

COMMUNITY RISK MANAGEMENT PLAN 2014-2020

Midpoint Review 2017-18



HEREFORD & WORCESTER
HWRFR
FIRE AND RESCUE SERVICE

CRMP Review

Contents

Foreword	3
1. Introduction	5
2. CRMP 2014-2020: the first three years	7
<ul style="list-style-type: none">• CRMP changes to fire and emergency cover and other organisational changes• 2020 Vision Programme• Saving More Lives• Summary of key events and changes 2014 – 2017• IRMP Guidance – analysis	
3. CRMP 2014-2020: the next few years	20
<ul style="list-style-type: none">• Identifying and Assessing Risk• Analysing Options and Plan Delivery• Implementing Prioritised Activities• Evaluating Effectiveness, Efficiency and the level of Residual Risk• Other forward look issues	
4. Consultation	28

Foreword

We are pleased to introduce the Midpoint Review of the Community Risk Management Plan 2014-2020 (the CRMP). The Review looks back at the issues and achievements of the first three years of the CRMP, and looks ahead to outline what we are planning to do as 2020 approaches.

The Government's ongoing aim of restraining public sector funding to help close the national spending deficit has meant that the first three years of the CRMP have been challenging. Over this period, we have managed our resources in a focused manner to ensure our services are delivered more efficiently for less money without adversely affecting the safety of our communities.

It has not been easy: by the end of March 2017, our annual revenue budget had fallen by 16 per cent in real terms since the start of the austerity period in 2010-11, and we still required further savings to our annual revenue budget of £1.8 million by 2020-21 though there are plans in place to address this. As a consequence, the size of our workforce is down by 15 per cent since the start of the CRMP despite the fact that we are undertaking a much greater range and quantity of prevention, protection and intervention activities, all of which have helped contribute to a 30 per cent drop in total incident numbers over the last decade. Having said that, the nature of the risks in our community is evolving, as are the expectations of both the public and politicians, so we must stay focused and not become complacent.

Back in 2014, the CRMP set out what steps we needed to take to balance risks against resources, making changes to how we manage our emergency cover response across the two counties, and introducing a far-reaching transformation programme to help ensure the Service is well placed to continue delivering sustainable services in the future. The CRMP also highlighted the range of prevention, protection, response and resilience services we would be providing to meet the needs of an ageing population and increasingly challenging weather events. There was also a firm focus on the two key life risks we face – fires and road traffic collisions. The CRMP concluded with a number of predictions or outcomes for how different the Service would be six years on from 2014-15.

The move of responsibility for fire and rescue services to the Home Office in 2016-17, along with the publication of the Policing and Crime Act 2017 and the introduction of the Government's Fire Reform programme also provides a further backdrop to the last three years.

The next sections of this Midpoint Review consider the first three years of the CRMP and set out our future approach to community risk management in the remaining years.

The Midpoint Review is also supported by three detailed documents – an updated CRMP Risk Review, which looks at the key life risk incidents the Service has a statutory responsibility for, fires and road traffic collisions; a Demographic Profile which provides information on the Herefordshire and Worcestershire populations, highlighting issues such as the ageing population and housing growth; and a set of Station Profiles, which provide more detail about the range of activities carried out in each of the Service's 27 fire stations.



Councillor Roger Phillips,
Chairman of the Fire Authority



Nathan Travis, Chief Fire Officer/
Chief Executive

1. Introduction

- 1.1. The Service's overall strategic plan for managing risk, the Community Risk Management Plan 2014-2020, is halfway through its six-year term. Having a six-year plan in place has provided a good level of certainty about the overall direction of travel for the Service and has enabled the Fire Authority to oversee the delivery of business plans against its long-term aims and objectives. It is now appropriate to review the CRMP to assess whether or not the direction of travel, aims and objectives are still valid or require updating in the light of changing circumstances.
- 1.2. Over the last three years, the external environment has changed considerably. At the national level, the responsibility for fire and rescue services has passed from the Department for Communities and Local Government to the Home Office, which has introduced a new Fire Reform programme. The programme focuses upon improving efficiency, effectiveness, accountability and public safety – and includes the creation of a new independent fire inspectorate, a new professional standards body, a national fire website and a rewrite of the Fire and Rescue National Framework.
- 1.3. Following consultation in December 2017, the Government issued a new Fire and Rescue National Framework for England in May 2018 to replace the previous version published in 2012. The Framework sets priorities and objectives for fire and rescue authorities in England and incorporates changes to embed the Fire Reform programme and the provisions of the Policing and Crime Act 2017.
- 1.4. In addition, at the beginning of 2017, the Government introduced a new Policing and Crime Act 2017, which has put a duty on emergency services to keep opportunities for collaboration under review and has enabled the local Police and Crime Commissioners (PCCs) to assume governance of Fire and Rescue Services (FRSs) where appropriate. In relation to this, the West Mercia PCC has recently been given government approval to assume the governance role for both Shropshire & Wrekin Fire Authority and Hereford & Worcester Fire Authority. The transfer of governance was due to take place in June 2018, but both Fire Authorities have submitted judicial challenges against the decision arguing that a change in governance would not significantly improve the economy, effectiveness or efficiency of the Service. The outcome of the challenge will be known in the New Year. Until then, the governance of the Service will continue through the current Fire Authority.

