that informed the Policy and Resources Committee of the current position on budgets and expenditure for 2011/12.

***RESOLVED: that the report be noted.***

**10. Fees and Charges**

Members were advised that in December 2010 the Authority had agreed a policy for charging for lift rescues and assistance to the Environment Agency. A report was considered that updated the Committee on progress in implementing the Fire and Rescue Authority's decision on charging.

It was noted that since the Authority had started to charge for lift rescues there had been a reduction in the number that had been carried out. In the period July – December 2011, ten lift rescues had been carried out at £238 per rescue which had generated income of £2,380 for the Authority. Furthermore, it was reported that there had been no problems with payment of the invoices that had been sent for these rescues.

With regard to assistance for the Environment Agency there had been a significant event in 2010 which had generated an income of £12,600. However, Members were advised that such events were somewhat sporadic.

***RESOLVED: that the report be noted.***

**11a Draft Integrated Risk Management Plan – Action Plan**

The Chairman agreed to the consideration of a late item being tabled. The report was included on the agenda in order to give the Committee the opportunity to consider the results of the consultation exercise before it was approved by the

Authority. The report was late due to the consultation timetable.

The Committee briefly adjourned at 11.40 am to provide Members with an opportunity to read the papers that had been tabled. The report provided the Committee with details of the outcomes of the consultation process for the 2012/13 Integrated Risk Management Plan (IRMP) Action plan which had ended on 22 December 2011.

Members were advised that the Service had received 13 formal responses and a number of written responses which were generally favourable. The Trade Unions had also submitted a detailed response.

The current IRMP process had followed a three year cycle and had been based on the National Framework. However it was noted that a new National Framework was currently being consulted on and would be considered at the Committee's next meeting in March 2012. The Service wished to have an appropriate IRMP in place and in the absence of the new National Framework a further one year IRMP Action Plan had been developed for 2012/13/ After that the new National Framework would provide Fire and Rescue Authorities with clear guidance on future IRMPs.

***RESOLVED that:***

- (i) the IRMP Action Plan consultation process and consultation feedback received be noted; and***
- (ii) the following recommendations be approved by the Authority as contained in the proposed 2012/13 Action Plan:***
  - (a) During 2012/13 the outcomes of the 2011/12 review of community safety will be delivered which sought to identify methods for targeting the Service's resources more effectively in this area.***
  - (b) During 2012/13 the agreed changes that result from the review of the current operational training strategy and provision will be implemented.***
  - (c) The 2011/12 IRMP Action Plan which included specific elements of fire cover within the Service, including resources, will be reviewed in 2011/12. In 2012/13 fire cover across the remainder of the Service will be reviewed.***
  - (d) Further opportunities to consolidate our collaboration with Shropshire and Wrekin Fire & Rescue Authority will continue to be developed.***
  - (e) A review of the provision of road traffic collision equipment across the service will take place and any appropriate changes in order to improve the Service provided to the community will be implemented.***

## **11. IRMP 2011/12 Update – Review of the Provision of Operational Training and Development**

A report was considered that informed the Policy and Resources Committee of the outcomes of the Integrated Risk Management Plan (IRMP) 2011/12 Objective No. 2, the Review of the Community Safety Department. Five key areas were considered namely:

- Strategy, guidance and supporting documentation
- Competence Recording Systems (Training Records)
- Current Training Provision
- Existing Training Facilities
- Staffing and Structure of Training and Development

As part of the review consideration had been given to how the Service delivered current training provision in order to have a more centralised training regime. It was envisaged that 53% of training would be delivered centrally and the new strategic training facilities would enable training to be delivered locally.

Members were advised that the structure of the Training Department had been rationalised to improve efficiency. It was anticipated that the savings made from the review would be approximately £143,000.

With regard to firefighter development, it was envisaged that training and development would work hand in hand. The promotion process would move from being a national process to a local process which was considered to be more practical and was something which staff had supported. During the next 12 months further work would be undertaken to deliver key elements of the review.

*Councillor T Bean left the meeting at 11.50 am.*

***RESOLVED: that the report be noted.***

## **12. IRMP 2011/12 Update – Review of the Community Safety Department**

A report was considered that informed the Policy and Resources Committee of the outcomes of the Integrated Risk Management Plan (IRMP) 2011/12 Objective No. 2, the review of the Community Safety Department.

The purpose of the review had been to consider national and local guidance in order to determine the effectiveness of the work currently carried out by the Community Safety Department and to consider how best to allocate resources in the future.

The evidence from the review was that the Community Safety Department had delivered some excellent work but it was necessary to focus on four main areas namely:

- Accidental Dwelling Fires
- Road Safety
- Arson Reduction

- Elderly and Vulnerable People

Members raised a number of points:

- A Member queried whether the Authority had a Safeguarding Policy and it was clarified that it had a policy that covered both children and adults.
- With regard to economic and social deprivation and its link to fire deaths it was queried whether work would be carried out with social landlords and owners of bedsits and student accommodation. It was clarified that social deprivation would indeed be covered and there would be stronger links forged with the Investigation and Technical Fire Safety Departments.
- In response to a query about how the impact of the review would be tracked, it was clarified that evaluation tools would be used to indicate successes.

***RESOLVED: that the report be noted.***

### **13. Fire Fighting Water Supply**

A report was considered that provided a summary of the current position with respect to the provision, inspection and maintenance of water supplies and requested support with a national campaign to change legislation which would benefit the Fire and Rescue Authority.

The Chief Fire Officer advised Members that water hydrants were currently owned by individual water companies with maintenance costs being the responsibility of the Fire and Rescue Authority. There were approximately 18,000 fire hydrants within the Hereford & Worcester Fire and Rescue Authority area and the overall cost of the current inspection regime including water company charges was £146,000.

Furthermore Members were advised that the Service had supported a national campaign by the London Fire Brigade which sought to change legislation so that the responsibility for hydrant maintenance would fall to water companies with the Authority only retaining responsibility for inspection. This proposal would have a benefit for the Authority in terms of cost savings and would facilitate the removal of unnecessary hydrants.

***RESOLVED that the Policy and Resources Committee:***

- (i) note the proactive steps which have been taken to secure fire fighting water supplies; and***
- (ii) endorse the Service's support of a national campaign which would result in a change in legislation around the costs for ongoing maintenance of fire hydrants.***

**14. Joint Consultative Committee Update**

A report was considered that informed the Policy and Resources Committee of the Joint Consultative Committee meeting held during December 2011.

***RESOLVED: that the report be noted.***

**15. Exclusion of the Press and Public**

In the opinion of the Clerk to the Authority, agenda item 16, Asset Management Strategy Worcester Fire Station, was likely to disclose information relating to the financial or business affairs of the Authority. It was therefore recommended that the meeting should not be open to the public and press at the time that agenda item 16 was considered.

***RESOLVED: that the press and public be excluded because in the opinion of the Clerk to the Authority Agenda Item 16 was likely to disclose information relating to the financial or business affairs of the Authority.***

**16. Asset Management Strategy : Worcester Fire Station**

A report was considered that requested approval from the Policy and Resources Committee to proceed with a proposal to replace Worcester Fire Station.

The Chief Fire Officer advised Members that the fire station in Worcester had reached the end of its useful life. A survey of the current fire station had revealed that a substantial amount of money would be required to be spent on it in order to maintain an adequate standard.

***RESOLVED that the Policy and Resources Committee approve:***

- (i) the proposal to replace the current Worcester Fire Station with a new building at a new location in Worcester City, within the budget allocation as set out in the report; and***
- (ii) an exemption to Standing Order 5.1.g (Regulation of Contracts) due to the specific circumstances relating to the opportunity for a design and build at the Service's preferred location.***

The meeting concluded at 12.35 pm.

Signed: \_\_\_\_\_  
Chairman.

Date: \_\_\_\_\_

## **5. IRMP 2011/12 Recommendation 4: Fire Cover Review**

### **Purpose of report**

1. To inform the Policy and Resources Committee of the outcomes of the review, to consider the recommendations and approve a period of engagement with affected stakeholders.
- 

### **Recommendations**

***The Chief Fire Officer recommends that:***

- i) the 2011/12 IRMP Recommendation 4 Fire Cover Review is noted; and***
- ii) the following recommendations are subjected to eight weeks consultation with stakeholders:***
  - to reduce the number of firefighting staff on each watch at the three existing day crewed fire stations (Malvern, Evesham and Droitwich) from eight to seven;***
  - to reduce the number of firefighting staff on each watch at Hereford and Worcester fire stations from 14 to 12.5 (average between the two stations);***
  - to implement a new crewing pattern (Day Crewing Plus) at Bromsgrove, leading to a reduction in the establishment from 28 to 14 and;***
  - there are no changes to the provision of the third Retained Duty System (RDS) appliance at Hereford, Worcester and Redditch.***

### **Introduction and Background**

2. As part of the current IRMP 2011/12 action plan Recommendation 4 stated:  
  
*'We will review our fire cover and response arrangements',* contained within this statement are three elements which were to be reviewed:
  1. The current crewing arrangements at Bromsgrove.
  2. The requirement of a third appliance at Hereford, Worcester and Redditch.
  3. The appropriate number of personnel on each watch at Wholetime and Day Crewed stations.

3. The recommendation to review these areas of fire cover was the subject of consultation for twelve weeks during 2010 and was subsequently approved for review in 2011/12. The review has been completed and accepted by the Senior Management Board (SMB). The review initially began with an extensive information gathering phase relying on not only statistical data, but historical activity data, anecdotal information, professional judgement and predictive data. Staff were consulted during the review and their feedback has been considered. The services of an external company were also utilised to analyse the data and run predictive scenarios.
4. It is intended that a further report on the results of the proposed consultation will be submitted to the next meeting of the Policy and Resources Committee on 7 June 2012 before being referred onto the FRA with the Committee's recommendations. However, if the responses from the consultation require in depth analysis and assessment it may not be possible to report back to the Committee on 7 June 2012 and it is imperative that the matter is considered at the next meeting of the FRA in order to allow enough time for implementation. In such circumstances it is proposed that the Committee recommend to the FRA the acceptance of the recommendations set out above and the feedback on consultation will be taken straight to the FRA meeting on 20 June 2012.

## **Proposals**

5. The outcomes of the review identified the following:
  - Bromsgrove is suitable for a new crewing system realising significant cost benefits through a reduction of up to 50% of the current staff at the station, this being without any reduction in fire cover or numbers of crew on the appliance and maintaining the same response time as now.
  - Removal of a third appliance at Hereford, Worcester and Redditch is not recommended. Whilst there is no clear case for each station to retain three appliances, it is determined that the removal of any Retained Duty System (RDS) appliance from these stations will have wider organisational impacts that will need consideration. These considerations should be balanced against the limited cost benefit of each appliances' removal.
  - Current staffing numbers at selected Wholetime and Day Crewed stations can be reduced without impact to service delivery.
6. The above outcomes have the potential to provide a saving of approximately £1million, without any direct changes to the service provided to the communities of Herefordshire and Worcestershire. The existing number of appliances and current response times would remain unchanged. These efficiencies would be provided through the employment of less uniformed personnel, with a reduction in the current "establishment" and changes to working practices. It is anticipated that this can be achieved through the loss of existing uniformed staff, through 'natural turnover' during the next three years.



### Bromsgrove

7. Bromsgrove provides an opportunity for a new type of crewing system due to its low overall levels of call activity. The new proposed system is very similar to the current “day crewed” model used at Evesham, Droitwich and Malvern, which used to be in place at Bromsgrove prior to 1996. The primary difference with the new system is the manner in which the night cover is delivered. This is provided by rooms on the station for staff to reside in, rather than requiring the staff to live in close proximity to the station and respond from their home during these hours.
8. This has two primary benefits, firstly the response is immediate 24/7 and there is no delay due to responding from home during the night, giving the same response to that which is currently provided in Bromsgrove. Secondly the new system is open to a greater number of staff as there is no requirement to move home into the area. The number of staff required to work this new system, called day crewing plus (DCP), is 50% less than the current wholetime model. The staff receive appropriate additional remuneration for the commitment which will make the system financially attractive to some staff.

### Third appliance at Hereford, Worcester and Redditch

9. The review highlighted through the activity analysis of Redditch, Hereford and Worcester, that the provision of three appliances at each location could not be supported in isolation. However, wider consideration of the overall fire cover benefits across the Service did offer some evidence against this finding, especially in Hereford and Redditch. The report concluded that combined with the wider fire cover considerations, the provision of the third RDS appliance at these locations did offer excellent value for money. Therefore this review does not propose any alteration to this provision. The disestablishment of these existing units (one RDS appliance at each location) would see a loss of 7% of the Service’s overall fire cover and only provide a saving in salaries of £120k (approximately).

### Staffing Levels

10. This review has highlighted that after any proposed changes were implemented the remaining “establishment” of employed full time uniformed staff would still provide a resilient level of additional staff. This capacity is used daily for predictable absences, such as leave and training and for unplanned absences, such as sickness. Where further resilience is required due to unplanned or temporary staff shortages, staff can be offered the opportunity to work overtime. This overtime system called the “Resilience Register” has been utilised in this way successfully for a number of years. These proposals have also been calculated on standard crewing of five per first wholetime appliance. Therefore as an additional layer of resilience the Service can reduce this to four per appliance without compromising response protocols, potentially providing up to eight additional members of operational staff across the Service at any given time.

### Supplementary issues identified

11. It was noted that the Redditch model, of one wholetime crewed appliance and two RDS appliances, currently offers high levels of resilience in a cost effective manner for a three appliance station. Currently the provision of two crewed appliances at both Hereford and Worcester and a single RDS appliance at each unit is an area where

further efficiencies could be identified. With RDS appliances offering little scope for efficiency savings (and thus offering a low cost form of fire cover) there may be an opportunity to identify efficiencies of up to £700,000 per (second) wholtime appliance at Hereford and Worcester stations, whilst retaining three appliances at each location. However, this would change the speed of response provided to the public whereby only the first appliance would be an immediate response and the further two appliances would be subject to a delay due to response times of RDS staff, as is currently the case at Redditch.

This would still provide a response within the current Authority standards and quicker than at many other locations in the two Counties. This report does not recommend any changes to the status of the second appliance at Hereford and Worcester station but it may be a consideration in the future.

#### Engagement and consultation

12. Subject to approval it is proposed that an engagement and consultation programme of eight weeks is undertaken with internal stakeholders and selected partners in order to provide feedback for submission to this Committee before the matter is considered by the Fire and Rescue Authority in June 2012.. **As the changes proposed do not affect the provision of fire cover currently provided to the public**, it is proposed that in accordance with the principles of consultation, (i.e. that consultation should be proportionate to the changes and with those most affected), this consultation and engagement programme will be directed at internal staff and other interested parties. Further details regarding the programme are attached in Appendix 1.
13. A direct programme of engagement and consultation was undertaken during the review. During this next phase of engagement all staff and interested parties will have access to additional information and a further series of visits and meetings, similar to those undertaken during the review, will also be undertaken during this eight week engagement period.

#### Potential Efficiencies

14. Table 1: Bromsgrove proposed efficiencies

Description of Cost	Amount
Current system	£1,074,473
DCP fixed costs*	- £659,473
Variable Costs	- £0
<b>Total Savings</b>	<b>£415,000</b>

\*Note: The figures above for Bromsgrove Day Crewing Plus (DCP) are based on 14 personnel with an enhancement of 20%.

15. Table 2: Proposed efficiencies by reduction in establishments

Station	Post Reductions	Financial Savings
Hereford and Worcester	-12	£435,192
Droitwich, Evesham, Malvern	-6	£247,272
<b>Total net reduction of posts</b>	<b>-18</b>	<b>£682,464</b>

Note: This reduces the day crewed stations establishment levels from 8 to 7 per watch and Hereford and Worcester stations to an average of 12.5 personnel per watch. This combined with the reduction in posts at Bromsgrove would require an overall reduction of 32 operational posts.

### Financial Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are financial issues that require consideration	Yes	Paragraphs 13 and 14. Future adoption of recommendations will realise potential efficiencies.

