



HEREFORD & WORCESTER Fire Authority

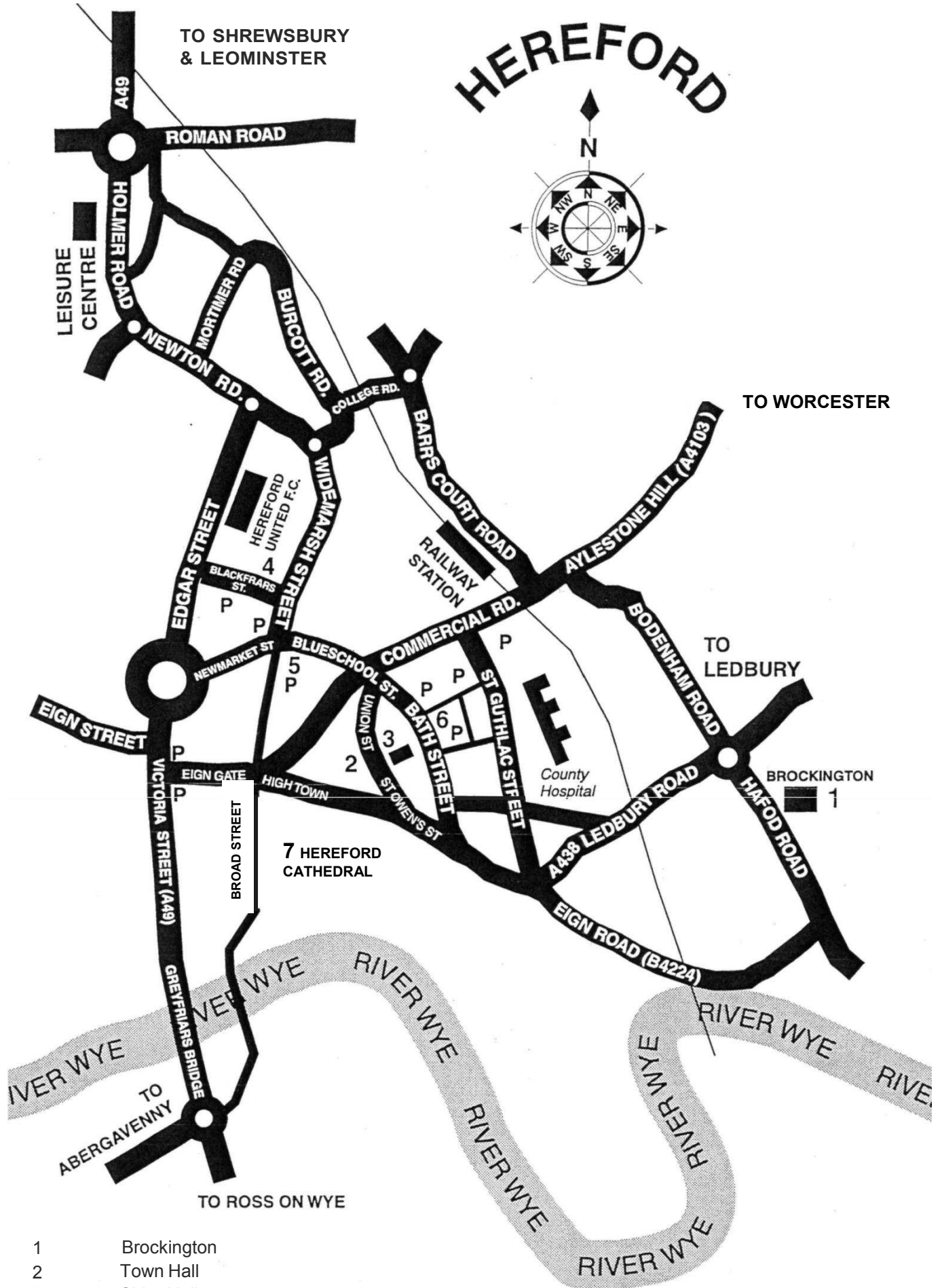
Full Authority

AGENDA

Wednesday, 19 December 2018

10:30

**Shire Hall
St Peter's Square, Hereford, HR1 2HY**



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- the right to inspect minutes of the Authority and Committees for up to six years following the meeting (available on our website: <http://www.hwfire.org.uk>); and
- the right to inspect background papers on which reports are based for a period of up to four years from the date of the meeting.

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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.



Hereford & Worcester Fire Authority

Full Authority

Wednesday, 19 December 2018,10:30

Agenda

Councillors

Mr R J Phillips (Chairman), Mr P A Tuthill (Vice Chairman), Mr R C Adams, Ms P Agar, Mr A Amos, Mr T D Baker-Price, Ms T Bowes, Mr B Clayton, Mrs E Eyre BEM, Mr A Fry, Mr D Greenow, Ms K S Guthrie, Mr I D Hardiman, Mr Al Hardman, Mr M Hart, Dr C A Hotham, Mr R I Matthews, Mr P Middlebrough, Mrs F M Oborski MBE, Dr K Pollock, Mrs J Potter, Professor J W Raine, Mr C B Taylor, Mr R M Udall, Mr S D Williams

No.	Item	Pages
1	Apologies for Absence To receive any apologies for absence.	
2	Declarations of Interest (if any) This item allows the Chairman to invite any Councillor to declare an interest in any of the items on this Agenda.	
3	Chairman's Announcements To update Members on recent activities.	