- 1.5. While the number of fires has continued to fall across the country, incidents such as the Grenfell Tower fire and the terrorist incidents in London and Manchester have brought the key role of Fire and Rescue Services at major incidents into sharp public focus. The changing demographics of the country, particularly the ageing population, are also highlighting the education, prevention and protection roles of the firefighter. At the same time, Fire and Rescue Services continue to face the challenge of making financial efficiencies to help reduce the national public spending deficit.
- 1.6. Locally, we have also seen many changes over the last three years. Much of this mirrors the national picture with a reduction in the number of fires we need to attend, an increasingly elderly and more vulnerable population and an ongoing reduction in funding. Within the Service, we have managed to increase the efficiency of both frontline and support teams through various measures such as the introduction of new crewing systems, new ways of working, collaborative initiatives with other services and increasing our focus on prevention activities. While these measures are helping us to transform how we deliver our services, we have also continued to modernise the fabric of the Service by replacing old fire stations with new facilities, some of which have been developed in partnership with other emergency services, by introducing joint working initiatives and new operational technologies, and through the ongoing updating of fire engines and equipment. We have also made great strides in increasing our local profile within the community through our website and social media presence.
- 1.7. The Service has also worked closely with neighbouring emergency services for many years. In the spirit of such collaboration, work is now underway to formalise a strategic alliance between ourselves and Shropshire Fire and Rescue Service. Creating a Strategic Alliance is a key part of both Services' plans to help ensure a resilient and sustainable future. The plans include a proposal to review both the CRMP and Shropshire Fire and Rescue Service's Integrated Risk Management Plan (IRMP), which also runs to 2020, in order to establish a standardised methodology between the two.
- 1.8. The review aims to assess the impact of all these changes on our stated aim of providing our communities with sustainable, high quality firefighting, rescue and preventative services.

2. CRMP 2014-2020: the first three years

- 2.1. The aim of this backward look is not to go over everything we've achieved in the first three years, but to review our work to make sure we are still on track to deliver our strategy as set out in the CRMP. It is also important to consider the wider context in which our services are delivered and to highlight the changes, both national and local, that have had an impact on how we deliver our services.
- 2.2. The CRMP was published in October 2014 at a time of severe financial pressures on public services. By that time, the Service had already seen budget cuts of almost £10 million year-on-year since 2011-12. With a budget of £32.6 million for 2014-15, the continued funding pressures meant that an estimated £3.3 million still needed to be saved by 2019-20.
- 2.3. Over the last three years, much has been achieved towards not only addressing the ongoing financial pressures on the Service, but also towards reorganising the Service as a whole, so that it is well placed to continue delivering an effective and efficient, sustainable service, valued by the communities of Herefordshire and Worcestershire. Our Fire Authority Annual Reports and other reports to the Fire Authority and its Committees provide more detail, but it is important to highlight three areas that stand out: the successful implementation of fire and emergency cover proposals; the introduction of the 2020 Vision service transformation programme; and the introduction of our new strategic vision and direction called 'Saving More Lives'.

CRMP changes to fire and emergency cover and other organisational changes

- 2.4. A key part of the CRMP was the implementation of a set of fire and emergency cover proposals to ensure response services are delivered more efficiently without reducing the effectiveness of the cover arrangements. This was achieved by changes to crewing systems at some fire stations and by the removal of two fire engines from the fleet. Combined with reductions in the numbers of management and support staff, collaborative initiatives with Shropshire Fire and Rescue Service and West Mercia Police and revisions to departmental budgets, some £6.6 million had been saved to the end of 2016-17.

- 2.5. At the end of March 2017, there was still a budget gap of around £1.6 million savings required by 2020-21, but plans were in place to address this through the implementation of a range of new initiatives and collaborative projects.
- 2.6. To date there have been savings on pay awards and inflation, offset by cost pressures around Fire Control and property maintenance and additional cost burdens from central government. Costs have increased because the Fire Authority has chosen to enhance the CRMP by funding a second 24-hour, immediately available, appliance at Worcester and Hereford fire stations. Further cost savings have been identified and the grant position was marginally better than forecast. However, the main change is a significant increase in the council tax-base (now included in future forecasts) and the Fire Authority decision to raise income from council tax by 3% rather than 2%. This has increased resources by £1.3m. As a consequence the expected gap has reduced to £1.2m.

[2020 Vision Programme](#)

- 2.7. In 2015-16, the Service initiated an extensive modernisation and transformation programme called the 2020 Vision Programme to help ensure the Service is on a sound footing for the future. The programme set out a range of strategic priority projects aimed at modernising the Service and delivering services more effectively and efficiently including collaboration with others. The programme was supported by a national government award of £4.2 million towards two key projects – the co-location of Service headquarters and Control Room facilities alongside West Mercia Police headquarters at Hindlip Park, Worcester, and the development of a new Emergency Services Hub for the Wyre Forest.

[Saving More Lives](#)

- 2.8. In 2017, the Service introduced a new all-encompassing strategic vision and direction for the next 3 - 5 years called 'Saving More Lives'. This was a reflection of the need to ensure that the communities of Herefordshire and Worcestershire are able to better understand what we do and why we do what we do. 'Saving More Lives' encompasses the extensive range of work we already do to help improve people's lives, not just by responding to emergencies but through our work to help stop incidents happening in the first place, making sure people feel safe and protected in their homes and communities, and our work with partner agencies to promote wellbeing. It also signals the wider ambition of the Service to add even more value to local communities by

working in conjunction with, or on behalf of, our partners, as we collectively look to support and protect the most vulnerable in our society.

- 2.9. To help embed the vision and direction within the Service, the latest Fire Authority Annual Reports (annual reviews of the Service's activities and departmental objectives) have been reorganised under three new headings based on the 'Saving More Lives' vision: understanding community risk, responding in the time of need, and preventing harm and promoting wellbeing.

[Summary of key events and changes 2014 to 2017](#)

- 2.10. The following two tables provide a summary of some of the key events and changes over the first three years of the CRMP. More detail can be found in the Fire Authority Annual Reports available on the [Service website](#).