### Legal Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	Yes	Paragraphs 6, 7 and 9. Potential changes to crewing would require new staff contracts.

### Additional Considerations

16. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e. paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	Yes	Entire Report. Media & Communications, Service Delivery, HR, Training and Finance
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	Yes	Entire report – IRMP, Asset Management Strategy.
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	Yes	Paragraphs 7 and 9. Limited risk that not enough staff are attracted to operate proposed new shift system. Additional remuneration and conditions should make system attractive.
<b>Consultation with Representative Bodies</b>	Yes	Early engagement with Trade Unions on all proposals.

## **Conclusion/Summary**

17. The recommendations for change within this paper are based upon an extensive and complex review. These proposals offer a large scale efficiency saving with no change in the level of service currently provided to the community. There will be opportunities for some staff to work an alternative new flexible shift pattern at Bromsgrove, alongside those already in place throughout the Service and be remunerated accordingly. The potential increased use of the resilience register for unplanned deficiencies, rather than the permanent employment of additional staff not only offers a more efficient model of resilience, but will provide those staff who are willing, with an opportunity to earn extra income.
18. The Service is committed to Firefighter and community safety, as well as delivering quality services. During this period of austerity where resources are being reduced these proposals aim to ensure that with careful implementation and management, none of these principles are compromised.

## **Background Paper**

Full Review Report

## **Supporting Information**

Appendix 1: Review of Fire Cover and Response Arrangements

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# **Recommendation 4**

## **Review of Fire Cover and Response Arrangements**

### **FRA Report**



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

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Context

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3. The Appropriate Number of Personnel on Each Watch at Wholetime and Day Crewed Stations

## 1. Executive Summary

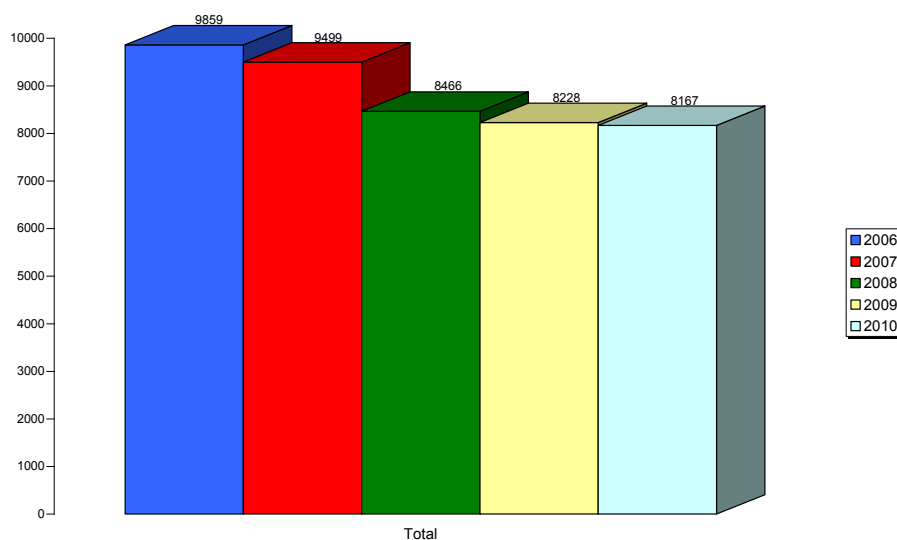
- 1.1 An Integrated Risk Management Plan (IRMP) public consultation process took place in 2010 to propose a review of many aspects of the organisation, which focused on seven key recommendations.
- 1.2 This report is a review of IRMP Recommendation 4 which states that '*we will review our fire cover and response arrangements.*' Contained within this statement are three elements, which are to review:
1. The current crewing arrangements at Bromsgrove.
  2. The requirement of a third appliance at Hereford, Worcester and Redditch.
  3. The appropriate number of personnel on each watch at Wholetime and Day Crewed Stations.
- 1.3 In considering the three elements, a number of areas were reviewed to provide a range of options for change that are balanced and have community impacts and needs at their heart. This report provides a summary of the outcomes of the review and the rationale behind these proposals.
- 1.4 This review does not propose the reduction of any appliances from the fleet or in the current provision, nor does it increase or affect any of the current responses times of appliances from any location.
- 1.5 In analysing all available evidence and alternative options, the following proposals are made:
- Bromsgrove is suitable for transition to a new crewing system realising significant cost benefits.
  - Removal of a third appliance at Hereford, Worcester and Redditch is not recommended. Whilst there is no clear single case for each Station to retain three appliances, it is determined that the removal of any Retained Duty System (RDS) appliance from these Stations will have wider organisational resilience impacts that would need consideration. This should be balanced against the limited cost benefit of each appliance's removal.
  - Current staffing numbers at selected Wholetime and Day Crewed Stations can be reduced without impact to service delivery.



## Introduction

- 1.6 The Service has seen a decline in fire occurrence activity levels over the last 5 years, to a point where the Service is 17% less active than it was in 2006(See Fig 1).

**Fig 1. All incidents between 01 January 2006-31 December 2010**



- 1.7 All of the proposals in this review could be implemented if activity levels were at 2006 levels, however in view of the falling activity levels and in aiming to fulfil the challenges posed by the Comprehensive Spending Review 2010 (CSR 2010), it is essential for the Service to align available resources to risk. Modern demands place modern pressures on Fire and Rescue Services to look at innovative solutions that deliver high quality services for less. This should be viewed as an opportunity to review existing and previous models of delivery for their efficacy and value for money. Foremost in the delivery of our service is the requirement to meet the needs of the communities we serve and in meeting that delivery, that we offer value for money.

## Proposed Options for Change

### **PART A**

#### ***Review the Current Crewing Arrangements at Bromsgrove***

This review has established that Bromsgrove is suitable for the implementation of alternative crewing arrangements.

Option A1	Bromsgrove Wholetime (252) change to LLAR
Option A2	Bromsgrove Wholetime (252) change to Day-Crewing Plus
Option A3	Bromsgrove Wholetime (252) change to Day-Crewed
Option A4	Bromsgrove Wholetime (252) change to RDS

### **PART B**

#### ***Review the requirements of a third appliance at Hereford, Worcester and Redditch***

Analysis in this review has shown that an appliance at Hereford, Worcester and Redditch could be removed. However, considerations of resilience, effective savings and wider impacts have resulted in a recommendation not to remove the third RDS appliance from Hereford, Worcester or Redditch.

Option B1	Removal of the third appliance from Hereford
Option B2	Removal of the third appliance from Worcester
Option B3	Removal of the third appliance from Redditch
Option B4	Consider alternative crewing options

### **PART C**

#### ***The appropriate number of personnel on each watch at Wholetime and Day-Crewed Stations***

Analysis of historical global crewing figures benchmarked against nationally used levels have confirmed that shift establishment figures can be reduced at Hereford, Worcester, Droitwich, Evesham and Malvern. This is in line with previous crewing levels at the Day Crewed Station and appropriate for Hereford and Worcester now that special appliances are no longer primary crewed. This also brings the day crewing watch levels in line with those Kidderminster and Redditch, which also similarly crew one wholetime appliance.

Option C1	Reduce Hereford and Worcester shift establishment from 14 to 13 and Droitwich, Evesham and Malvern establishments from 8 to 7
Option C2	Reduce Hereford and Worcester shift establishment from 14 to 12.5 and Droitwich, Evesham and Malvern establishments from 8 to 7
Option C3	Reduce Hereford and Worcester shift establishment from 14 to 12 and Droitwich, Evesham and Malvern establishments from 8 to 7

## 2. PART A

### Current Crewing Arrangements at Bromsgrove

- 2.1 Bromsgrove Wholetime (WT) appliance (252) has seen a reduction in mobilisations from 631 in 2008 to 554 in 2010. This low figure is likely to be reduced further to 510 (approximation) due to the proposed changes to our response to Automatic Fire Alarms (IRMP Recommendation 3).

**Fig 2. Activity for Bromsgrove appliances over 3 years within Bromsgrove Station area**

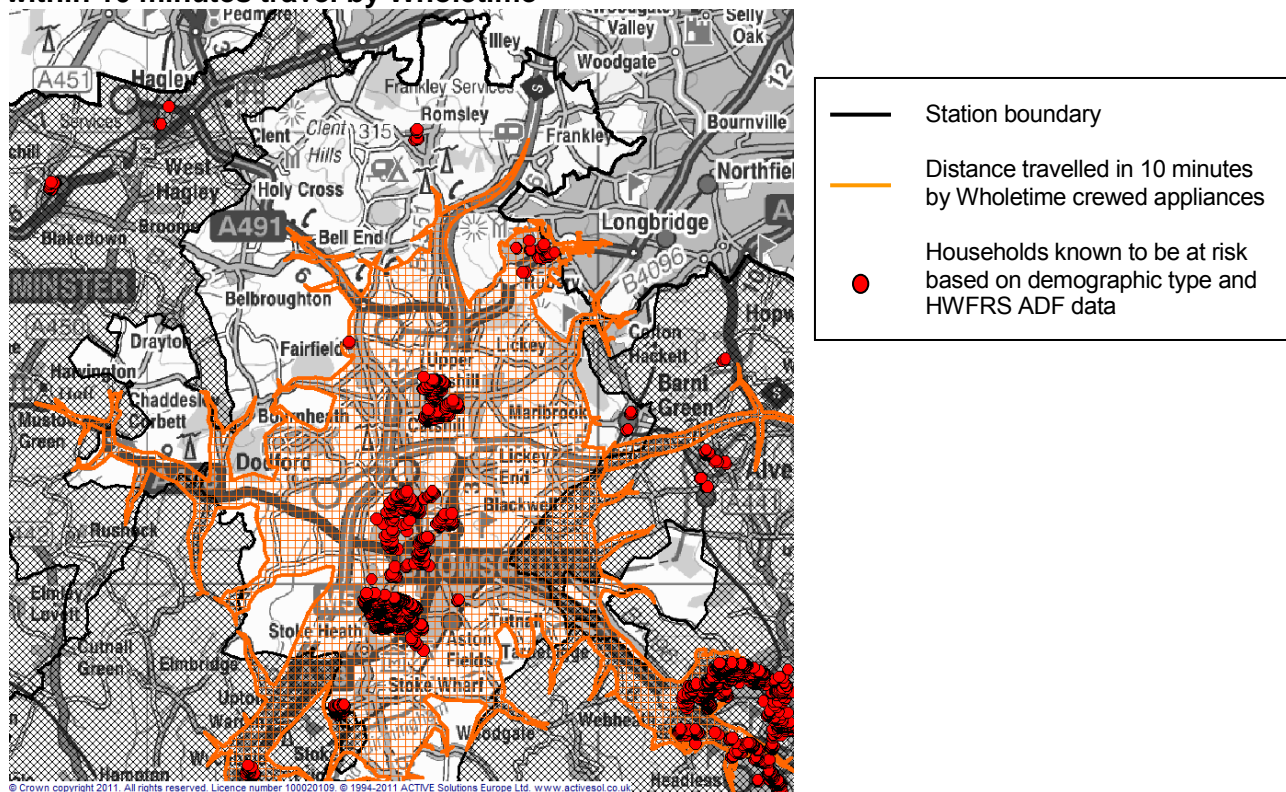
Call Sign	2008	2009	2010
WT App 252	631	504	554
RDS App 251	207	295	158

- 2.2 Based on activity for Bromsgrove Station from January – December 2010, only 14% of mobilisations take place between 2300 hrs and 0700 hrs. This equates to an average of 3 mobilisations during these hours per week. Due to the current staffing model, crewing numbers are still applied at the same levels irrespective of call volume.

### Bromsgrove

- 2.3 Bromsgrove Station lies within Bromsgrove District Council area in the north Worcestershire. The district has a total population of around 93,400 and there are about 38,000 households. The largest town in the district is Bromsgrove with a population of about 35,000. The district covers an area of some 84 square miles, though Bromsgrove Station ground itself covers a smaller area of just over 46.33 square miles.
- 2.4 The Station ground is bordered by Redditch to the southeast, Droitwich to the southwest and Kidderminster to the northwest. The Station ground also covers two motorways with the M42 starting at junction 4a of the M5.
- 2.5 Both Bromsgrove appliances mobilised 712 times in 2010 on their Station ground (less than 1,000 per year including calls to other Station areas). Activity for 252 in the Station ground represents approximately 6% of all Service overall operational activity. The Station also receives and provides operational support from West Midlands Fire Service, which borders the Station ground to the north. Additionally the Station also currently provides enhanced aerial support with a Hydraulic Platform.
- 2.6 When viewing the risk profile of Bromsgrove it can be seen in Figure 3 below that the most at risk groups are located within the 10 minute travel distance, as are nearly all occurrences of accidental dwelling fires in this area.

**Fig 3. Location of households known to be at risk based on demographic type and HWFRS Accidental Dwelling Fires (ADF) data between Feb 2007 and Feb 2010 within 10 minutes travel by Wholetime**



## Service Assets

**Fig 4. Vehicles at Station 25 – Bromsgrove**

Call sign	Appliance Type	Description
251 RDS	Standard appliance	Standard appliance – standard firefighting and RTC capability
252 WT	Rescue appliance	Rescue appliance – an standard firefighting appliance with an enhanced RTC capability
256	Hydraulic Platform (HP)	Specialist appliance that provides an increased aerial reach for rescues and water delivery

## Performance

- 2.7 Figure 5 shows the activity by Bromsgrove appliances within their own Station area. The appliances are most busy at certain incident types at different times of the day: for example they are busiest attending False Alarms due to Apparatus at 1200 hours but are most active at primary fires at 2100 hrs. However activity across the Station area has dropped over the past three years. The appliances most often attend false alarms, which represent 44% of all activity, followed by attending primary fires.

**Fig 5. Mobilisations by all Bromsgrove Station appliances within Bromsgrove Station Area**

<b>Incident Type</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
False Alarms	412	387	364
Primary Fire	123	140	127
RTC	95	107	62
Secondary Fire	115	90	67
Special Service	83	69	87
Chimney Fire	10	6	5
<b>Total Mobilisations</b>	<b>838</b>	<b>799</b>	<b>712</b>

## **Crewing System Overview**

- 2.8 The current Wholetime Duty System used at Bromsgrove is based on the traditional firefighters' shift system. Staff work two 9 hour days followed by two 15 hours nights and then have four days off duty though finishing at 09:00 on the first day off duty. This system operates over an 8 day period and averages 42 hours per week.
- 2.9 In establishing whether Bromsgrove is suitable for transition from the Wholetime Duty System to an alternative crewing status, research has been undertaken to determine whether the Station incident rate supports this proposal. Research has shown through those Services using alternative Day Crewing plus style crewing systems that the ceiling figure enabling realistic application of these systems is approximately **900** mobilisations per annum within the Station's cover area. Bromsgrove falls well within this category, whether currently or at previous (2006) call rate levels.
- 2.10 Consideration is also given to the number of incidents that occur after midnight. This relates to the impact that sustained night-time call rates play in the fatigue levels of firefighters over a crewing period of up to four days and also the potential impacts to following day routines and commitments.
- 2.11 The current status of alternative duty systems is that they do not comply with NJC Schemes and Conditions of Service for the Fire and Rescue Service; however both systems have been implemented successfully in a number of other Services. Feedback from these Services indicates that the duty systems are operationally efficient, very cost effective and "fit for purpose". Representative Bodies continue to be generally opposed to these types of systems, predominantly it would appear, due there being the need to employ less firefighters and that the systems is not in the NJC conditions of service, "grey" book.
- 2.12 The outcome of this review proposes the use of a bespoke self rostering system similar to the Day Crewing Plus (DCP) model. DCP has been identified as a preferable option for HWFRS, as it offers a cost effective solution to providing an equivalent service to that currently seen at Bromsgrove but with a minimum 50% staffing reduction. It also affords staff the opportunity to enhance their pay with a remuneration package that reflects their commitment to the system and it is clear that property requirements / modifications to facilitate the implementation of this model are less onerous when compared to other systems currently employed nationally.
- 2.13 Bromsgrove was formally a Day Crewing Station and was upgraded to Wholetime status in 1995. This occurred after a fire cover review of the Station area.