Date	Key events and changes
2014-15	<ul style="list-style-type: none"> • CRMP published in October 2014 • CRMP fire cover review changes introduced: crewing system changes, removal of two fire engines and standard crewing on four on fire engines approved, with an aim to maintain five wherever possible • Operational Districts restructure following reduction in numbers of flexible duty officers • Continued reduction of size of the overall workforce – further cuts to senior and middle management levels and support staff, introduction of temporary secondments to other Fire and Rescue Services for operational staff • 2020 Vision Programme introduced: a range of strategic, transformational and modernisation projects to secure the Service's future and ongoing resilience in the coming years. Initiatives include: <ul style="list-style-type: none"> › major national projects such as the Emergency Service Network and the Public Services Network › commencement of work on crucial transformational projects such as locating Fire Control to the Operations and Communication Centre at Hindlip and the relocation of Fire Service Headquarters to Hindlip › key modernisation and collaboration projects such as work on the new Evesham fire station and a new Command & Control system in association with Shropshire Fire and Rescue Service to ensure greater Fire Control resilience › strategic projects including the ongoing CRMP and the establishment of the Place Partnership Ltd. public sector mutual company to manage the property and estates of the Service and several other local partners including West

Date	Key events and changes
	<p data-bbox="437 264 1029 293">Mercia Police and Worcestershire County Council</p> <ul style="list-style-type: none"> <li data-bbox="344 313 1396 618">• New Community Risk department established: bringing together Community Fire Safety and Technical Fire Safety teams to improve coordination and focus on prevention and protection: wide range of community safety initiatives including Home Fire Safety Checks, Business Fire Safety Checks, Signposting, Safeguarding, fire-setter initiative, young people initiatives such as Dying 2 Drive, safety events and campaigns, and partnership work with other agencies to help reach vulnerable people <li data-bbox="344 633 1396 712">• Human Resources department restructured to be more able to support staff through change <li data-bbox="344 728 1396 806">• Complete redesign on the Service website making it more interactive and with improved links to related social media sites
2015-16	<ul style="list-style-type: none"> <li data-bbox="344 842 1050 871">• Home Office assumes responsibility for Fire and Rescue <li data-bbox="344 887 1396 1055">• Policing and Crime Bill issued in parliament with proposals to encourage greater collaboration between emergency services and opportunity for Police and Crime Commissioners (PCCs) to take on responsibility for their local Fire and Rescue Services, where appropriate <li data-bbox="344 1070 1396 1149">• Workforce planning continued including temporary secondments to other Fire and Rescue Services helping to offset around £3.1 million in staffing costs <li data-bbox="344 1164 1396 1332">• Community Risk activities summarised on a new dashboard providing a visual snapshot of work undertaken: including 3,750 targeted Home Fire Safety Checks, over 1,000 Signposting referrals, over 4,000 young people provided with a range of education initiatives, and 800 Business Fire Safety Checks <li data-bbox="344 1348 1396 1608">• Initiation of the Service's first Primary Authority Partnerships with local and national companies, which provide dedicated property fire safety advice; over 1,400 risk-based audits and visits to business premises carried out; the top 15 significant risks in the two counties modelled to support scenario planning; JESIP (Joint Emergency Services Interoperability Programme) embedded with blue light partners supporting joint working at critical events <li data-bbox="344 1624 1396 2022">• Ongoing delivery of 2020 Vision projects and other collaborative working: <ul style="list-style-type: none"> <li data-bbox="419 1675 1396 1843">› planning work for the Service HQ move to Hindlip Park; consultation of on the development of the joint Emergency Services Hub in the Wyre Forest; work started on the new Evesham Fire Station; and official opening of the new Worcester Fire Station <li data-bbox="419 1859 1396 2022">› permission given to share local Fire Stations at Bromyard, Tenbury and Peterchurch with police colleagues; joint initiative with Shropshire Fire and Rescue Service and West Mercia Police to train Police Community Support Officers to become on-call firefighters; establishment of 'Resilience Direct'

Date	Key events and changes
	<p>website with a shared database of operational information used by fire and rescue services</p> <ul style="list-style-type: none"> • National Flood Support in the wake of serious flooding in Cumbria, Yorkshire and other areas during December 2015: overall national response coordinated by the Service's Deputy Chief Fire Officer in his national role and HWFRS tactical teams, pumps and boats sent to support relief work in affected areas • Signed up to the national MIND Blue Light Pledge to help promote mental health awareness and support in the workplace
2016-17	<ul style="list-style-type: none"> • New Chief Fire Officer appointed • 'Saving More Lives' launched as the Service's overall strategic vision and direction: supported by key foundation blocks – the Medium Term Finance Plan and new strategies for People and ICT & Data, with an Asset Management strategy being developed. CRMP Action Plan in the Fire Authority Annual Report aligned more closely to the aims of 'Saving More Lives': <ul style="list-style-type: none"> › Understanding Community Risk: improved information and intelligence sharing with partners such as local health and voluntary organisations to improve how we access the most vulnerable in our communities; expansion of the Home Fire Safety Check into a more comprehensive Safe and Well Visit to be launched in 2017-18; development of a range of initiatives targeting key vulnerable groups – older people, young people, and vulnerable families › Responding in the time of Need: ongoing review of fire and emergency response cover; extension of the trial period of the Day Crewed Plus crewing system at Hereford and Worcester Fire Stations for a further 12 months; approved development of the Wyre Forest Emergency Services Hub shared with West Mercia Police and other supporting emergency services; commencement of work on the new Operations and Communication Centre at Hindlip Park; Service Risks project identified and created 110 specific risk presentations available for all operational staff and partner agencies › Preventing Harm and Promoting Wellbeing: initiatives to assist the Service in delivering more added value to the health and wellbeing of local communities; Community Risk Strategy developed to focus prevention and protection activities towards the most vulnerable; expansion of the Signposting referral scheme helping to support people to lead safer and more independent lives; joint development with Shropshire Fire and Rescue Service of a recruit course for new on-call firefighters; Command, Administrative and Community Risk teams at West District (Herefordshire) moved to Hereford Police Station to work alongside police counterparts; Positive Role Model initiative in Redditch and Bromsgrove; and support to charities and voluntary organisations involved in

Date	Key events and changes
	<p>improving the health and wellbeing of those most vulnerable in the community</p> <ul style="list-style-type: none"> Government's national Fire Reform programme established: aimed at making all fire and rescue services more efficient, accountable and professional, with three pillars of reform - accountability and transparency, efficiency and collaboration, and workforce reform Provisions of the new Policing and Crime Act 2017 come into force: West Mercia Police and Crime Commissioner co-opted onto the Fire Authority and subsequently initiated a business case to take on overall responsibility for the Service. <i>(Note: the business case was approved by Government and the transfer of governance of both Shropshire and Hereford & Worcester Fire and Rescue Services was expected to take place in June 2018. However, both Fire Authorities have submitted judicial challenges to the decision on the basis that there is insufficient evidence to demonstrate that a change in governance would significantly improve the economy, effectiveness or efficiency of the Services. The outcome of the challenge will be known in the New Year. Until then, the governance of the Service will continue through the current Fire Authority).</i> Further efficiencies established to meet funding shortfalls, including changes at some fire stations and the overall workforce

Date	Budget/Savings	Workforce (FTE – full time equivalent)	Incidents attended and community safety activities
2014-15	<p>Revenue budget of £32.6 million</p> <ul style="list-style-type: none"> annual savings of £6.7 million identified to 2019-20, but still need to find a further £3.3 million 	<p>April 2014:</p> <ul style="list-style-type: none"> 693 employees (FTE) <ul style="list-style-type: none"> › 4% lower than April 2013 	<p>2014-15 annual figures:*</p> <ul style="list-style-type: none"> 6,112 incidents attended <ul style="list-style-type: none"> › 33% lower than 10 years ago (2004-05) › 1,733 Fires (47% lower) › 1,354 Special Service incidents including RTCs (28% lower) › 3,025 False Alarms (24% lower)

Date	Budget/Savings	Workforce (FTE – full time equivalent)	Incidents attended and community safety activities
			<ul style="list-style-type: none"> • 3,000+ targeted Home Fire Safety Checks • 1,226 Signposting referrals • 4,000+ young people received fire and road safety education
2015-16	Revenue budget of £32.3 million <ul style="list-style-type: none"> • still a need to find further savings of £2.4 million by 2019-20 	April 2015: <ul style="list-style-type: none"> • 659 employees (FTE) <ul style="list-style-type: none"> › 5% lower than April 2014 	2015-16 annual figures:* <ul style="list-style-type: none"> • 6,459 incidents attended <ul style="list-style-type: none"> › 27% lower than 10 years ago (2005-06) › 1,920 Fires (40% lower) › 1,489 Special Service incidents including RTCs (16% lower) › 3,050 False Alarms (22% lower)
			<ul style="list-style-type: none"> • 3,871 targeted Home Fire Safety Checks (and 4,770 smoke alarms fitted) • 1,049 Signposting referrals • 4,000+ young people received fire and road safety education
2016-17	Revenue budget of £32.0 million <ul style="list-style-type: none"> • still a budget gap of around £1.6 million by 2020-21 • the budget represents a 16% fall in real terms since 2010-11 	April 2016: <ul style="list-style-type: none"> • 619 employees (FTE) <ul style="list-style-type: none"> › 6% lower than April 2015 	2016-17 annual figures:* <ul style="list-style-type: none"> • 6,749 incidents attended <ul style="list-style-type: none"> › 30% lower than 10 years ago (2006-07) › 1,887 Fires (47% lower) › 1,560 Special Service incidents including RTCs (25% lower) › 3,302 False Alarms (18% lower)
			<ul style="list-style-type: none"> • 4,203 targeted Home Fire Safety Checks (and 4,567 smoke alarms fitted) • 1,248 Signposting referrals • 5,000+ young people received fire and road safety education

* It should be noted that while the long-term trend in incident numbers is downwards, there are fluctuations up and down from year to year. For example, the total number of fires can be affected by seasonal changes such as longer periods of warm weather leading to more fires in the open, while cold and wet weather tends to lead to more road traffic collisions and flooding incidents. Overall numbers may also be affected by responding to requests to support other agencies in carrying out their services. More information on annual fluctuations can be found in the Fire Authority Annual Reports on the Service website.

IRMP Guidance - analysis

2.11. The Government's Fire and Rescue National Framework for England 2018 sets out the priorities and objectives for Fire Authorities and provides guidance on what is expected to be covered in their strategic plan, the Integrated Risk Management Plan (IRMP). Since 2014-15, we have called this document the Community Risk Management Plan. The National Framework document has recently been revised to incorporate the Fire Reform programme and the provisions in the Policing and Crime Act 2017.

2.12. While the National Framework provides broad guidance on the scope and content of IRMPs, a more detailed set of seven guidance documents were published a decade ago in 2008. While these guides are dated, and the Government have indicated they will be issuing new guidance in due course, an analysis has been carried out to review how far the guidance is being applied across the Service.