<b>Option A2</b>	<b>Bromsgrove Wholetime Change to self rostering system equivalent to Day-Crewing Plus (DCP)</b>
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- 2.14 *A system that provides a 24/7 service equivalent to current levels by utilising up to 14 staff on a flexible rota. The DCP system allows staff to develop a flexible rota that satisfies a system criterion whereby staff will be required to work 151 shifts per year (182 shifts prior to leave allocation). An agreed suitable rostering or shift system would avoid any prolonged periods on duty, as actual shifts worked will equate to less than 50% of the days in any given year. Accommodation for this system is provided on Station, meaning that response times are equivalent to current arrangements.*
- 2.15 The Day Crewing Plus (DCP) system represents a viable alternative to the traditional duty systems but only in circumstances where operational activity levels are relatively low, especially at night.
- 2.16 The general features of the DCP system can be summarised as follows:
- Provides an immediate 24/7 response capability using a Wholetime staffing model. This system is equivalent to the current system at Bromsgrove so its introduction will not affect response arrangements or impact our communities.
  - Requires 50% fewer staff to operate (when compared to the standard Wholetime shift duty system).
  - Requires staff to normally attend for shift periods of 24 hours at a time with the actual shift being split into 12 hours “at work” and 12 hours “on stand-by” (Rest) on Station.
  - Pays an additional salary premium to staff that volunteer to work the duty system and operates on a self-rostering or agreed shift pattern (such as 4 on - 4 off) to normally provide 5 crew members on the Wholetime crewed fire appliance.
  - Each member of staff works 151 shifts per year (after leave allocation) and each shift will be 24 hours long. This system in principle follows some of the criteria currently outlined within NJC Grey Book and will be helpful in negotiating its introduction.
  - May require a one-off capital investment at each Station where it will operate to facilitate enhanced living accommodation for staff to reside in during stand-by periods.
  - This system does not rely on staff living within a catchment area as is the case with a traditional Day-Crewing system.
  - When compared to the traditional crewing systems, it is up to **£415K\*** per annum cheaper to run based on a 20% enhancement as calculated by HWFRS. (\*proposed approximate figure)
- 2.17 It should be acknowledged that the DCP duty system does not comply with working pattern requirements as stipulated in the National Joint Council Schemes and Conditions of Service and as such staff cannot be required to work it. Therefore in



order to implement this system, the Service will be dependent on staff volunteering to transfer from an existing duty system.

- 2.18 It should be noted that for those Services that have introduced this system, the number of staff who have volunteered for this system has usually outnumbered the number of vacancies available. Staff who volunteer for the system will be required to opt out of the maximum average 48 hour working week, set out in the Working Time Regulations. This opt out is required purely because of the “stand by” on call hours are carried out at the work location and not because any member of staff is expected to work more than an average of 42 hours per week.

## Impact on the Community

- 2.19 There is no impact on the community as the DCP system provides the same immediate response capability as the current four-shift Wholetime system at Bromsgrove.

**Financial Overview** – the figures are based on 14 personnel with an enhancement of 20%.

Description of Cost	Amount
Current system	£1,074,473
DCP fixed costs	- £659,473
Variable Costs	- £0
Total Savings	<b>£415,000</b>

- 2.20 This duty system type delivers significant year on year savings, at up to **£415k** per annum.
- 2.21 In recognising the additional commitment which the duty system involves, staff would receive a DCP allowance. This allowance is not fixed and Services have discretion; however a basic allowance which would be uplifted with any increases in basic salary is recommended. A figure of 20% has been utilised in this report.
- 2.22 To facilitate the new system, there will need to be adequate Station based facilities. The new build proposal for Bromsgrove Station has potential to be adapted to suit the requirements of this system, thus minimising potential costs.

## Operational Benefits

- 2.23 Adopting the DCP duty system will allow existing response times to be maintained.

## Conclusions

- 2.24 The Day-Crewing Plus system presents HWFRS with a viable alternative shift arrangement that will deliver the same service to the community as that presently delivered at Bromsgrove. It will also realise significant financial savings.
- 2.25 The proposed new Station for Bromsgrove will feature vastly improved welfare facilities, with very flexible options to support individuals working at that location on any type of shift pattern.

- 2.26 Other FRSs have set a precedent and there are not believed to be any significant barriers to implementation. The practical working of the system can be managed effectively to reduce any perceived risks associated with working long shifts with the inclusion of recovery periods or “stand down” time.

### 3. PART B

#### Options for Change - Requirement of a third appliance at Hereford, Worcester and Redditch

Option B1	Removal of the third appliance from Hereford
Option B2	Removal of the third appliance from Worcester
Option B3	Removal of the third appliance from Redditch
Option B4	Consider alternative crewing options

#### Context

- 3.1 When reviewing the requirement of a third appliance at Hereford, Worcester and Redditch, it is established that the three Retained appliances at these Stations constitute 7% of the current fleet provision. This is worthy of note when considered against Service operational resilience requirements. To provide 7% of the overall Fleet provision for an estimated salary cost of approximately £120k offers exceedingly good value for money.

#### Strategic Cover

- 3.2 Hereford and Worcester Stations are classed as strategic cover Stations, whereas Redditch is not. Strategic cover moves are carried out if it is considered that “strategic cover Stations” will be devoid of cover due to the potential for further incidents, for 30 minutes or more. Devoid of cover is defined as “all pumping appliances being committed or unavailable” from a particular Station area. It is noted that Redditch appliances may provide strategic cover to Bromsgrove, which is classed as a strategic cover Station.

<b>Option B1</b>	<b>Removal of the Third Appliance from Hereford</b>
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#### Hereford

- 3.3 The city of Hereford is the largest settlement within the county of Herefordshire and has a population of 55,800, close to one-third of the total 179,300 residents across the county area.
- 3.4 Hereford Station ground covers an area of approximately 101 square miles. The Station ground is located in the centre of the county and has fewer than 1,000 incidents a year, approximately 11% of all Service operational activity.



- 3.5 The Station has three appliances (two Wholetime appliances and one Retained), and a range of specialist appliances. Predominantly the Wholetime staff at Hereford provide the crewing for these special appliances, which deploy across the whole county and into Worcestershire. The RDS provide residual fire cover during these deployments and support the crewing of some special appliances.

## Station Call Profile

**Fig 6. All mobilisations by Hereford Station appliances within Hereford Station Area**

Incident Type	2008	2009	2010
False Alarms	605	625	705
Primary Fire	243	296	271
RTC	75	110	79
Secondary Fire	163	156	127
Special Service	120	132	170
Chimney Fire	48	38	38
<b>Total Mobilisations</b>	<b>1254</b>	<b>1357</b>	<b>1390</b>

- 3.6 Fig 7 shows how activity for the Retained 463 has increased year on year from 2008-2010.

**Fig 7. Mobilisation by appliance call sign**

Call Sign	2008	2009	2010
461 (WT)	770	858	801
462 (WT)	388	381	443
463 (RDS)	96	118	146
<b>Total mobilisations</b>	<b>1254</b>	<b>1357</b>	<b>1390</b>

## Financial Considerations

**Fig 8. Removal of Retained appliance 463**

Description of Cost	Amount
Current system (3 appliances)	£2,161,614
Reduce to 2 Wholetime appliances only plus fixed costs	- £2,113,215
Variable Costs	+ £2,234
<b>Total Savings</b>	<b>£50,633</b>

- 3.7 The cost saving of removing appliance 463 from Hereford Station in relation to annual staffing costs is approximately £50,633. This figure equates to 2.5% of the overall staffing costs at Hereford. Incidentally, the cost saving of removing any Wholetime appliance equates to nearly £1 million.

## Operational Considerations

- 3.8 There appear to be limited operational considerations in removing the third appliance at Hereford beyond the advantages of releasing an appliance from the fleet.
- 3.9 Other than Hereford Station which is Wholetime staffed, the County relies exclusively on RDS support to provide fire cover for rest of the community of Herefordshire.
- 3.10 Removal of a third appliance at Hereford would see the loss of some specialist skills (ALP, guideline laying and water rescue) and the added value that these contribute to HWFRS.

## Conclusion

- 3.11 When viewing the available data it can be seen that from a performance perspective alone the loss of appliance 463 will have a minimal performance impact on the Station. When considering these options against the wider operational resilience provided by the RDS, the removal of a third appliance from Hereford would have an impact.
- 3.12 In summary, to lose approximately 33% of the station's frontline firefighting capability to save 2.5% of the station's salaries budget would not seem to offer a significant saving compared to the loss of strategic cover and skills.

### **Option B2    Removal of the Third Appliance from Worcester**

#### **Worcester**

- 3.13 Worcester is the largest city within the county of Worcestershire and has a total population of 94,800 which has grown from 93,400 in 2001 and these occupy about 41,000 households.
- 3.14 Worcester Station ground covers an area of approximately 84.94 square miles. The Station ground is located in the centre of the county where approximately 1,350 incidents occur a year, approximately 14% of all Service operational activity.
- 3.15 Worcester Station has three appliances, two Wholetime and one Retained, and a range of specialist appliances. Predominantly the Wholetime firefighters at Worcester Station provide crewing for these special appliances for the Service, but when required for incidents the RDS crew provide residual fire cover during these deployments and also provide support for some special appliances.
- 3.16 As a key location, Worcester will be subject to cover moves should both Wholetime appliances be employed on operational incidents beyond 30 minutes. The third (Retained) appliance is utilised for this purpose in the hours between 0800–0930 hrs and 1600–1800 hrs although requirement is of low frequency.

#### **Station Call Profile**

**Fig 9.    All mobilisations by Worcester Station appliances within Worcester Station Area**

<b>Incident Type</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
False Alarms	944	968	1236
Primary Fire	375	358	302
RTC	144	121	138
Secondary Fire	194	188	183
Special Service	250	226	278
Chimney Fire	9	19	46
<b>Total Mobilisations</b>	<b>1916</b>	<b>1880</b>	<b>2183</b>

- 3.17 Fig 10 below demonstrates how calls have risen from 2008 to 2010 for all appliances, with a 25% increase for 213.

**Fig 10. Mobilisation by appliance call sign**

<b>Call Sign</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
211 (WT)	1136	1148	1309
212 (WT)	573	531	615
213 (RDS)	207	201	259
<b>Total Mobilisations</b>	<b>1916</b>	<b>1880</b>	<b>2183</b>

## **Financial Considerations**

**Fig 11. Removal of Retained appliance 213**

<b>Description of Cost</b>	<b>Amount</b>
Current system (3 appliances)	£2,152,220
2 Wholetime appliances fixed costs	- £2,113,215
Variable Costs	+ £11,916
<b>Total Savings</b>	<b>£50,921</b>

- 3.18 The cost saving of removing appliance 213 from Worcester in terms of annual staff costs is £50,921 which equates to 2.5% of overall station's staff costs. The removal of either Wholetime appliance would result in a saving of just under £1 million. Cost considerations include the increased variable costs of additional workloads for Droitwich and Malvern, which increase by 10% and 7% respectively.

## **Operational Considerations**

- 3.19 There appear to be limited operational considerations to removing the third appliance at Worcester beyond the financial advantages of releasing an appliance from the fleet.
- 3.20 Removal of a third appliance from Worcester Station will see the loss of specialist skills, (ALP, guideline laying and water rescue).

## **Conclusion**

- 3.21 When viewing the available data it is seen that from a performance perspective, the loss of appliance 213 has minimal performance impact on the Station.
- 3.22 When considering these options against the wider operational resilience provided by the RDS, the removal of a third appliance from Worcester would have some impact.
- 3.23 In summary, to lose approximately 33% of the station's frontline firefighting capability to save 2.5% of the station's salaries budget would not seem to offer a significant saving compared to the loss of strategic cover and skills.

### **Option B3 Removal of the Third Appliance from Redditch**

## **Redditch**

- 3.24 Redditch is one of the largest towns within Worcestershire and has a total population of 78,700 which has fallen from 78,800 in 2001 and these occupy about 35,000 households.

- 3.25 Redditch Station ground covers an area of approximately 65.64 square miles. The Station ground is located to the northeast of the county where approximately 1,170 incidents take place a year, approximately 12% of all Service operational activity. The Station ground is bordered by Bromsgrove to the northwest, Droitwich to the west and receives support from appliances from the West Midlands Fire Service and from Alcester, Warwickshire FRS.
- 3.26 Redditch Station has three appliances – one Wholetime and two Retained.

## Stations Call Profile

**Fig 12. All mobilisations by Redditch Station appliances within Redditch Station Area**

<b>Incident Type</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
False Alarms	631	706	650
Primary Fire	310	284	304
RTC	116	129	110
Secondary Fire	212	187	184
Special Service	135	112	130
Chimney Fire	16	11	21
<b>Total Mobilisations</b>	<b>1420</b>	<b>1429</b>	<b>1399</b>

- 3.27 Fig 13 shows how activity has been fairly static over the past three years, with a small drop in activity from 2009-2010. However, the third RDS appliance (273) has increased activity by 33%. Combining the two Retained appliances, their activity has dropped overall by 5%.

**Fig 13. Mobilisations by call sign**

<b>Call Sign</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>Total Mobilisations</b>
271 (RDS)	314	283	266	863
272 (WT)	1020	1054	1018	3092
273 (RDS)	86	92	115	293
<b>Total Mobilisations</b>	<b>1420</b>	<b>1429</b>	<b>1399</b>	<b>4248</b>

## Financial Overview

**Fig 14. Removal of Retained appliance 273**

<b>Description of Cost</b>	<b>Amount</b>
Current system (3 appliances)	£1,126,342
1 Wholetime appliance and 1 RDS appliance fixed costs	-£1,113,477
Variable Costs	+£7,324
<b>Total Savings</b>	<b>£20,189</b>

- 3.28 The cost saving for removing a Retained appliance at Redditch is less than that of removing the Retained appliances from Worcester or Hereford. Proportionate to overall financial costs at Redditch, removal of any RDS appliance equates to 2.5% of overall staffing costs.
- 3.29 The removal of one RDS appliance would result in the reduction of 4 posts at Redditch as opposed to 12 at Worcester and 15 at Hereford, due to current RDS establishments. The removal of the Wholetime appliance cost saving is approximately the same as for Hereford and Worcester (see Appendix 5, Crewing for Calculating Financials for more information).

## Operational Considerations

- 3.30 There are limited operational considerations to removing the third appliance from Redditch.
- 3.31 The potential impact on 13/16 attendances needs to be taken into consideration in relation to Warwickshire Fire and Rescue Service's closure of Studley Station and West Midlands Fire Service proposals to increase the cost of support into HWFRS Service areas.

## Conclusion

- 3.32 When viewing the available data, it is seen that from a performance perspective the loss of appliance 273 has minimal performance impact on the Station.
- 3.33 When considering these options against the wider operational resilience provided by the RDS, the removal of a third appliance from Redditch will have some impact.
- 3.34 In summation to lose approximately 33% of the station's frontline firefighting capability to save 2.5% of the station's salaries budget would not seem to offer a significant saving relative to the loss of strategic cover and skills.

<b>Option B4</b>	<b>Further Consider Alternative Crewing Options</b>
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- 3.35 Currently Redditch provides a cost efficient solution to providing three appliance level fire cover when compared to Hereford and Worcester. Further consideration of reviewing the Wholetime crewing arrangements at Hereford and Worcester offers the possibility of significant efficiencies with minimal change to the service to the communities. As an example; the second appliances at Hereford and Worcester could be crewed by Retained staff, such as the model that is used successfully at Redditch. This would potentially offer up to £700k (estimate) savings per Station.
- 3.36 Based upon the remaining levels of crewing from this review, it can be seen that the Service currently aspires to crew all Wholetime first appliances with a crew of five (four on the second appliance at Hereford and Worcester). However a crew of four is acceptable and can safely respond to all types of incident. Where necessary, to crew all Wholetime appliances with four Wholetime staff would reduce costs on the Resilience Register when crewing is depleted, for example due to sickness. Prior to the inception of the Resilience Register in 2008, it was commonplace for Wholetime appliances to regularly crew with four, when establishment levels were low, when training events were planned or when sickness levels were high.
- 3.37 Initial research shows that in 2010 Hereford and Worcester Stations responded as an initial combined two pump attendance to 189 primary fires in their own Station areas. The average time difference of arrival between the first and second appliance was 1 minute and 14 seconds. It can therefore be proposed that at Hereford and Worcester station under normal circumstances could crew with four personnel on each appliance, as they support each other so quickly, in most cases. In order to give this context, the 19 stand alone RDS Stations may often respond with one appliance and crew of four, dependant on the availability of RDS staff with a far greater time delay than 1 minute and 14 seconds for the next supporting appliance to arrive.

- 3.38 HWFRS has seen the innovative temporary use of alternate crewing types in its recent history. In looking at the options for the development of second pump alternate crewing types throughout the Service, indicative costs have been identified for a number of alternate crewing options.
- 3.39 There are several Fire and Rescue Services currently looking at positive crewing models where the Service responds to peak staffing demands presented on the day or night where they can be reasonably pre-planned.

## PART C

4. The Appropriate Number of Personnel on Each Watch at Wholetime and Day Crewed Stations

Option C2	Reduce Hereford and Worcester shift establishment from 14 to 12.5 and Droitwich, Evesham and Malvern establishments from 8 to 7
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## Context

- 4.1 Before considering each Option for Change separately the following findings should be noted:

- The current Service establishment figure is no longer fit for purpose and is seen to be excessive when compared to other Services of comparable size.
- It is desirable to operate crewing levels at 5 or 5/4, (5/4 equates to 5 on the first and 4 on the second at two appliance stations); however the Service can operate at minimum crewing of 4 or 4/4. This flexibility builds additional resilience of 8 staff into every day shift into both the current and any proposed system.
- The revised annual leave policy will assist in smoothing impacts to the establishment figures.
- A new approach to operational training delivery as part of the IRMP 2011/12 action plan will support any proposed new establishment figures with more locally delivered training with appliances remaining available for calls, instead of centralised training where spare capacity is used.
- Sickness and modified duties is effectively managed and relatively low on average.
- Unplanned absence is underpinned by the use of the Resilience Register and may be utilised to minimise any unplanned absence impacts to the Service. The current methodology of employing extra full-time staff for this purpose is not an efficient or sustainable model.

Fig 15. Current establishment figure

Station	Establishment per Watch	Total staff for Days	Total staff for Nights
Kidderminster, Bromsgrove and Redditch	3 x 7	21	21
Droitwich, Evesham, Malvern	3 x 8	24	On call
Hereford and Worcester	2 x 14	28	28
<b>Total</b>		<b>73</b>	<b>49</b>

- 4.2 Note: it should be noted that all calculations are based on standard ridership of 5 per appliance; however an additional 8 staff remain as resilience whereby appliances may ride with 4 at any time.

**Fig 16. Crewing Levels Required**

	<b>DAYS</b>	<b>NIGHTS</b>
Kidderminster, Bromsgrove and Redditch	15	15
Droitwich*, Evesham*, Malvern*	15	On call
Hereford and Worcester	18	18
<b>Standard crewing level</b>	<b>48</b>	<b>33</b>
<b>Minimum Crewing level</b>	<b>40</b>	<b>28</b>

\*On call between 1800hrs and 0800hrs

- **Standard** crewing, equivalent to 5 staff on each first appliance at Wholetime Stations. At Hereford and Worcester this means 5 on the first appliance and 4 on the second, giving a total of 9.
- **Minimum** crewing ridership equates to 4 staff on each first appliance at Wholetime Stations. At Hereford and Worcester this would mean 4 on the first and 4 on the second, giving a total of 8.
- When added together it is seen that HWFRS currently provides both a standard and minimum crewing figure of 48 or 40 staff respectively to provide its operational response on a day shift basis.
- **Available capacity:** This is the difference between the establishment figure employed by the Service of 73 in the day and 49 at night, and the standard crewing figure required to staff appliances to 5/4 of 48 in the day and 33 at night. This can be seen in Fig 17 below – available capacity for each days shift is up to 25 and 16 for nights.

**Fig 17. Available capacity**

	<b>DAYS</b>	<b>NIGHTS</b>
<b>Total Establishment</b>	73	49
<i>Deduct the amount needed for crewing</i>		
<b>Standard crewing figure</b>	<b>48</b>	<b>33</b>
<b>Available capacity</b>	<b>25</b>	<b>16</b>
<i>Note: based upon minimum figures crewing 4 gives greater capacity</i>	<b>33</b>	<b>21</b>

## How Available Capacity is Utilised

- 4.3 In establishing that the Service has an available capacity for both standard and minimum crewing levels, consideration needs to be given as to what factors can impact on these figures. Available capacity can be currently defined as the staffing complement required to cover planned and/or unplanned activities.
- **Planned** – forecasted absence such as annual leave and training delivery. Planned leave is centrally planned and locally co-ordinated and aims to minimise impacts on establishment figures.



- **Unplanned** – sickness and modified duties, parental leave, watch changes, temporary staff promotions and other leave types which cannot be forecast and that impact on the Service's residual capacity.

- 4.4 In considering the Service's historical absence data alone it can be seen that the Service has spare capacity. This spare capacity could then lower the Service's required establishment figure. This revised figure can be lowered again when introducing the Service's voluntary crewing mechanism - the Resilience Register (RR) – for example, for unplanned absences (see Fig. 18 below).
- 4.5 Operating costs for the RR fluctuate month on month. The Service may need to consider budgeting up to an additional £50,000 per annum to cover RR usage, with these proposed changes. This figure has been used within this report as an indicative figure to offset against financial savings realised from post reductions. Further development of the use of the RR would involve a review of current arrangements and the development of cost effective methods of securing the services of staff to fit this proposal.
- 4.6 Paying for staff when required to backfill for unplanned absences is significantly more cost effective than employing excess staff on a full-time basis.

**Fig 18. Effect of reduced posts on leave allocation and basic establishment figure and spare capacity**

Post reduction Option C2	Leave slots	No of leave groups	Staff on leave per shift	Standard crewing	Standard crewing + leave	Establishment figure	Spare capacity (excluding training & other leave etc)
Reduce to 12.5 and 7 Day Shift	574	46	12.50	48	60.5	67	6.5
Reduce to 12.5 and 7 Night Shift	394	46	8.60	33	39.6	46	6.4

- 4.7 The Service considers the competence of its staff to be of the highest importance and to that end has invested heavily in areas that secure the competence of its employees. The traditional methodology for delivering training within HWFRS and other Fire and Rescue Services has been to centralise the training approach with staff travelling individually to central venues. This approach when used excessively or out of necessity impacts significantly on crewing establishment figures.
- 4.8 During 2011 the Service has undertaken a training review. This review determined that a change in delivery methods will occur. A revised training approach will concentrate on crew based training, with appliances travelling to training venues as a collective and providing operational cover if required from that venue. There will still be limited occasions where individuals will have to attend a central training delivery but this will be the exception. Implementation of the training review will then add further staff capacity into the system.



## Operational Considerations

- 4.9 There are no operational considerations as to why this staffing figure cannot be applied. The collective reduction in staffing numbers will require the careful management of day-to-day staffing levels and the effective planning of leave, but it will benefit significantly from the positive impacts of the training review and the additional staffing capacity that this will provide.

## Financial Overview

- 4.10 Cost savings in relation to this option equate to £682,464
- 4.11 Continued usage of the RR may impact on cost savings against this proposal. It is envisaged that an additional £50,000 to the current budget may be required to consolidate this proposal. It is considered, however, that with the introduction of management efficiencies as previously highlighted, this additional allocation may not be needed.

Fig 19.

Station	Post Reductions	Financial Savings
Hereford and Worcester	12	£435,192
Droitwich, Evesham, Malvern	6	£247,272
<b>Total</b>	<b>18</b>	<b>£682,464</b>

## Conclusion

- 4.12 When reviewing all available data and considering staff concerns, it is determined that a reduction of establishment at Day Crewed Stations from 8 to 7 and a reduction of establishment at Hereford and Worcester from 14 to 12.5 is a viable option. This would realise a reduction of 18 posts – (1.5 x 8 shifts at Hereford and Worcester, and 1 x 6 shifts at Droitwich, Evesham and Malvern).
- 4.13 There are no operational considerations that would prohibit its successful implementation.
- 4.14 Financial savings potentially equate to **£682, 000.**

## Recommendation 4: Consultation Programme

### 1. Background

This report highlights the proposed consultation programme for Recommendation 4 which states: *‘we will review our fire cover and response arrangements’*. Recommendation 4 reviewed the following:

1. The current crewing arrangements at Bromsgrove.
2. The requirement of a third Appliance at Hereford, Worcester and Redditch.
3. The appropriate number of personnel on each watch at Wholetime and Day Crewed stations.

In considering the three elements above, there are a proposed a range of options for change. In compiling Recommendation 4 key objectives were:

1. To deliver a range of proposals that are balanced and proportionate.
2. To deliver a range of options that would not compromise operational standards or safety.

Proposals within Recommendation 4 will primarily only affect internal stakeholders, based upon this the consultation audience is internal staff.

## **2. Objectives of our consultation**

In line with the principles of consultation based upon proportionality it is proposed that the duration of the consultation programme will be 8 weeks. The programme will begin on March 8<sup>th</sup> 2012 and conclude on May 4<sup>th</sup> 2012.

This duration and programme has been determined by the following:

1. Extensive information gathering exercises have already been conducted with affected stakeholders prior to and during the formulation of the Recommendation 4 review.
2. The relevant information will be published and direct contact will be programmed for those groups affected in order to document their feedback. (See Consultation Programme of Visits).
3. Whilst partners and other interested groups will be consulted, a wider program of broad public consultation is not proposed as the outcomes of this review do not change the provision of service to the community, in either response times or numbers of fire appliances.

Our consultation objectives are:

- To offer the opportunity to those most affected to share their views regarding the recommendations proposed and to offer the opportunity for discussion.
- To listen and record both positive views and concerns, as well as understand how the impact of these changes is perceived.
- To provide the facts and context to the proposed changes.

## **3. How we will engage**

The table below outlines our engagement strategy for all groups. The intent is to make the consultation effective by creating environments where views can be expressed. A summary of our target groups can be seen below.

(A more detailed overview can be found within the Consultation Programme of Visits)

Group	Method of engagement
Staff	<ul style="list-style-type: none"><li>• Visits to all affected stations.</li><li>• Attendance at command and managerial forums and meetings</li><li>• Attendance at RDS forums</li><li>• Provide access to key staff for discussions and “round table” meetings where necessary.</li></ul>
Public	<ul style="list-style-type: none"><li>• Promulgation through media to highlight proposals as it is likely that these will be reported post Committee and publishing on information on website.</li></ul>
Partners	<ul style="list-style-type: none"><li>• Statutory partners will be made aware of our proposals through existing networks.</li></ul>
Representative Bodies	<ul style="list-style-type: none"><li>• A full programme of engagement will be conducted with representative bodies regarding these proposals.</li></ul>
Media	<ul style="list-style-type: none"><li>• Proactive engagement with media (See below)</li></ul>

#### **4. Media coverage**

It is envisaged that there may be some media interest regarding these proposals. The Service will focus on three key messages in this consultation exercise, which are:

1. No changes to the existing provision of fire cover to the public
2. Reduced cost to the public purse
3. No redundancies as a result of these changes

The purpose of proactive engagement with the media is to ensure the facts are presented and information is available to those who are concerned. By adopting this strategy the Service can assist by presenting the facts.

A full consultation programme has been planned and is available for Members on request.

## **6. Response to Consultation on the Draft National Framework for England**

### **Purpose of report**

1. To introduce the Draft Fire and Rescue National Framework for England to the Policy and Resources Committee and provide a draft response to the consultation invitation.
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### **Recommendation**

***The Chief Fire Officer recommends that the Policy and Resources Committee approves on behalf of the Authority the response to consultation on the Draft National Framework for England.***

### **Introduction and Background**

2. On 13 December 2011, the Right Honourable Bob Neill MP, Minister for Fire Department for Communities and Local Government (DCLG) wrote to Fire and Rescue Authorities introducing the consultation on a new draft Fire and Rescue National Framework for England. Section 21 of the Fire and Rescue Services Act 2004 provides the statutory authority for the National Framework and requires:
  - a) The Secretary of State to prepare a National Framework for Fire and Rescue Authorities;
  - b) The Secretary of State to consult with representatives of fire and rescue authorities and their employees before making significant changes to the Framework;
  - c) The Secretary of State to bring the Framework and any significant revisions to it, into effect by a statutory instrument subject to annulment in either of the Houses of Parliament; and
  - d) Fire and rescue authorities to have regard to the Framework in carrying out their functions.
3. The previous National Framework 2008-11 was time-bound, the current draft is proposing to have an "open ended duration".
4. The lead priorities of the Framework are for Fire and Rescue Authorities(FRAs) to:
  - a) identify and assess the full range of fire and rescue related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately;

- b) work in partnership with their communities and a wide range of partners locally and nationally to deliver their service; and
  - c) be accountable to communities for the service they provide.
- 5. The introduction of the draft document is clear in that the Framework is about setting out high level expectations and not prescribing operational matters that are best determined locally by FRAs.
- 6. Within 13 sides of text, there are no less than 18 occasions when the FRA is instructed that it “must” undertake a specific requirement. It is difficult to find a similar tone in other framework documents and plans that are developed by Ministerial departments. Indeed the previous National Framework for 2008-11 makes use of the “must” requirement on fewer occasions.
- 7. Following the introduction there are four chapters plus footnotes and an annex. A reader’s summary of these chapters is provided in Appendix 2.

### **Consultation Response – Key Areas of Concern**

- 8. It is a professionally held view that the draft framework appears overly prescriptive with too many absolute duties. There also appears to be a lack of balance between localism and centralism in this document. It was hoped that the term “where reasonably practicable” would have been used more prevalently. With the change of central government and the focus on localism it appears that an opportunity has not been taken to allow local FRAs to deliver services through locally determined and locally assessed processes.
- 9. Before the promulgation of this document it was a widely held belief that the coalition government wanted more local determination, it is perhaps surprising that there is now an absolute requirement for an Integrated Risk Management Plan (IRMP). It might have been more appropriate for central government to have stated its desired outcomes in terms of reducing community risk through areas such as prevention, protection and response, but not, as it would appear, to designate the method for achieving this, i.e. an IRMP.
- 10. It appears that there is little recognition of Service’s very real resource limitations, which for all FRAs is a significant factor in determining responses and controls to the risks that FRAs are being asked to identify and document.

### **Supplementary Points**

- 11. There is a strong possibility, based upon this draft framework, that the subsequent IRMP will be easily drawn into areas of unnecessary detail and fail to remain the strategic framework it is designed to be. There is some potential for interpretation, or misinterpretation, in many areas and this could lead to the reintroduction of significant (mainly administrative) burdens. This may divert resources from the front line and reintroduce the bureaucracy associated with previous regimes. It is suggested that additional clarity and guidance is needed to alleviate these concerns.

12. There are a few areas where fundamental issues arise, such as it is felt that a partnership between organisations cannot be mandated as is the case in the draft document.

### **Hereford & Worcester Fire and Rescue Authority's (HWFRA) Draft Consultation Response**

13. This consultation provides the Authority with the opportunity to comment on the Government's priorities and objectives for FRAs. (Appendix 2 HWFRA Draft Consultation Response to the National Framework).

### **Conclusion/Summary**

14. Section 21 paragraph (7) of the Fire and Rescue Services Act states "Fire and Rescue Authorities must have regard to the Framework in carrying out their functions". Whilst there continues to be debate on whether "have regard" translates to consideration or compliance, the next section of the Act provides powers of intervention to the Secretary of State for those fire and rescue authorities that are failing, or is likely to fail, to act in accordance with the Framework. It would therefore appear to be the responsibility of FRAs to comply with the Framework unless they have a compelling reason not to do so.
15. Whilst the introductory letter sought to reset the relationship between the centre and local FRAs the dominance of "must" do directives detracts from this early and worthy intention.
16. Finally, the ambition and requirements within the Framework are currently not grounded to their actual costs and therefore cognisance of the current FRA fiscal climate is required considering that there will be more limited functions and capacity in the future.