2.13. The guidance documents are largely generic across a wide range of issues. While they cover seven important areas for consideration, not all will apply to every Fire and Rescue Service given the wide variations across different Services. The seven documents are listed below:

- Wildfire
- Equality and Diversity
- Environmental Protection
- Protection of Heritage Buildings and Structures
- Community Safety
- Road Traffic Collision Reduction
- Business Continuity Management

2.14. In addition to analysing the IRMP guidance, consideration has also been given to the provisions of the 2012 National Framework and the previous 2004-05 National Framework, and the findings of the Statutory Inspection of Avon Fire and Rescue Authority in July 2017. The analysis has drawn out 160 individual issues ranging from the potential impact of public access in habitats susceptible to wildfire to the issue of arson in risk reduction strategies and fire protection arrangements. The full analysis is extensive and is published separately alongside this Review.

2.15. The analysis used a red-amber-green rating system to identify how relevant and applicable the guidance is to the particular circumstances of the Service. In the analysis, a green rating shows that the guidance is relevant and has been applied in the CRMP and related documents, an amber rating shows that evidence of applying the guidance is limited, while a red rating shows that evidence is not available. In total, the ratings show that the Service is fully applying the guidance on 120 issues (75 per cent), with limited evidence on 27 issues (17 per cent) and no evidence on 13 issues (8 per cent). The following table summarises the analysis.

Guidance document	No. of issues	Gap Analysis ratings		
		Red	Amber	Green
2008 – Wildfire	28	4	5	19
2008 – Equality and Diversity	13	1	0	12
2008 – Environmental Protection	21	0	7	14
2008 – Protection of Heritage Buildings and Structures	19	0	3	16
2008 – Community Safety	20	2	2	16
2008 – Road Traffic Collision Reduction	17	2	4	11
2008 – Business Continuity Management	21	4	5	12
2004-05 – Fire and Rescue National Framework	7	0	0	7
2012 – Fire and Rescue National Framework	12	0	1	11
2017 – Notes from Statutory Inspection of Avon Fire & Rescue Authority, July 2017	2	0	0	2
Totals	160	13	27	120

2.16. Further analysis of the amber and red ratings has highlighted five main themes, which will be considered further. The emerging themes are as follows:

- monitoring and evaluation of equality impact assessments
- evaluation of community safety initiatives

- monitoring RTC reduction strategies and the use of shared data
- evaluation processes for measuring behaviour change, and
- consideration of relevant data in support of business continuity management advice for local businesses, economic wellbeing and enhancing the Service's intelligence-led risk audit programme and enforcement.

CRMP 2014-2020 predicted outcomes

2.17. In the CRMP we put forward a number of outcomes that gave an indication of the sort of Service people will be likely to see in 2020 and how it will be different from the Service seen in 2014. Our expectations appear to be well founded as shown in the following table.

CRMP 2014-2020 expected outcomes	Changes to date
1. Funding for fire and rescue services will continue to reduce and there will be fewer staff to deliver services.	Government funding for the Service has continued to reduce year-on-year following the 2010-11 Spending Review. The grant settlements up to 2019-20 continue to show significant reductions.
2. There will be more potentially vulnerable people living in our communities because of their age, health, other personal circumstances or because of where they happen to live.	The Demographic Profile, which accompanies this Review, shows that the population of the two counties continues to age, such that people aged over 65 years is likely to represent almost one in three of all residents by 2030. Older people are known to be at greater risk of serious injuries or death from accidental fires and other types of harmful incidents that happen in the home. The CRMP Risk Review, which also accompanies this Review, shows that the risks are often exacerbated by poor health, poor living conditions and unhealthy or hazardous lifestyles. It includes a fire risk map that helps to identify those areas and communities that are more likely to be at risk than others.

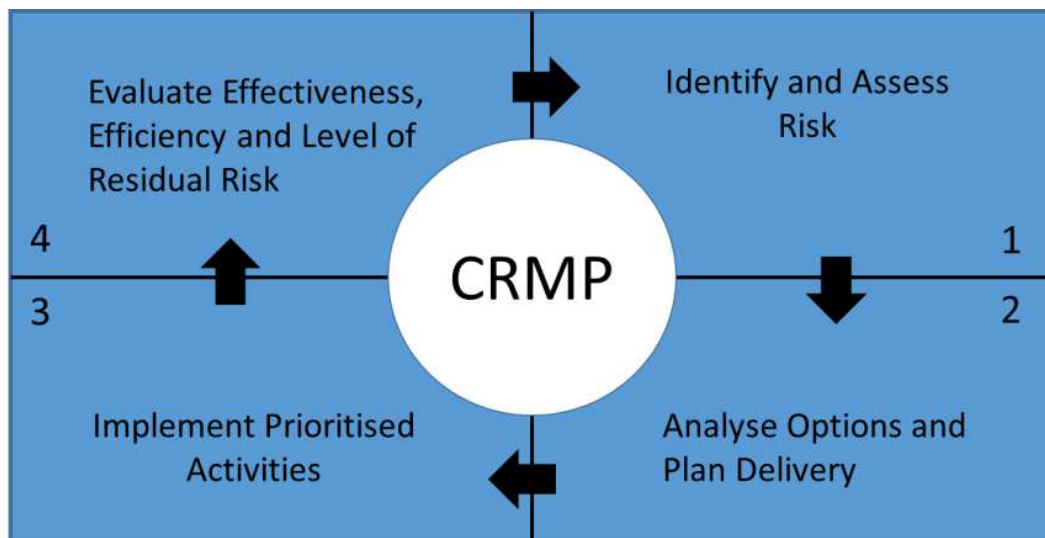
CRMP 2014-2020 expected outcomes	Changes to date
	<p>Housing growth projections suggest that there are likely to be around 3,000 new homes built each year up to 2030. Most of the development will be within and around the larger urban areas. With more homes, there will be more people and more vehicles on our roads, so it will be important to continue monitoring the potential impact on our services throughout this period.</p>
<p>3. Prevention, protection and response services will be sustainable and will be delivered to their best effect.</p>	<p>Our transformation projects, changes to fire and emergency cover arrangements, collaboration with partner agencies and modernisation projects are helping to make the Service as effective, efficient and sustainable as possible to meet changing needs and demands. The new 'Saving More Lives' vision will help to ensure we add value to the broad range of community services provided by other agencies.</p>
<p>4. Fire stations will be equipped and crewed in the most appropriate ways to tackle risks in their local areas.</p>	<p>In addition to ongoing programmes of fire station modernisation and replacement and the provision of state-of-the-art fire and rescue equipment, the Station Profiles, which accompany this Review, highlight key local issues and risks so that fire station crews and community risk officers can work together to plan how to provide the most appropriate prevention, protection and response services.</p>
<p>5. The Service will be taking full advantage of the significant advances in safety and firefighting technology.</p>	<p>The Service continues to make sure it procures the best equipment available where possible, and in collaboration with other Fire and Rescue Services where appropriate. We are also fully involved in the national project developing a new integrated emergency services mobile communications network</p>

CRMP 2014-2020 expected outcomes	Changes to date
<p>6. Work with other fire and rescue services, other emergency services, local organisation and local communities will be providing more capacity to deliver the most effective services, which may include merging with other fire and rescue services as appropriate.</p>	<p>Our collaboration work is extensive and has been documented in the Fire Authority Annual Reports. The relocation of Service HQ and Fire Control to the West Mercia Police Headquarters at Hindlip Park will help to ensure that synergies will create additional capacity. Work is also ongoing with local authorities and local groups, particularly in relation to sharing information and intelligence to help to target prevention and protection activities towards the most vulnerable communities and areas in the two counties. The Service is also working towards developing a formal Strategic Alliance with Shropshire Fire and Rescue Service.</p>
<p>7. There will be wider community engagement and greater involvement with local council members of the Authority in setting priorities and decision making, ensuring there is more public scrutiny of our services and how we deliver them.</p>	<p>The reporting arrangements to the current Fire Authority are well established and fully open to public scrutiny. This will be developed further following the introduction of the Fire Reform programme, which will include the independent inspection of all fire and rescue services, focussing specifically on effectiveness, efficiency and support to the Service workforce.</p> <p>While the Government has approved the West Mercia Police and Crime Commissioner's proposal to assume governance of both Shropshire and Hereford & Worcester Fire and Rescue Services, there is a judicial challenge to that decision as noted previously. Subject to the outcome of the challenge, governance responsibilities may transfer to the PCC at a future date.</p>
<p>8. Greater use will be made of the rapid changes in</p>	<p>The redesign of the Service website has made it more user-friendly and interactive, with easily</p>

CRMP 2014-2020 expected outcomes	Changes to date
communications technology, particularly the rise in the use of social media websites, which can provide important safety information quickly and effectively.	accessible links to key documents about the Service and how it is performing. The Service has already developed a strong presence on social media websites such as Twitter and Facebook and visitor numbers continue to grow year on year.

3. CRMP 2014-2020: the next few years

- 3.1. Over the next few years we will be planning and preparing our next CRMP. As highlighted in the Introduction, we are developing plans to form a strategic fire alliance with Shropshire Fire and Rescue Service. These plans include a proposal to review both the CRMP and Shropshire Fire and Rescue Service's Integrated Risk Management Plan (IRMP) in order to establish a standardised methodology between the two. The review would examine whether data analysis and planning methodologies can be aligned further to ensure a more standardised and consistent approach across the two Services.
- 3.2. Given the complexity of the CRMP/IRMP process, it is estimated that a period of twelve months will be needed in order to allow sufficient time and capacity for officers to complete the work. To facilitate this, it is proposed to extend the lifespan of the current CRMP by twelve months, in order to provide the capacity needed for officers to undertake this work. In effect, this would extend the current CRMP to 2021.
- 3.3. The proposed extension is to be considered by the Fire Authority at their meeting on 19 December 2018.
- 3.4. Preparing for a new CRMP will follow a Community Risk Management Process that builds on work to date. The process identifies and assesses the nature of the risks and sets out how these will be removed or reduced through a process of analysing options and prioritising activities. The effectiveness and efficiency of these activities are then evaluated to assess the overall impact and to identify any remaining risks. This is a cyclical process as shown in the following diagram.



3.5. The four stages shown in the diagram are explained in more detail in the following sections.

[Identifying and Assessing Risk](#)

3.6. There are two types of risk considered in the CRMP. There are ‘causal factor risks’ which underlie the potential occurrence and impact of a fire or other emergency incident, and there are ‘event risks’ which specifically arise due to an incident actually occurring.

3.7. In terms of causal factors, we know that the most effective way to save lives is to prevent fires and other emergencies happening in the first place. If they do happen, we want to make sure that the impact of the incident is mitigated as far as possible beforehand so that people and property are well protected.

3.8. The CRMP process considers a wide range of causal risk factors. We know, for example, that there are certain vulnerabilities and behaviours in people, properties, businesses and communities that cause them to be at a higher risk than others of experiencing a fire and emergency related incident. These include age-related vulnerabilities such as frailty and mobility issues, lifestyle factors such as living alone and the lack of adequate fire safety precautions in buildings. We also know that the number of vehicles on our roads is likely to increase as more housing is built and that this may cause more traffic congestion in certain areas, which may have an impact on how quickly our fire engines can reach incidents. The CRMP Risk Review and the

Demographic Profile, which are published alongside this Midpoint Review, consider these issues in more detail in terms of accidental fire and road traffic collisions, two of the main risks to life.