### **Financial Considerations**

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are financial issues that require consideration	Y	

### **Legal Considerations**

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	N	

## Additional Considerations

17. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e. paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	N	
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	Y	
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	N	
<b>Consultation with Representative Bodies</b>	Y	

## Supporting Information

Appendix 1 –Detailed Draft Consultation Response to National Framework

Appendix 2 – Overview of Draft National Framework (Readers guide)

Background papers : Draft National Framework

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**Draft National Framework 2012**  
**Hereford and Worcester Fire and Rescue Service Consultation Responses**

Key areas of Concern

- a) The draft framework is overly prescriptive with too many absolute duties. There is a lack of balance between localism and centralism in this document and it would be expected that the term “where reasonably practicable” would be more prevalent. With the change of central government and the focus on localism it is disappointing that an opportunity has not been taken to allow local FRAs to deliver services through locally determined and locally assessed processes.
- b) Following the belief that the coalition government wanted more local determination, it is surprising that there is an absolute requirement for an IRMP. It would be more apt for central government to state the desired outcomes in terms of a joined up approach to reducing prevalent community risk through prevention, protection and response, but not to designate the method for achieving this, i.e. an IRMP.
- c) There is little recognition of resource limitations, which is a significant factor in determining responses and controls to the risks that FRAs are being asked to identify and document. The term “cost effective” is only mentioned once.
- d) Many of the mandated requirements may easily become overly detailed, onerous, time consuming and bureaucratic. There appear to be few strategic boundaries and a vision for the future is not entirely clear.
- e) Ownership of certain areas appears unclear especially surrounding the national resilience “gap” analysis, as well as the audit, accountability and assurance measures.

Supplementary points:

- Engagement with CFOA and other recognised organisations is welcomed to develop this framework. We are not convinced that this engagement has been early enough in the process to inform the frameworks authors views.
- There is a strong possibility, based upon this draft framework, that the IRMP will be easily drawn into areas of unnecessary detail and fail to remain a strategic framework which fire and related risks within an area are to be addressed. There is considerable potential for interpretation, or misinterpretation, in many areas and this could lead to the reintroduction of significant (mainly administrative) burdens. This will divert resources from the front line and reintroduce bureaucracy associated with previous regimes. Clarity and guidance will be required to alleviate these concerns.



- There are a few areas where fundamental issues arise, such as a partnership between organisations cannot be mandated.
- The provision of comparable data and accountability for key areas, has the potential to create a significant administrative burden if it to be governed by, or aligned to national requirements.

Consolidated staff commentary.

The following constitutes a more detailed perspective of the wider consultation views of our staff in relation to the draft National Framework:

Priorities for FRAs	Comments
1 identify and assess the full range of fire and rescue related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately;	There is the potential that this requirement becomes too detailed. Clarity is required to define and ensure it is a strategic level assessment against local and national risk registers, alongside existing assessments such as Generic Risk Assessments. “Fire and Rescue related risks” should be defined as fire and road related rescues, as currently the FRA has no statutory duty to deal with rescues outside of those from fire and road traffic collisions. The framework should also state “all reasonable risks” rather than attempt to be too definitive.
2 work in partnership with their communities and a wide range of partners locally and nationally to deliver their service; and	Whilst this concept is accepted, it is not reasonable to mandate FRAs with the term “must”. A partnership cannot be voluntary on one side and mandated on another.
3 be accountable to communities for the service they provide.	This is accepted and many of the existing arrangements provide for this already.

## Safer communities

Expectation	Comments
<p>1.3 Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all fire and rescue related risks that could affect their communities, including those of a cross-border, multi-authority and/or national nature. The Plan must have regard to the Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.</p>	<p>Emphasis on national and local risks as well as the LRF, provides the basis for a strategic assessment to be undertaken. There is a danger the term “must produce....all fire and rescue related risk”, could lead to an overly detailed, tactical level assessment that becomes a bureaucratic burden.</p>
<p>1.6 Fire and rescue authorities must work with communities to identify and protect them from risk and to prevent incidents from occurring.</p>	<p>Working with communities is accepted in this manner, although the dwindling resources in the public sector will affect this aspect of the draft framework. An understanding of the reduced resources must be considered when mandating this approach. The term “where reasonably practicable” should be used in relation to this matter.</p>
<p>1.7 Fire and rescue authorities’ integrated risk management plan must:</p> <ul style="list-style-type: none"> <li>▪ demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities, through authorities working either individually or collectively, in a cost effective way; and</li> <li>▪ set out their management strategy and risk based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the current Statutory Code of Compliance for Regulators and Enforcement Concordat.</li> </ul>	<p>The Service feels that current arrangements align with this mandate. Note is made again of the implied “must” within this section.</p>

1.8	Fire and rescue authorities must make provision to respond to incidents such as fires, road traffic accidents and emergencies within their area and in other areas in line with their mutual aid agreements and reflect this in their integrated risk management plans.	In place.
1.11	Fire and rescue authorities must have effective business continuity arrangements in place to meet the full range of service delivery risks.	Acknowledgement of the limited available resources and the reality of certain circumstances which may prevent “business as usual”, such as severe weather and industrial action is required. Contingency levels of Service Delivery are usually reduced with diminished availability of resources.
1.12	Fire and rescue authorities must collaborate with other fire and rescue authorities to deliver interoperability.	Define interoperability? To what level and why?  This should be reworded to reflect “should where it is possible, mutually beneficial and effective”, not “must”
1.14	Fire and rescue authorities must collaborate with other fire and rescue authorities, other emergency services, wider Category 1 and 2 responders and Local Resilience Forums to ensure interoperability.	As above, this is “should” and not “must”. However this is already covered in the Civil Contingencies Act?
1.18	Fire and rescue authorities need to have the necessary capability in place to manage the majority of risks that may face their area, either individually or collectively through collaborative arrangements with other fire and rescue authorities and responders	This is accepted, subject to available resources in the host and neighbouring FRAs.
1.22	Fire and rescue authorities must engage with agreed strategic governance arrangements in order to support discussions and decision making in relation to national	Does this relate to existing arrangements or to any that are yet to be formulated?

resilience.	
1.24 Fire and rescue authorities' risk assessments must include an analysis of any gaps between their existing capability and that needed to ensure national resilience (as defined above).	This appears sensible, but more detail on the process and mechanisms is required.
1.26 As part of their analysis, fire and rescue authorities must highlight to the Department for Communities and Local Government, through agreed strategic governance arrangements, any capability gaps that they believe cannot be met even when taking into account mutual aid arrangements, pooling and reconfiguration of resources and collective action.	Whilst FRAs are well placed to support the gap analysis, it appears overly burdensome to mandate FRAs with this responsibility. This could be defined by the strategic governance arrangements?
1.28 Fire and rescue authorities must work collectively, through agreed strategic governance arrangements, with the Department for Communities and Local Government to agree whether and/or how to address any capability gap, identified through the gap analysis.	
1.32 In order to meet the requirements of this Framework, fire and rescue authorities must work in partnership with their communities and a wide range of partners locally and nationally.	A partnership is a two way process that needs to be mutually viable and beneficial. One side of a partnership cannot be mandated. It can be agreed that FRAs should endeavour to work with a wide range of local partners and communities when appropriate, but this should not be mandated for FRAs whilst it is not mandated for the potential partners.

## Accountable to communities

Expectation	Comments
<p>2.3 Fire and rescue authorities' integrated risk management plans must:</p> <ul style="list-style-type: none"> <li>▪ be easily accessible and publicly available</li> <li>▪ reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies, and partners</li> <li>▪ cover at least a three-year timespan and be reviewed and revised as often as it is necessary to ensure that fire and rescue authorities are able to deliver the requirements set out in this Framework; and</li> <li>▪ reflect up to date risk analyses and the evaluation of service delivery outcomes.</li> </ul>	<p>There is a concern over current levels of engagement back from communities and partners who are sometimes overly "consulted" upon, leading to varying levels of apathy. This should not be seen as a barrier, but certainly acknowledged as a potentially limiting factor.</p> <p>A three year time span is accepted, with regular reviews. No further requirements should be included.</p>
<p>2.4 The fire and rescue authority must hold their Chief Fire Officer/Chief Executive to account for the delivery of the fire and rescue service.</p>	<p>We find this a bizarre and overly aggressive statement to put in the national framework as FRAs are well used to working in collaboration with the CFO to deliver the functions of the fire and rescue service.</p>
<p>2.5 Fire and rescue authorities must have arrangements in place to ensure that their decisions are open to scrutiny.</p>	<p>Accountability to our communities and transparency are reasonable and fair. The performance of an FRA should be open to scrutiny and easily accessible, however previous burdens of performance management must be avoided.</p>
<p>2.8 Fire and rescue authorities must make their communities aware of how they can access comparable data and information on their performance.</p>	<p>How does this align with the current localism agenda and de-centralisation of performance measurements by DCLG?</p> <p>Publishing meaningful data to our communities is already in place through existing mechanisms (Such as Freedom of Information Act - publications scheme requirements in accordance with the ICO), however FRAs should be permitted to publish their own data and not compelled to meet any national models etc. Trying to measure and publish data against national targets and mechanisms does not work and is often unfair and misleading</p>

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	and the collection of data and subsequent analysis os prone to wide variations.
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## Assurance

Expectation	Comments
<p>3.2 Fire and rescue authorities must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in their integrated risk management plan and the requirements included in this Framework. To provide assurance, fire and rescue authorities must publish an annual statement of assurance.</p>	<p>What does this actually mean and what will it involve? This appears to be an additional burden on an Authority without a stated purpose or specified outcome.</p>
<p>3.4 In addition to the assurance arrangements detailed above, fire and rescue authorities must work collectively to provide assurance to government, through agreed strategic governance arrangements, that:</p> <ul style="list-style-type: none"> <li>▪ risks are assessed, plans are in place and any gaps between existing capability and that needed to ensure national resilience are identified</li> <li>▪ existing specialist national resilience capabilities are fit-for-purpose and resilient; and</li> <li>▪ any new capabilities that fire and rescue authorities are commissioned to deliver by government are procured, maintained and managed in the most cost-effective manner that delivers value for money whilst ensuring capabilities are fit-for-purpose and resilient.</li> </ul>	<p>How will this be resourced and coordinated?</p> <p>The gap analysis process for NR assets needs clear guidance to quantify of level of risk presented.</p> <p>This whole section appears to be a requirement for an inspection regime that has previously been the responsibility of the HMI or the Audit Commission and is therefore a new burden. Will funding be available?</p>



## Consultation questions

Question	Comments
<p>1 Is the content of each chapter clear, specific and proportionate?</p>	<p>The document refers throughout to giving FRS's freedoms to plan their own activities and priorities and not be told by central government what to do, yet there are repeated statements throughout stating that we <b>must</b>. This is inconsistent with current governmental messages?</p> <p>There is considerable potential for interpretation or, misinterpretation in many areas and could lead to the reintroduction of significant (mainly administrative) burdens. This will divert resources from the front line. Clarity and guidance will be required to alleviate these concerns.</p>
<p>2 Does the draft National Framework set clear and appropriate expectations of fire and rescue authorities? If not, how could it be improved?</p>	<p>The expectations appear clear; however they are in many cases not appropriate and are disproportionate. This could be improved by greater acknowledgement of limited resources and a clear direction on ensuring this process does not become overly burdensome and bureaucratic. A shift in accountability cannot be disguised as localism.</p>
<p>3 Are the respective roles of fire and rescue authorities and the Government set out clearly? If not, how could they be improved or made clearer?</p>	<p>Roles appear to be clear, however some areas seem to place responsibilities on FRAs when CLG must at least be jointly accountable.</p>
<p>4 Do the requirements for fire and rescue authorities on scrutiny, access to comparable performance data and assurance go too far or not far enough?</p>	<p>These requirements do not need to go any further. The requirements are broadly accepted; however the provision of meaningful data that can allow for comparison is appropriate and very different to "comparable data". The term comparable data suggests all FRAs would produce the same, this is not viable, reasonable or realistic.</p>

### Draft Fire and Rescue National Framework – Summary of Content

#### Chapter 1 – Safer Communities

1. This chapter outlines a requirement for each Fire and Rescue Authority (FRA) to produce an Integrated Risk Management Plan (IRMP) that assesses all fire and rescue related risks that could affect the communities, including those of a cross-border, multi-authority and/or national nature. This extended definition of the IRMP outlines a common thread for local and national resilience that runs through the Framework.
2. Chapter 1 outlines the process of identifying and assessing risk, and thereafter how the FRA should plan to prevent risk and protect communities, and to respond to incidents. Whilst these are somewhat expected, what is noticeable by its absence is any mention or indeed vision of the future possibilities for fire and rescue services in respect of the Big Society, Localism, engagement with the voluntary sector and other policy strands being supported by the Government.
3. In terms of response, considerable emphasis is placed on the requirement for interoperability with other Category 1 and Category 2 responders of Local Resilience Forums. There is however no explanation as to whether similar requirements of interoperability have been issued to those responder by their “parent” Ministerial department and what the overarching arrangements/relationships are in relation to the on-going National interoperability work.
4. This first chapter is the most substantive and outlines the process of a national risk assessment, gap analysis and the need to ensure that FRAs have the necessary and resilient capability in place.
5. The chapter also outlines FRAs engaging in agreed strategic governance arrangements in respect of national resilience. On 15 December 2011, details of these arrangements were circulated, together with a number of consultation questions..
6. Chapter 1 also requires FRAs to ensure that their risk assessments include an analysis of any gaps between existing capability and that needed to ensure national resilience. Thereafter, any gaps must be highlighted to DCLG through the agreed strategic governance arrangements.
7. There are subsequent requirements for FRAs to thereafter agree how any capability gap can be addressed with final decisions on whether a new capability is required to be for Ministers to decide. This will obviously be an issue for concern, as the Governments ambition (indeed requirement) for fire and rescue services to have more responsibility for national resilience comes during a period when many are in fact downsizing, limiting and/or reprioritising their capacity to address key and core statutory functions.

#### Chapter 2 - Accountable to Communities

8. This chapter places significant emphasis on the integrated risk management planning process and states that FRAs IRMPs must:
  - a) be easily accessible and publicly available;
  - b) reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners;

- c) cover at least a three-year timespan and be reviewed and revised as often as it is necessary to ensure that fire and rescue authorities are able to deliver the requirements set out in this Framework; and
  - d) reflect up to date risk analysis and the evaluation of service delivery outcomes.
9. This chapter also outlines the requirement to hold the Chief Fire Officer to account and to ensure that FRAs have arrangements in place to ensure their decisions are open to scrutiny.
  10. There is a brief comment in respect of inviting members of upper tier authorities to form part of a scrutiny panel.
  11. This chapter also progresses the Government's priority of transparency and provides a requirement on FRAs to make their communities aware of how they can access comparable data and information on their performance.

### **Chapter 3 - Assurance**

12. This chapter introduces future work that the Government will be undertaking with FRAs in respect of FRAs publishing an Annual Statement of Assurance. Whilst it states that the contents of the Assurance Statement should already exist, it does make mention of the need for FRAs to ensure an element of independent scrutiny of the statement.
13. Chapter 3 also reinforces previous requirements in respect of providing assurance to Government through agreed strategic governance arrangements in respect of resilience. These proposed arrangements were developed further in a joint DCLG/CFOA Discussion Paper, which also invited comments on a number of consultation questions. A summary of the Discussion Paper follows at paragraph 17 onwards, below.

### **Chapter 4 – Legislative Context, Timescale, Scope**

14. This chapter reminds the reader of the statutory basis for the National Framework and also the expectations of Government that FRAs and the political and professional leadership will put in place processes to ensure accordance with the Framework.
15. This chapter also outlines the intervention powers of Government which will only be used as a last resort.
16. Finally, the chapter outlines other appropriate statutory requirements, including the Civil Contingencies Act 2004.

### **Strategic Governance Arrangements for Fire and Rescue National Resilience**

17. On 15 December 2011, the Department for Communities and Local Government (DCLG), together with the Chief Fire Officers' Association (CFOA), circulated a discussion paper together with five consultation questions on proposals for the strategic governance arrangements for fire and rescue national resilience. The proposals compliment commitments within the draft Fire and Rescue National Framework and outline proposed governance arrangements that enable the Government and fire and rescue authorities to work together to address national resilience risks.
18. The draft Framework states that, occasionally, fire and rescue authorities will be required to respond to incidents of such scale and/or complexity that local resources may be insufficient, even when taking into account mutual aid agreements, pooling and reconfiguration of resources and collective action. These risks need to be planned for on a strategic, national basis and are termed national resilience risks.

19. The proposed strategic governance arrangements will provide a forum for fire and rescue authorities and fire professionals to engage with central Government to:
- a) reach a joint understanding of national resilience risks and priorities, and current fire and rescue capability in relation to those risks, based on fire and rescue authorities' risk assessments, gap analyses and other relevant processes;
  - b) agree whether any new and/or emerging national resilience risks identified by central Government have a fire and rescue role; identify any capability gaps and/or any redundant capability;
  - c) agree whether any capability gaps can be filled through reconfiguration of existing capability or innovative solutions;
  - d) if not, determine whether and/or how to fill any capability gaps;
  - e) provide advice to Ministers on fire and rescue national resilience capability and, where necessary, produce costed options for how new capability can be built, taking into consideration the likelihood/impact of the risk and funding pressures;
  - f) provide a route for Government to commission and fund new capability from fire and rescue authorities, if required and where agreed by Ministers;
  - g) provide a mechanism through which fire and rescue authorities provide assurance to Government that agreed capabilities are in place and fit-for-purpose; and
  - h) consider strategic interoperability and interoperability issues, including issues identified through cross-Government work.
20. The full report builds on the above and outlines the structure of the new arrangements, together with the route for identifying, assessing and planning for national resilience risks. Key to these arrangements is the proposal to establish a Strategic Resilience Board to form the focal point between Government and stakeholders. The current National Resilience Board would thereafter become the delivery arm of the Strategic Resilience Board.

## **7. Fire Authority Plan 2011-2012 – Third Quarter Performance Analysis**

### **Purpose of report**

1. To provide the Policy and Resources Committee with a summary of the third quarter performance against the Fire Authority Plan 2011-2012.

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### **Recommendation**

***The Director of Corporate Services recommends that the Policy and Resources Committee note the content of this report.***

### **Introduction**

2. This is the third quarterly report for 2011-2012 on the Service's performance against the 2011-2012 Fire Authority Plan. It provides an update on the performance of Hereford & Worcester Fire and Rescue Service during the third quarter 2011-2012.
3. The information about the Service's performance is organised according to the four strategic direction categories agreed as part of our Fire Authority Plan for 2011-2012. Under each of these there is a description of the main highlights of performance.
4. For 2011-2012, a new suite of indicators was developed using external guidance from CIPFA (Chartered Institute of Public Finance and Accountancy) and CFOA (Chief Fire Officers Association) and were prioritised as Key Performance Indicators (KPI), Primary Indicators or Secondary Indicators. Each of the performance indicators was allocated an owner and where possible, stretched targets were set.
5. The target setting process involved the Performance and Information Department and the relevant departments working in collaboration, informed by previous years' data and trend forecasts.

### **Summary**

6. Both the Fire Authority Plan 2011-2012 and IRMP 2009-2012 made clear that the focus remains on home safety for our most at risk groups. The need for such focus was evident again this quarter when the potential for loss of life is highlighted at each accidental dwelling fire that the Service attends.
7. The Service has succeeded in improving outcomes across a wide range of indicators through the third quarter and is on track to achieve performance targets in the following Key and Primary Indicators:

#### **Community:**

- Number of RTCs (Road Traffic Collisions) attended by the Fire and Rescue Service
- Total Number of Special Service calls attended per 100,000 population
- Percentage of dwelling fires where no smoke alarm was fitted

- Standards of Fire Cover – Enhanced Rescue Capability 20 minutes
- Confirm continued full alignment with BS25999-1: 2006 (Business Continuity), verified through external audit
- Injuries from Accidental Dwelling Fires per 100,000 population
- Total number of serious injuries on our roads in Worcestershire attended by the FRS
- Number of chimney fires per 100,000 population
- Standards of Fire Cover - Firefighters (5&4)
- Percentage of appliance mobile within 6 minutes

#### Organisational Development:

- Percentage of undisputed invoices paid within 30 days
- Percentage of persons making a complaint satisfied with the handling of those complaints
- Percentage of corporate policies reviewed, updated and completed within specified timescales

#### Finance & Resources:

- Percentage of malicious calls attended
- Number of Alarms caused by automatic fire detection equipment per 1,000 non-domestic properties

8. The Service intends to continue to increase its focus on other Key and Primary Indicators where continuous improvement is required for the remainder of 2011-2012:

#### Community:

- Injuries from Primary Fires per 100,000 population
- Total Number of Fires attended per 100,000 population
- Standards of Fire Cover – First appliance to arrive in 10 minutes (75%) to fires in buildings
- Number of secondary fires per 100,000 population
- Number of Deliberate Secondary fires per 10,000 population
- Number of Fires in Non-domestic premises per 1,000 properties

#### People:

- Working days/shifts lost to all staff sickness absence per head
- Working days lost sickness absence per head - Non-Uniformed

## Financial Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are financial issues that require consideration	No	

## Legal Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	No	

## Additional Considerations

9. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e. paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	No	
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	No	
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	No	
<b>Consultation with Representative Bodies</b>	No	

## Conclusion/Summary

10. The Policy and Resources Committee will continue to receive reports with detailed information on the measures the Service is taking to achieve its targets and where improvements are required.

## Supporting Information

Appendix 1 – Fire Authority Plan 2011-2012 – Third Quarter Analysis -  
Performance Indicators

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## Fire Authority Plan 2011-2012 – Third Quarter Analysis - Performance Indicators

### 1. Operational Activity Report by category

- 1.1. The first section of this report focuses on operational activity in terms of fires, special services and false alarms. It also provides the overall headlines from Quarter 3 and compares against the same quarter in 2010-2011:

#### Total Number of Fires Attended

	Quarter 3 2010-11	Quarter 3 2011-12	Percentage change
Primary Fires	277	277	0.0%
Secondary Fires	135	213	+57.8%
Chimney Fires	104	65	-37.5%
<b>Total Fires</b>	<b>516</b>	<b>555</b>	<b>+7.6%</b>

(Table 1 – Total Fires Q3 10-11 and Q3 11-12)

- Primary fire numbers are the same as last year - building fires have increased
- Secondary fires increased due to dry conditions lasting into October 2011
- Chimney fires have seen a significant reduction of 37.5% during this period

#### Special Service Incidents

	Quarter 3 2010-11	Quarter 3 2011-12	Percentage change
RTC Incidents	178	179	0.6%
Flooding	178	14	-92.1%
Other Special Services	243	186	-23.5%
<b>All Special Services</b>	<b>599</b>	<b>379</b>	<b>-36.7%</b>

(Table 2 – Special Services Q3 10-11 and Q3 11-12)

- RTC incident numbers are constant against the same quarter last year
- Special Services reduced significantly when compared with the same quarter last year (Christmas 2010, prolonged cold weather conditions)

#### False Alarm Incidents

	Quarter 3 2010-11	Quarter 3 2011-12	Percentage change
Malicious False Alarms	13	15	15.4%
False Alarm Good Intent	222	175	-21.2%
Automatic False Alarms	877	680	-22.5%
<b>Total False Alarms</b>	<b>1112</b>	<b>870</b>	<b>-21.8%</b>

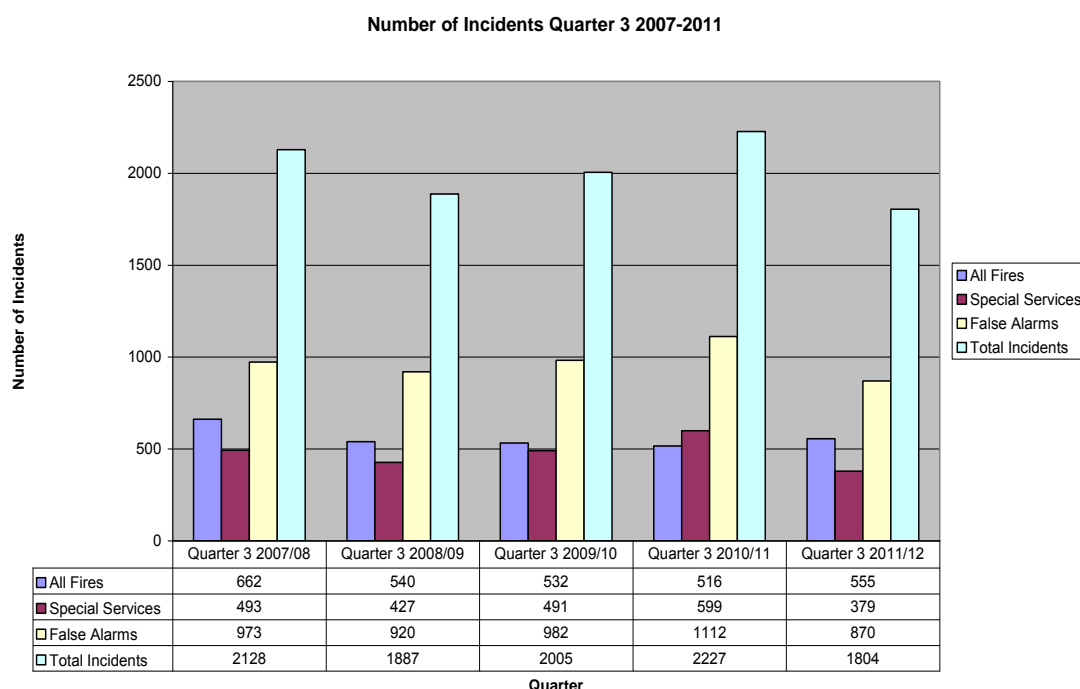
(Table 3 – False Alarms Q3 10-11 and Q3 11-12)



- There was a slight rise in malicious false alarms compared with last year
- 18.5% AFA reduction in non-domestic premises (424 compared with 520 in Q3 last year)
- 28.3% AFA reduction in domestic premises (256 compared with 357 in Q3 last year)

## **Overall Operational Activity**

- 1.2. Figure 1 below demonstrates overall operational activity during Quarter 3 2011-2012 compared with the third quarter in the previous 4 years:



*(Figure 1 – Comparative number of incidents Q3 2007/08-2011/12)*

- 1.3. Total incident numbers for Quarter 3 2011-2012 show a decrease on the same quarter last year. This has led to the lowest Quarter 3 total number of incidents attended in the last five years.

## **Intervention activities**

- 1.4. Initiatives designed to respond to general increases in operational activity include tasking groups such as MATAC (Multi-Agency Tasking group) which aim to respond quickly to particular problems area through a combined multi-agency approach.
- 1.5. Although there are no discernible patterns to the increase in secondary fires, making targeted intervention difficult, the Service continues to focus on partnership activities with our local partners to tackle secondary fires and arson. Further details of these activities are included later in this report.
- 1.6. A number of activities have been initiated regarding chimney fires, including press releases in partnership with B&Q to advise on the dangers of chimney and wood burner fires, and the distribution of chimney safety leaflets within

B&Q shops. In addition, Community Safety Advisor have been targeting cooking safety issues within their respective areas.

### **Primary Fires**

	<b>Quarter 3 2010-11</b>	<b>Quarter 3 2011-12</b>	<b>Percentage change</b>
Building Fires	177	195	+10.2%
Road Vehicle Fires	88	70	-20.5%
Outdoor Fires	12	10	-16.7%
<b>Total Fires</b>	<b>277</b>	<b>277</b>	<b>0.0%</b>

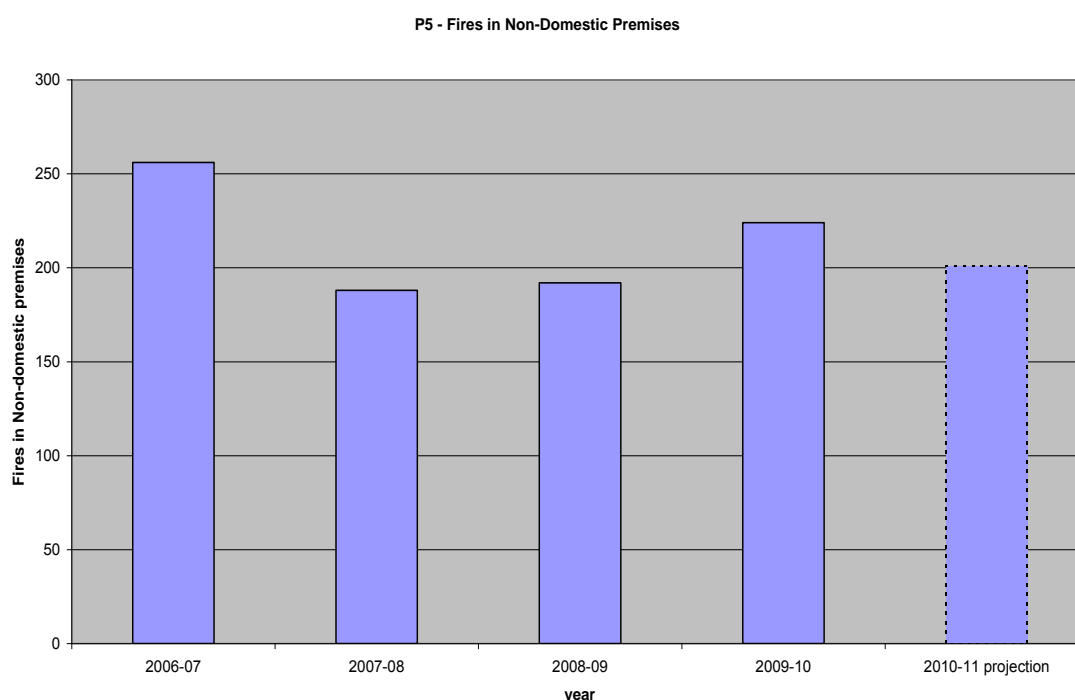
*(Table 4 – Primary Fires Q3 10-11 and Q3 11-12)*

- 1.7. As can be seen in Table 4 the Service attended the same number of primary fires in Quarter 3 2010-11 as in Quarter 3 2011-12 (0.0% change).

### **Non-Domestic Fires**

- 1.8. Table 4 also demonstrates that building fire occurrences have increased in Quarter 3 when compared with the same quarter last year. We are projecting 201 fires at non-domestic premises compared with a target of 190. Analysis shows that:

- We attended 54 non domestic fires this quarter against 49 Q3 last year
- 45 of the 54 non-domestic fires were accidental and 9 were deliberate
- 44 were in non-residential premises and 10 in other residential properties not classed as dwellings



*(Figure 2 – Non-Domestic Fires Q3 2007/08-2011/12)*

## **Intervention**

- 1.9. Each non-domestic premises experiencing a fire received a post fire audit by the TFS department. The TFS department who have continued to develop a system to interrogate the incident data more easily and more frequently in order to identify any trends which may help to better target education activity.