- 3.9. We also know there are wider risk factors such as poverty, deprivation, crime, health and wellbeing, which may also have a causal effect. Many of these factors are addressed by our public sector partners in local authorities such as social care, housing services, police and health services. We will continue to work closely with our colleagues to help to ensure that our collective services contribute and add value to ensuring that people are safe and well in their homes, their communities and where they work.
- 3.10. There are also risks inherent in the Fire and Rescue Service itself. We continue to face reduced budgets and demands for greater efficiencies which may affect how we deliver our services in the future. Our analysis of previous IRMP guidance in Section 2 of this Midpoint Review also suggests there are other areas, such as evaluation of our activities, where more attention needs to be focused. These factors will also be important considerations in preparing our new CRMP.
- 3.11. In relation to event risks, when we do need to respond to an emergency incident, there are risks inherent in our intervention. These range from the many types of emergency situation the firefighter faces when on scene to the wider implications for people, properties, the local environment and community. To mitigate this, we need to be confident that our firefighters and commanders are well-trained and well-equipped to be able to act quickly and safely in order to minimise the risks as far as possible.
- 3.12. We are also aware that societal change can also affect how the Service plans to address risk across the two counties. With a predominantly rural and sparsely populated area, we have been able to arrange our operational resources such that 19 of our 27 fire stations are crewed solely by on-call firefighters. However, with an overall ageing population, changing lifestyles, new employment profiles and relatively small pools of potential firefighter candidates available, our ability to recruit and retain on-call firefighters is becoming increasingly challenging. To help to maintain this vital capability, we are currently reviewing our approach to on-call firefighter recruitment, training and retention (the Retained Duty System (RDS) Review).

- 3.13. Through the CRMP, our analysis and understanding of risk will be a key foundation of our ongoing work programme. It will guide how we plan our prevention and protection activities, especially in conjunction with key partners such as local authorities and health services. It will also assist in ensuring our intervention work is as safe and effective as possible.

[Analysing Options and Plan Delivery](#)

- 3.14. Once the range and types of risks are analysed and understood, the next stage in the cycle is to identify appropriate prevention, protection and intervention activities. As noted in the previous section, the levels and quantities of risks do not affect everyone equally everywhere, especially across such a large and diverse area as Herefordshire and Worcestershire. To make sure our prevention, protection and intervention activities are as effective as possible, they will be tailored to meet the particular needs of the individual, property, business, community or, potentially, national risk.
- 3.15. To assist in tailoring our services, the CRMP Risk Review has mapped accidental dwelling fires and road traffic collision incidents over a number of years, and has identified certain trends that show that some people and areas are likely to be more vulnerable than others. The incident mapping and analysis is set out in finer detail in the Station Profiles, which will help to highlight the main risks in local areas; for example, at street level, road junctions, areas prone to flooding and risks to heritage sites.
- 3.16. To sharpen the focus even more, data and intelligence from partners will inform how our activities are undertaken. Likewise, our data and intelligence will also assist our partners in undertaking their work. This is an important growth area for the Service, which will build on the work to date of a number of partner services including Community Safety Partnerships, Safeguarding Boards and the recently formed Worcestershire Office for Data Analytics. We will also seek to develop further improvements in ways of working and sharing intelligence with our key emergency service partners, particularly with Shropshire Fire and Rescue Service and West Mercia Police.
- 3.17. In terms of planning the effective delivery of appropriate prevention, protection and intervention activities, our approach will be guided by the principles established in our Saving More Lives vision: understanding community risk, responding in the time of

need and preventing harm and promoting wellbeing. To support this, the Service has been creating and maintaining a number of key organisational frameworks or enablers. These are the foundation blocks that will help to ensure we are as effective and efficient as possible in delivering our own services and in supporting others, where appropriate, to make a positive difference to people's lives.

- 3.18. The foundation blocks are largely in place, but will need to be kept up to date and refined over time. They include frameworks covering key operational matters such as competence and supervision, health and safety, equipment and emergency cover. They also include key organisational plans and strategies including the Medium Term Finance Plan and the People, ICT and Assets strategies. A Communication and Engagement strategy is also being developed. Together with ongoing skills training, development and learning events throughout the organisation, these frameworks will help to enable our Service and our workforce to remain resilient and well placed to deliver our vision.

Implementing Prioritised Activities

- 3.19. With an improved focus on priorities, the range of prevention, protection and intervention activities can be tailored according to the types and levels of risk, their geographical distribution and their quantity. This will be supported by the preparation of prioritised delivery plans across all parts of the organisation from functional heads and departments to teams, stations and individuals through their own training and development plans.
- 3.20. Our aim is to firmly embed the Saving More Lives vision, and its expression through the CRMP and the prioritised delivery plans, so that it becomes the 'golden thread' that runs throughout the whole organisation. To make sure that all these different strands come together smoothly at the same time will require strong leadership and management with regular monitoring and measurement. It will also require the organisation to be flexible to changing needs, demands and circumstances over time. This will be a key task for the Senior Management Board (SMB) and progress will be reported regularly through the Fire Authority.

Evaluating Effectiveness, Efficiency and the Level of Residual Risk

- 3.21. Throughout this Midpoint Review, evaluation has been identified as a key area for improvement, especially as our incident numbers appear to be starting to plateau.

Over the last ten years, for example, the long-term downward trend in incident numbers, coupled with the qualitative feedback from communities and individuals indicates that our work is making a positive difference to people's lives – however, it is difficult to say to what extent this is related to our prevention, protection or intervention activities, because we have not yet established sufficient ways of measuring our impact.