## **Attendance Standards – Fires in Buildings**

- 1.10. Despite an increase in the number of building fires when compared with the same quarter last year, the Service has met its attendance standard on 68.37% of occasions in Quarter 3 2011-2012. This is an improvement on 03 in 2010 where we recorded 66.3%. The Service standard of attendance at building fires within 10 minutes on 75% of occasions is still not being achieved, with the Service forecast to achieve an end of year projection of 71.19%. This figure, although below standard, would be the highest percentage achieved for four years. Analysis shows that:

- 134 out of 196 building fires were attended within 10 minutes compared with 122 out of 184 building fires in the same quarter last year
- December 2011 returned the best monthly return with the standard being achieved in 77 % of attendances
- The average time taken to attend all types of incidents in Quarter 3 2011-12 was 8 minutes 47 seconds (excluding four late fire calls)
- The Standards achieved for Primary fires were: Wholetime (78.76%), Retained (43.75%), Day crewed (70.59%)

- 1.11. The table below illustrates the breakdown of reasons for the 62 incidents in the Quarter which did not meet the performance standard:

Travel distance to the incident	29	Appliance not booked in attendance	1
Turn in time (Retained and day crew only)	8	Communication Equipment Fault	1
Incident outside station turnout area	5	Insufficient crew with appropriate role skills	1
Road obstruction/road closure/road works/temp traffic controls or heavy traffic conditions once mobile	5	Mobilised to incorrect address	1
Late Fire call	4	Mobilising error	1
Traffic conditions causing delayed turn in time to stations (Retained & Day Crewed only)	3	Training event delaying turn out i.e. drilling	1
Difficulty in locating incident address	2		
		Total	62

*(Table 5 – Fire in Buildings Reasons for standard not met Q3 11-12)*

## Secondary Fires

	Oct	Nov	Dec	Quarterly Total
Secondary Fires Q3 10-11	52	56	27	135
Secondary Fires Q3 11-12	126	49	38	213
<b>Percentage Change</b>	<b>+142.3%</b>	<b>-12.5%</b>	<b>+40.7%</b>	<b>+57.8%</b>

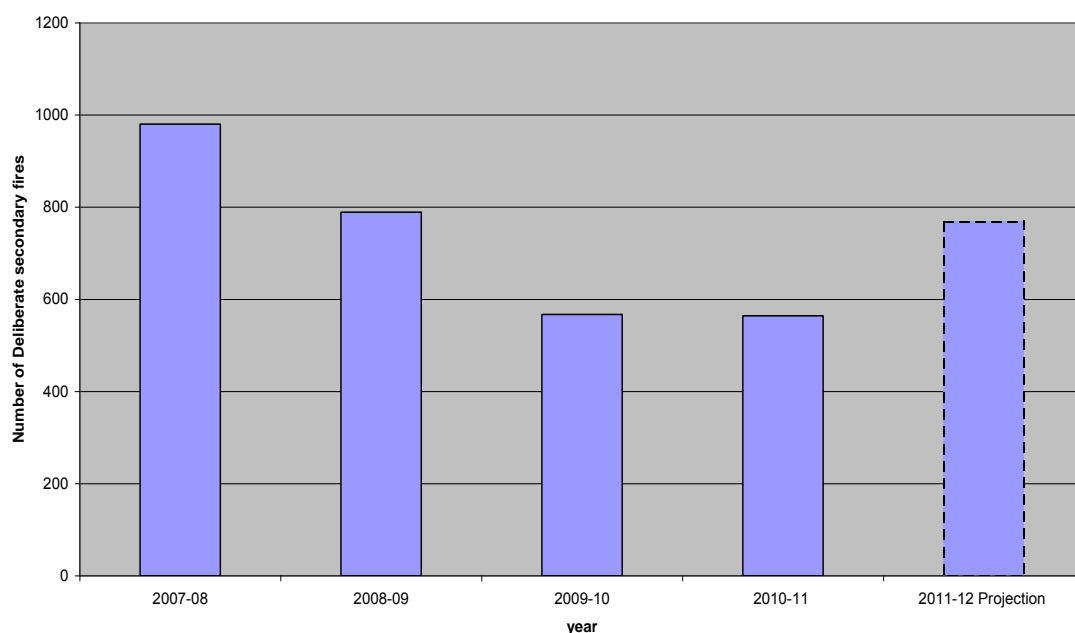
(Table 6 – Secondary Fires per month Q2 10-11 and Q2 11-12)

1.12. The Service attended 213 secondary fires in Quarter 3 2011-12 compared with 135 in the same quarter last year. As a result, it is forecast that we will attend 1493 secondary fires in 2011-12 compared with a target based on 1050 fires. There have been increases in the number of secondary fires attended in every month when compared with the same quarter last year. Analysis shows that:

- The majority of secondary fires in October were located in tree scrub, loose refuse and domestic gardens (73 out of 126 fires)
- 51.6% of all secondary fires in October were accidental in cause
- South District had the highest percentage of secondary fires in the quarter (42.3%), North District (39.4%), West District (18.3%)
- South District had highest percentage of accidental secondary fires (41.5%)
- North and South District both had 42.9% of deliberate secondary fires

## Total Number of Deliberate Secondary Fires

P13 - Number of Deliberate Secondary Fires Attended



(Figure 3 – Deliberate Secondary Fires attended 2007-08 to 2011-12)

- 1.13. The Service attended 112 deliberate secondary fires in Quarter 3 2011-12. This together with the increase in activity in Quarter 2 in deliberate secondary fires has led to the projection that we will miss the end of year target for deliberate secondary fires which was based on 560 fires with a current projection of 769 fires attended.

### **Secondary Fires – Interventions:**

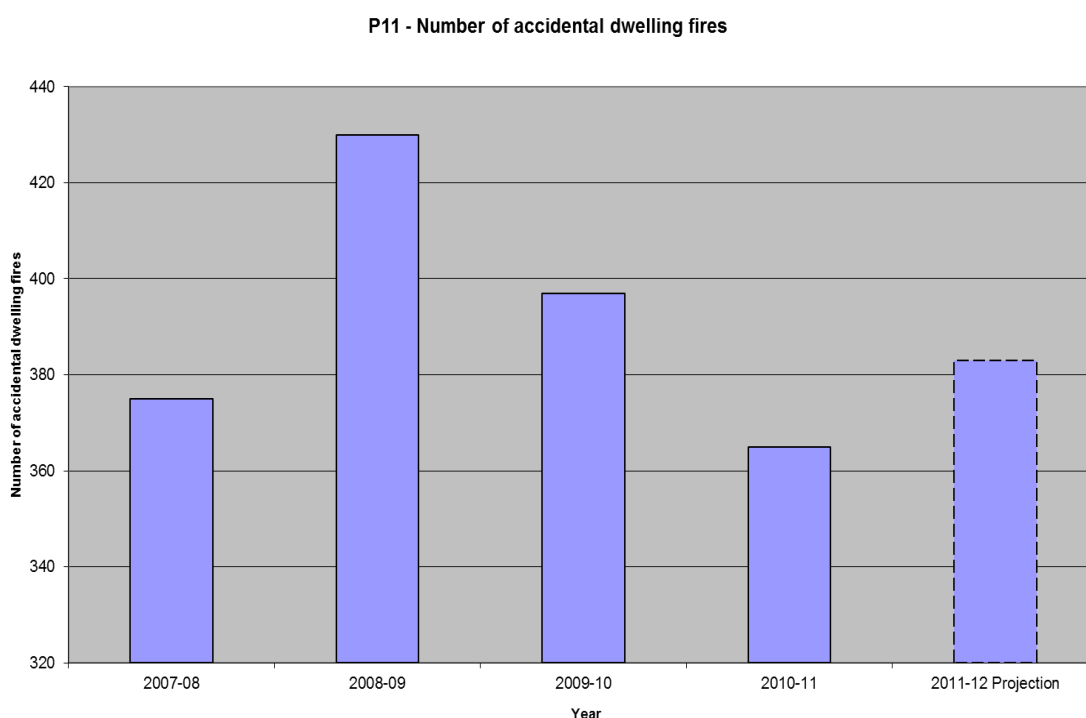
- 1.14. Interventions undertaken by the Community Safety Department in the last quarter and aimed at preventing secondary fires include:

- Redditch and Bromsgrove referral system has been trialled with local councils and police to quickly remove large amounts of rubbish in problem areas.
- A continuation of the successful Juvenile Firesetter referrals scheme
- That five arrests were made for arson following close working with the police on deliberate fire cases. This was achieved through the highlighting of trends and identify opportunities for joint remedial action

## **2. Performance Indicators : Strategic Direction - Community**

- 2.1. ***We will improve the safety of the community by targeting ‘at risk’ groups, improving the environment within which we live and by working and engaging with the people we serve.***

### **Accidental Dwelling Fires**



(Figure 4 - Accidental Dwelling Fires attended 2007-08 to 2011-12)

2.2. It is forecast that we will attend 383 accidental dwelling fires in 2011-12, which is within accepted tolerances against an end of the year target of 375 fires. The Service attended 99 accidental dwelling fires in Quarter 3 2011-12 compared with 97 in the same quarter last year. Analysis shows that:

- Kitchen fires accounted for 54 out of the 99 accidental dwelling fires
- The main sources of kitchen fires were: -cooker (21), ring or hot plate (8), microwave (5), grill or toaster (5)
- That 16 of the 99 accidental dwelling fires started in the living room
- That the Main causes of living room fires were - heating equipment (5), chimney fire (3), candles or matches (3)

### **Accidental Dwelling Fires - Interventions**

2.3. During the last quarter the Community Safety Department has ran its 18 week Winter Safety Campaign which has included:

- A focus on Chimney Safety
- Demonstrations in local shopping centres
- Promotion of electric blanket safety
- Press releases and the distribution of Fire Safety literature to libraries, children's centres and Council hubs
- The timing of the winter safety campaign has been scheduled to coincide with the Service's launch of social media. This is in order to trial the effectiveness of social media for the delivery of community safety messages

### **Injuries at Accidental Dwelling Fires**

2.4. It is forecast that there will be 35 accidental dwelling fire injuries by the end of the year compared with a target based on 36 injuries. There were 8 injuries from accidental dwelling fires in Quarter 3 2011-12 compared with 22 in the same quarter last year. However it is projected that the Service may not meet its target set for injuries from all primary fires.

### **Injuries at Fires - Primary Fires**

2.5. There were 15 injuries from primary fires in Quarter 3 2011-2012 compared with 28 injuries in the same quarter last year. As a result, it is forecast that the Service will record 70 injuries from primary fires by the end of 2011-2012 compared with a target based upon 63 injuries: Analysis shows that:

- There were 4 serious injuries ( overnight stay in hospital) and 11 slight injuries (attended hospital)

- 8 casualties were overcome by gas, smoke or toxic fumes, 4 suffered from burns, 1 had breathing difficulties or chest pains other than smoke inhalation, 1 had cuts/lacerations with an additional 1 passer-by at an incident with unknown injury
- There were 3 incidents with more than one casualty in Q3, the rest of the incidents had single casualties only
- 55% of injuries occurred as a result of dwelling fires, with others occurring on boats and not inside premises
- The majority of injuries occurred where the person attempted to fight the fire themselves and 11% of injuries appear to have been influenced by alcohol

### **Information Requests**

<b>Q3 2011-12</b>	<b>FOIA Requests received and completed</b>	<b>DPA Requests received and completed</b>	<b>EIR Requests received and completed</b>
Oct 2011	15	0	0
Nov 2011	13	1	0
Dec 2011	13	1	0
<b>Total</b>	<b>41</b>	<b>2</b>	<b>0</b>

*Table 7 – Freedom of Information Act (FOIA)/Data Protection Act (DPA)/Environmental Information Regulations (EIR) Requests Q3 2011-12)*

- 2.6. The Service collects and maintains information and data to enable the organisation to undertake our statutory duties. The table above shows the number of information and data requests received in Quarter 3 2011-12.
- 2.7. Information requests received by the Service reflect the national trend both in the number received and subject areas. In Quarter 3 these subject areas have included Fire Incidents reports and requests regarding flooding incidents.

### **3. Performance Indicators : Strategic Direction - People**

- 3.1. ***We will ensure the fair and equitable treatment of both our staff and the people we serve and promote the training and safety of all our personnel.***
- 3.2. Key Performance Indicators for 2011-12 under this strategic direction include the number of serious health and safety incidents, staff sickness and percentage of establishment that are disabled or members of black and minority ethnic (BME) communities.
- 3.3. The decision was made in 2010 to report progress against the PI's regarding the overall makeup of the organisation on an annual basis against our own internal targets as experience has shown that the rate of change is so small. It should also be noted that the requirements set out in the Department for Communities and Local Government (CLG) Equality and Diversity Strategy

2008-2018 have been removed, however the Service recognise the importance of collating this data.

3.4. Out of the other Key or Primary Indicators under this strategic direction the following indicators are projected not to achieve internal target set for the year:

- Working days/shifts lost to sickness for all staff
- Working days/shifts lost to long-term sickness for all staff
- Working days lost to sickness by non-uniformed staff

#### **Sickness Absence Overall**

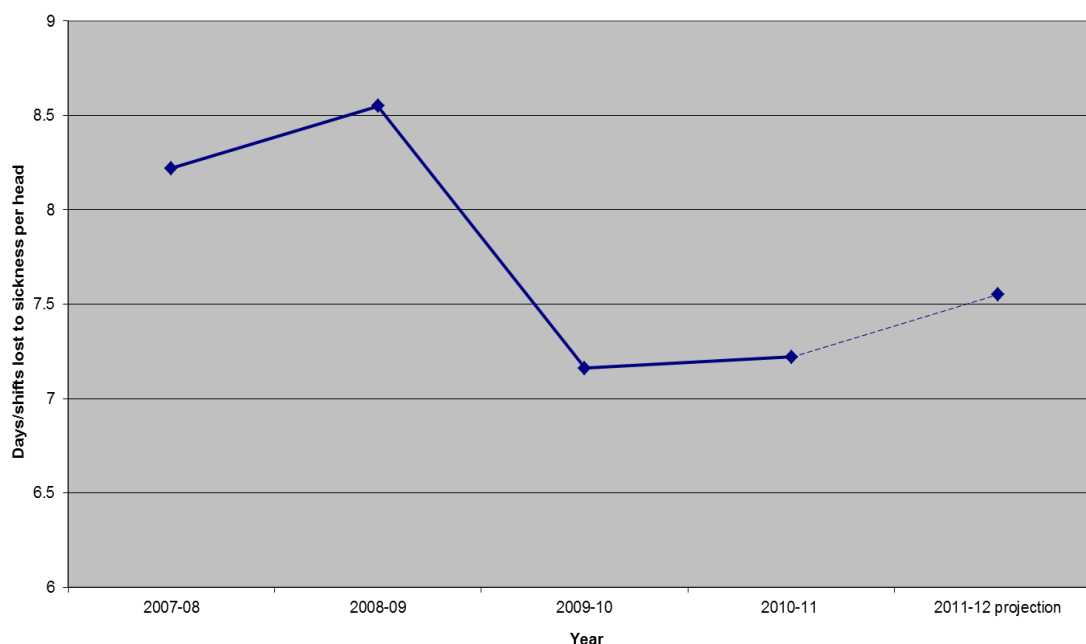
	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>	<b>Quarterly Total</b>
All Staff Sickness Q3 2010-12	353.15	326.76	397.18	1077.09
All Staff Sickness Q3 2011-12	381.8	401.18	264.11	1047.09
<b>Percentage Change</b>	<b>+8.1%</b>	<b>+22.8%</b>	<b>-33.5%</b>	<b>-2.9%</b>

*(Table 8 – All Staff Sickness per month Q3 10-11 and Q3 11-12)*

- 3.5. In Quarter 3 2011-2012, 1047.09 working days/shifts were lost to all staff sickness (2.25 days/shifts lost per head of staff) compared with 1077.09 working days/shifts lost in the same quarter last year (2.3 days/shifts lost per head of staff), a decrease of 30.0 working days/shifts.
- 3.6. The Quarter 3 sickness figure for all staff has been adversely affected by sickness taken in October and November 2011 compared with the same quarter the previous year.
- 3.7. Although there has been an improvement in sickness when compared to the same quarter last year, the forecast for the total days/shifts lost for the 2011-2012 year for all staff sickness is now 7.55 working days/shifts per head. This would not achieve our target of 6.9.



KPI 12 - Working days/shifts lost to sickness absence per head - All Staff



(Figure 5 – Working days/shifts lost to sickness 2007-08 to 2011-12)

### **Long-Term Sickness Absence**

3.8. The increase in October and November 2011 in all staff sickness is mainly due to increases in long term staff sickness in those months. Long term sickness equates to those individual continuous periods of sickness of more than 28 calendar days. Analysis shows that:

- 1.48 working days/shifts per head of staff was lost to long term sickness (689.94 days/shifts) in Q3 compared with 1.46 in same quarter last year (682 days/shifts)
- Long term Non-Uniform sickness figures equate to 2.53 days per head of staff compared with 1.12 shifts lost per head of staff for Wholetime staff.

	Oct	Nov	Dec	Quarterly Total
Long Term Staff Sickness Q3 2011-12	267	255	167.84	689.84
Short Term Staff Sickness Q3 2011-12	114.8	146.18	96.27	357.25
All Staff Sickness Q3 2011-12	381.8	401.18	264.11	1077.09

(Table 9 – Long & Short term Staff Sickness per month Q3 11-12)

3.9. Further analysis of long term sickness shows that the increase in October and November 2011 was due to an increase in wholetime long term staff sickness in October, and additionally an increase in non-uniform long term staff sickness in November:

	Oct	Nov	Dec	Quarterly Total
Long Term WT Staff Sickness Q3 2011-12	167	126	93	386
Long Term Non Uniformed Staff Sickness Q3 2011-12	100	129	74.84	303.84
All Long Term Staff Sickness Q3 2011-12	267	255	167.84	689.84

*(Table 10 – Long term Staff Sickness per month Q3 11-12)*

### **Non-Uniformed Sickness Absence Overall**

3.10. The increase in long term non-uniformed staff sickness has contributed to an increase in all non-uniform staff sickness in Quarter 3 2011-12 when compared with the same quarter last year. Analysis shows that:

- 3.99 days were lost per head of non-uniformed staff in Q3 compared with 2.2 days lost per head in the same quarter last year,

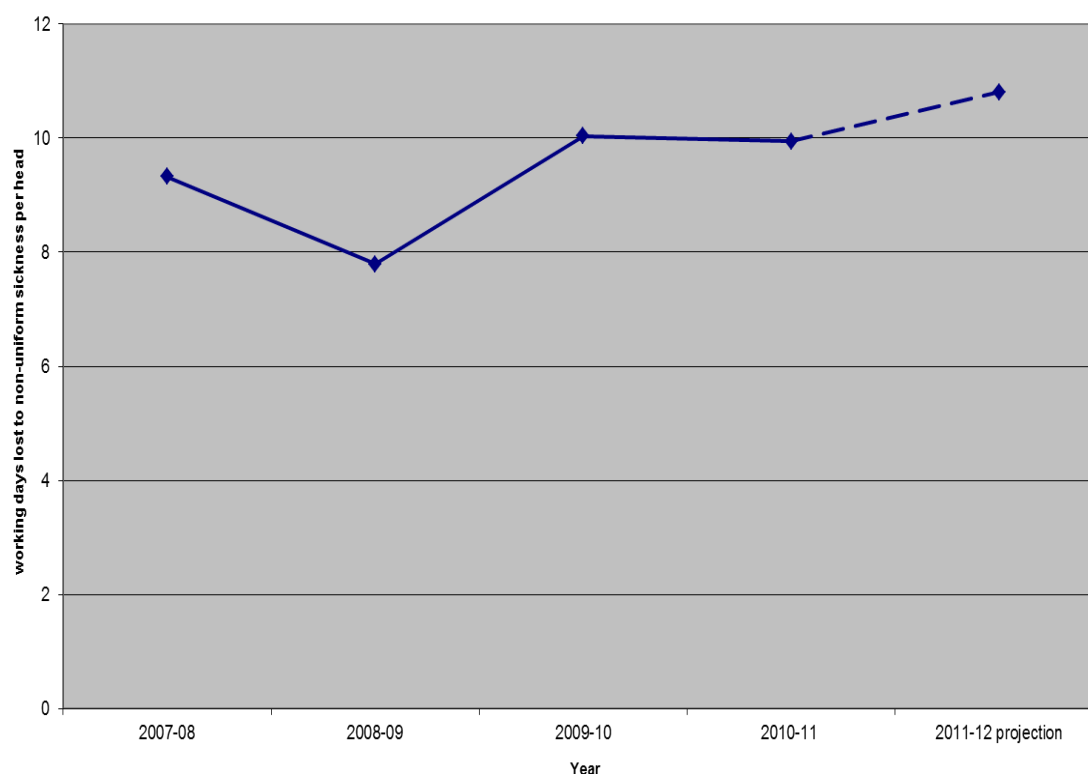
3.11. The table below illustrates the breakdown between long term and short term non-uniformed staff sickness for the quarter:

	Oct	Nov	Dec	Quarterly Total
Short Term Non Uniformed Staff Sickness Q3 2011-12	52.8	70.18	51.27	174.25
Long Term Non Uniformed Staff Sickness Q3 2011-12	100	129	74.84	303.84
All Non-Uniformed Staff Sickness Q3 2011-12	152.8	199.18	126.11	478.09

*(Table 11 –Non-Uniform Staff Sickness per month Q3 11-12)*

3.12. As a result it is projected that there will be the equivalent of 10.81 days lost to non-uniformed sickness absence per head of staff compared with an annual target of 8.10 days lost per head of non-uniformed staff.

## P22- Working days lost to sickness absence per head - Non-Uniform



(Figure 6– Working days/shifts lost to non-uniformed sickness 2007-08 to 2011-12)

- 3.13. It is important to recognise that these missed internal sickness targets should be seen in context of the overall improvement in sickness following changes to the absence management policy, with the introduction of return to work procedures and HR meetings with department heads, which have added depth to the local monitoring processes. Work in this area continues, for example, trials are to commence shortly that will further devolve the management and monitoring of sickness absence to line managers, with them taking more direct responsibility and accountability for pro-actively managing sickness absence. This is intended to free up resources within the HR team, enabling them to focus on supporting managers in dealing with absence.

## 4. Performance Indicators : Strategic Direction - Organisational Development

- 4.1. ***We will develop and implement systems, procedures and structures to improve efficiency and effectiveness, mitigate risk, enable effective response to emergencies and to review, monitor and measure our performance.***
- 4.2. Key Performance indicators for 2011-12 under this strategic direction include the number of invoices paid and an indicator measuring that the annual accounts are reported inside defined timescales.
- 4.3. None of the Key or Primary indicators under this strategic direction are forecast to miss our end of the 2011-12 year targets based on performance in Quarter 3 2011-12. However we will continue to monitor these indicators at a departmental level.

## **5. Performance Indicators: Strategic Direction - Finance and Resources**

- 5.1. ***We will ensure the economic use of resources, meeting budgetary challenges and maximising funding opportunities in order to deliver value for money services.***
- 5.2. Key Performance indicators for 2011-12 under this strategic direction include the number of malicious calls attended and an indicator measuring that the annual budgets are agreed inside defined timescales.
- 5.3. None of the Key or Primary Indicators under this strategic direction are forecast to miss our end of the 2011-12 year targets based on performance in Quarter 3 2011-12. However we will continue to monitor these indicators at a departmental level.

## **8. Asset Management Strategy – Bromsgrove Fire Station**

### **Purpose of report**

1. To report on the progress of the project to provide a combined Police and Fire Station for Bromsgrove and to gain authority to formally sign contracts that will secure a lease on the proposed development with freehold ownership remaining with West Mercia Police Authority.
- 

### **Recommendations**

***The Chief Fire Officer and Treasurer recommend that the Policy and Resources Committee:***

- i) authorise the Chief Fire Officer to progress through to completion the project to provide a combined Police and Fire Station in Bromsgrove.***
- ii) authorise the Chief Fire Officer to sign the contracts to secure a lease and Service Level Agreement between West Mercia Police Authority and Hereford and Worcester Fire and Rescue Authority provided the costs are within the parameters set out in this report.***

### **Introduction and Background**

2. In November 2010, the Policy and Resources Committee agreed to officers of the Service continuing work with West Mercia Police to pursue an option to lease a new Fire Station in Bromsgrove as part of a new Fire/Police Station owned by West Mercia Police Authority. The Policy and Resources Committee also agreed that a further report be presented at a later date to seek appropriate permissions prior to the contractual stage of this project being reached. In September 2011 the Chief Fire Officer updated the Policy and Resources Committee on the progress of the project and gained support to continue with the scheme.
3. The project has progressed well and a final design for the scheme was agreed between both organisations so that the planning approval process could commence in preparation for the project to move to the construction phase. Planning is reaching final approval with some minor conditions to be met and this will enable West Mercia Police Authority to purchase the freehold ownership of the land. Construction is now planned to start around July 2012, with the project being managed by the Police. Before construction can commence, West Mercia Police Authority would need contracts formally agreed and signed to secure a lease arrangement between them and Hereford and Worcester Fire and Rescue Authority.

4. The draft lease documents consist of the lease contract and a Service Level Agreement (SLA). The lease contract includes the annual fee to lease the building and the SLA includes on-going revenue charges (such as rates, maintenance and cleaning, etc). Projected fees for both these elements were given to the Policy and Resources Committee in November 2010. The proposed annual lease cost to Hereford and Worcester Fire and Rescue Authority is within the cost of £262,690 advised at the November 2010 Policy and Resources Committee. The annual SLA cost will be broadly similar to those existing costs at the current station and within the £70,000 (plus any inflation for utilities and business rates) as advised to the November meeting. There may be some slight movement to these individual costs but they will be contained within the overall combined total of £332,690.
5. Both the lease contract and SLA have been examined by the Authority's legal advisors and minor amendments have been recommended to the Police. There are no issues which would cause concern to prevent the project to proceed.
6. The project is the first of its type in England and has been progressed as part of Worcestershire's Capital Asset Pathfinder (CAP) status, previously called Total Place. The project was discussed at a recent visit by Baroness Hanham CBE, Parliamentary Under Secretary of State for the Department of Communities and Local Government, when she met all partners associated with the Worcestershire CAP project. The Chief Fire Officer represented the Authority at this meeting. As the project progresses there will be issues that need to be addressed. However, there are currently no issues that have been identified which would prevent the project from being successful.
7. The duty system for operational crews that will work at the new station has been referred to in another part of the Policy and Resources Committee's agenda and, subject to consultation and final FRA agreement, may change from the current shift system. This may require a slight amendment in the facilities to support the crewing arrangement which makes it difficult to advise on the final fit out costs of the station. Should there be a need for finance for this requirement it will be identified in the savings made as a result of the new duty system being implemented.

### **Conclusion/Summary**

8. It is recommended that the Policy and Resources Committee authorise the Chief Fire Officer to sign the lease contracts at the appropriate time provided they are within the costs stated in this report.

### **Financial Considerations**

Consideration	Yes/No	Reference in Report i.e paragraph no.
There are financial issues that require consideration	Yes	Paragraph 4

## Legal Considerations

Consideration	Yes/No	Reference in Report i.e paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	No	

## Additional Considerations

9. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	Yes	Whole document
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	Yes	Authority Plan 2011-12
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	No	
<b>Consultation with Representative Bodies</b>	No	Representative Bodies will be consulted at the appropriate stage.

## Supporting Information

None.

## Contact Officer

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## **9. Joint Consultative Committee Update**

### **Purpose of report**

1. To inform the Policy and Resources Committee of the proceedings of the Joint Consultative Committee meeting held during January 2012.
- 

### **Recommendation**

***The Chief Fire Officer recommends that the Policy and Resources Committee note the content of this report.***

### **Update**

2. The Joint Consultative Committee (JCC) last met on 12 January 2012.
3. A number of items have been ongoing for some time now. Although progress is being made, they remain open. Key items still under discussion include the following:
  - Maternity provisions
  - Union officials – facilities and duties
  - Review of allowances
  - Use of driver/Officer in Charge (OIC) on appliances
  - Industrial action
  - Arrangements for Retained Duty System (RDS) staff working on Bank Holidays
4. A number of items were closed down due either to their resolution or the fact that no further input was required by JCC. Agreement to this was confirmed by all sides and, where possible, these items were formally signed off in the Consultation Register and Decision Log.
5. New areas brought to JCC for discussion at this meeting included:
  - The wording of policies
  - Four weekly pay arrangements
  - Flexible retirement policy
  - Part-time workers' settlement



6. The new representative for the Fire Brigades Union (FBU) Officers' Branch was welcomed to the meeting.

### Financial Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are financial issues that require consideration	Yes	Paras 3 & 5

### Legal Considerations

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	Yes	Paras 3 & 5

### Additional Considerations

7. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e. paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	Yes	Paras 3 & 5
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	Yes	Paras 3 & 5
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	No	
<b>Consultation with Representative Bodies</b>	Yes	Paras 3 & 5

### Conclusion

8. The report provides a summary of the proceedings of the JCC meeting for Members to consider.

### Contact Officer

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## **10. Health and Safety Liaison Panel Update**

### **Purpose of report**

1. To provide the Policy and Resources Committee with an update on the activities and items of significance from the Service's Health and Safety Liaison Panel.
- 

### **Recommendation**

***The Chief Fire Officer recommends that the Policy and Resources Committee notes the content of this report.***

### **Introduction**

2. The Health and Safety Liaison Panel (H&SLP) met on both 3 November 2011 and 25 January 2012.

### **Significant Issues Discussed**

3. The Panel welcomed the nomination of Councillor Peter Watts as the Fire and Rescue Authority's Health and Safety representative. Discussions have now taken place with Councillor Watts and he will be attending future meetings.
4. A review of the previous quarter's health and safety (H&S) performance data was discussed in detail, followed by a review of the recent H&S investigations. No significant issues had arisen.
5. The H&S Working Group (which is a sub group of the Health and Safety Liaison Panel) has been tasked with formulating the training requirements, budgetary needs and training plans for 2012/13 for all H&S related matters. The group were also asked to review the Lone Working Policy, which had been highlighted in a recent investigation as requiring a review. It should also be noted that a significant amount of H&S related training was undertaken in 2011 and there are now relatively high numbers of trained staff throughout the organisation.
6. Progress on two recent serious H&S related issues were discussed. The 135 ladder incident, where another Fire and Rescue Service (FRS) suffered a catastrophic failure, has been reviewed; the Panel felt the Service had put in adequate measures to address this potential risk.
7. The breathing apparatus (BA) related issues from June have now been concluded and the Panel was satisfied with the progress and response. A few minor items are outstanding and will be followed up in the near future and reported back to the H&SLP.

8. The Panel was asked to consider how, and if, the Service should implement any form of testing for substance abuse, particularly after any accident. This matter will form part of a wider discussion at future meetings.
9. A further review and update of Reported Incidents of Abuse to Staff was held with no significant issues being identified.
10. A new system of electronically monitoring all types of reported accidents and incidents was discussed with the Panel and it was generally felt this was a positive step to ensure that these matters were thoroughly addressed and dealt with. A slight concern was that minor matters may result in a level of increased bureaucracy and this point was noted.
11. A brief discussion was held concerning the best way try to address the number of minor vehicle accidents which, although not excessive, were costly and had the potential to cause injury. The Panel agreed that a firmer managerial approach was needed but drivers were not to be penalised as this would be counter-productive.

### **Financial Considerations**

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are financial issues that require consideration	Yes	Paras 5,7,8,11

### **Legal Considerations**

Consideration	Yes/No	Reference in Report i.e. paragraph no.
There are legal issues e.g. contractual and procurement, reputational issues that require consideration	Yes	Entire document

### **Additional Considerations**

12. The table below sets out any additional issues arising from the proposals contained in this report and identifies the relevant paragraphs in the report where such issues are addressed.

Consideration	Yes/No	Reference in Report i.e. paragraph no.
<b>Resources</b> (e.g. Assets, ICT, Human Resources, Training & Development, Sustainability).	Yes	Paras 5,7,8
<b>Strategic Policy Links</b> (e.g. IRMP, Authority Plan, Equality & Diversity, Partnerships, Environmental Impact).	Yes	Entire document
<b>Risk Management / Health &amp; Safety</b> (e.g. risk management and control measures, risk register score).	Yes	Entire Document
<b>Consultation with Representative Bodies</b>	No	

**Contact Officer**

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