3.22. Over the next few years towards the next CRMP, we will be examining ways of preparing an effective performance and evaluation framework for all our activities including our work with our partners. Progress will be reported through the SMB and Fire Authority on a regular basis. Key elements of the framework will be:

- quantitative and qualitative evaluation

This will focus on developing measures that will show improvement in outcomes over time. It will include an appropriate suite of performance indicators, and there will be a key focus on evaluating the impact of prevention activities.

- evaluation of the changing risk and demand profile

Risks and demands change over time. These will be closely monitored and examined to reflect changes such as geographical variations or trends in incident type demands rising or falling.

- evaluation of efficiency of use of resources against the changing risk profile

This will examine whether or not our prevention, protection, intervention and organisational resources are appropriately aligned to the identified risks. It will also consider whether or not sufficient resources are available to manage the changing nature of risks.

- CRMP Risk Register

A CRMP risk register will be established to enable the SMB to regularly review risks and to identify appropriate actions to manage them more effectively where necessary. It will also be important for departments, districts, teams and individuals to monitor localised risk registers, so that feedback of data and insights (quantitative and qualitative) also helps to improve the delivery of activities.

3.23. An important function of evaluation is to learn lessons and spread good practice. The results of the evaluation and analysis will be fed back into the start of the cycle to help

ensure that any residual, changed or new risks are considered in the assessment stage. This will include changes to causal factor risks as identified through data and intelligence, changes to event risks such as changes in the numbers of incident types, and changes in demand both geographical and numerical.

[Other forward look issues](#)

- 3.24. In addition to setting out a comprehensive and consistent Community Risk Management Process, it is proposed that an overall Community Risk Management Strategy will be developed. It will be based on the overall process, but will also focus on the importance of 'Saving More Lives' in our links with partner organisations and the added value of working together.
- 3.25. We have already highlighted evaluation as key area for development in the next CRMP. Over the last few years, two other important issues have been identified through our monitoring of trends and performance. These are Attendance Standards and Automatic Fire Alarms, both of which will be reviewed.
- 3.26. In terms of Attendance Standards, which were set during the last CRMP in 2009-11, a review is being undertaken to examine if they are still fit for purpose in line with current risk and resource availability. In relation to Automatic Fire Alarms (or AFAs), there has been an upward trend in their numbers, such that they now represent more than one in three incidents attended (35 per cent at 2017-18) despite vigorous call handling by Fire Control and our engagement with repeat offenders. The findings and recommendations of both reviews will be published and consulted upon as part of the preparation of the new CRMP.
- 3.27. Our fire and emergency cover arrangements will also be kept under review to ensure we continue to manage our available resources effectively in the light of changing risks and demands. In 2014, the CRMP confirmed the standard crewing on wholetime, day crewed and day crewing plus appliances would be four crew members, though for a period of two years reserves funding would be used to try to maintain crews of five on as many occasions as possible. Following the exhaustion of these funds, new proposals to change crewing arrangements at all fire stations with wholetime, day crewed and day crewing plus appliances were published in March 2017. The primary aim of the proposals was to provide extra capacity and resilience (through more flexible working and reallocation of resources) in order to crew an appropriate number

of these appliances with five crew members. Despite twelve months of detailed consultation with staff and community representatives, and after extensive negotiations with the Representative Bodies, a 'terms of agreement' has not yet been finalised with staff. Therefore, the Service is continuing to ride with crews of four and providing resilience to supervisory management within existing contractual arrangements.

- 3.28. In line with our 'Saving More Lives' vision, the Service has carried out a pilot scheme to broaden the scope of Home Fire Safety Checks into Safe and Well Checks. Effectively, this approach enables trained staff to identify and act on a wider range of risks to help and support people's good health and wellbeing, including by developing referral pathways with partners for issues such as frailty, loneliness, the use of medication, cold homes and poverty. Once the pilot has been evaluated by the University of Worcester, it is expected that, following training, the Safe and Well Visit approach will be rolled out across the Service.
- 3.29. The Service will also be undertaking a review of working culture across the Service aimed at developing the ways managers and staff engage with each other and with the public when faced with the complexity and challenges of effectively delivering a modern, forward-thinking and inclusive Fire and Rescue Service.
- 3.30. Finally, it should be noted that two significant external instances may have an impact on the delivery of the Service's plans up to and including the next CRMP. The first relates to how the West Mercia Police and Crime Commissioner (PCC) intends to oversee strategic planning should they take on the overall governance for the both Shropshire and Hereford & Worcester Fire and Rescue Services following the outcome of the judicial review. This may also affect ongoing work towards the establishment of a formal Strategic Alliance between the two Fire and Rescue Services.
- 3.31. The second instance is the inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) carried out in July 2018. The inspection examined the Service's overall effectiveness and efficiency and how it supports and manages its workforce. When published in the autumn of 2018, the HMICFRS report and its outcomes and recommendations will help to inform any further areas for improvement.

4. Consultation

- 4.1. The Midpoint Review and its supporting documents (the CRMP Risk Review, the Demographic Profile and the Station Profiles) will be available on the Service website. We will continue to make as much information as publicly available as possible in the interests of transparency and accountability. We also intend to consult on the outcomes of the reviews of Attendance Standards and Automatic Fire Alarms. Subject to any changes in reporting requirements should the West Mercia PCC assume governance, our performance in delivering the CRMP will continue to be reported in the Fire Authority Annual Reports, which are also available on the Service website.
- 4.2. To help to improve overall engagement and consultation processes with communities, partners, representative bodies and other agencies, a new Communication and Engagement Strategy will also be developed as part of the preparation for the new CRMP.