4	Public Participation	
	To allow a Member of the public to present a petition, ask a question or make a statement relating to any topic concerning the duties and powers of the Authority.	
	Members of the public wishing to take part should notify the Head of Legal Services in writing or by email indicating both the nature and content of their proposed participation to be received no later than 2 clear working days before the meeting (in this case 14 December 2018). Further details about public participation are available on the website. Enquiries can also be made through the telephone numbers/email listed below.	
5	Confirmation of Minutes	8 - 17
	To confirm the minutes of the meeting held on 30 May 2018.	
6	Medium Term Financial Plan (MTFP) Interim Update	18 - 22
	To bring to the attention of the Authority, a recent potential change which may have significant impact on future budgets.	
7	Community Risk Management Plan Midpoint Review 2018	23 - 59
	To present the Community Risk Management Plan Midpoint Review 2018 for consideration and approval.	
8	CRMP Extension	60 - 61
	To request approval to extend the lifespan of the current Community Risk Management Plan 2014-20 (CRMP) by one year.	
9	Update on Implementation of Crewing Changes	62 - 69
	To seek final confirmation of the Fire Authority's agreed position regarding the implementation of crewing changes that sit outside of agreed contractual arrangements, as well as changes that are within agreed arrangements.	
10	Strategic Alliance Board Programme	70 - 72
	To update Members on progress in delivering the Strategic Fire Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services.	

11	Appointment of Assistant Chief Fire Officer	
	Details	
12	Minutes of the Audit and Standards Committee	73 - 76
	To receive the minutes of the meeting held on 25 July 2018.	
13	Minutes of the Policy and Resources Committee	77 - 87
	To receive the minutes of the meeting held on 12 September 2018 and 29 November 2018.	



Hereford & Worcester Fire Authority

Full Authority

Wednesday, 30 May 2018,10:00

Minutes

Members Present: Ms P Agar, Mr T D Baker-Price, Ms T Bowes, Mr A Fry, Ms K S Guthrie, Mr I D Hardiman, Mr Al Hardman, Mr M Hart, Dr C A Hotham, Mrs F M Oborski MBE, Mr R J Phillips, Dr K Pollock, Mrs J Potter, Professor J W Raine, Mr C B Taylor, Mr P A Tuthill, Mr S D Williams

177 Election of Chairman

RESOLVED that Mr R J Phillips be elected as Chairman of the Fire Authority for the ensuing year, to hold office until his successor becomes entitled to act.

178 Election of Vice Chairman

RESOLVED that Mr P A Tuthill be elected as Vice-Chairman of the Fire Authority for the ensuing year, to hold office until his successor becomes entitled to act.

179 Apologies for Absence

Apologies were received from Cllr R Adams, Cllr A Amos, Cllr B Clayton, Cllr E Eyre, Cllr D Greenow, Cllr B Matthews and Cllr R Udall.

180 Declarations of Interest (if any)

There were no interests declared.

181 Confirmation of Minutes

RESOLVED that the minutes of the meeting of the Fire Authority held on 14 February 2018 be confirmed as a correct record and signed by the Chairman.

182 Chairman's Announcements

[Councillor Pat Agar entered the meeting at 10.03am].

The Chairman welcomed new Member Councillor Tracy Bowes to the meeting who had replaced Councillor Jim Kenyon.

The Chairman informed the Authority of the following:

- He would bring Item 14 - Transfer of Governance further up the agenda;
- He had recently attended a meeting for staff with the PCC and Vice-Chairman regarding the change of governance;
- The Grenfell report and the outcomes that would likely impact on Fire and Buildings Regulations;
- Meetings he recently attended with Legal Officers and the Fire Commission;
- Agreement with the Chief Fire Officer to support work by the Sparse Rural Network on evidence work to submit to the Home Office and DCLG on future funding criteria; and
- A visit to the new Command Centre at Hindlip would be arranged for all Members.

He also reassured Members that the Authority would continue good governance for the foreseeable future, in particular in preparation for the HMICFRS inspection due in July.

The Chairman asked the Chief Fire Officer to update Members on the alliance with Shropshire Fire and Rescue Authority. He informed Members that the Plan was progressing well and a final version would be emailed to all Members for their comments mid June, which Members welcomed.

Finally, Members were advised that today's meeting had replaced the scheduled meeting on 13 June 2018, which therefore was cancelled.

183 Public Participation

There was no public participation.

184 Appointment to Committees and Outside Bodies

A report was presented to consider the allocation of seats on Committees to political groups, appointments to those Committees and to outside bodies (insofar as is necessary).

RESOLVED that:

- i) the allocation of Committee seats to political groups as set out at Appendix 1 to these minutes be noted;**
- ii) the current Committee membership as set out in Appendix 1 to these minutes be retained for 2018/19;**
- iii) the current practice for representation and voting on the Local Government Association as set out in Appendix 2 to these minutes be continued;**
- iv) the place and vote on the Local Government Association Fire Commission continues to be exercised by the Chairman of the Authority; and**
- v) the Chairman of the Authority continues as the Member representative on the Place Partnership Ltd. Shareholder Group.**

185 Financial Matters 2017/18

A report was presented with the provisional financial results for 2017/18 which requested Members to approve treatment of financial variations, transfers to and from reserves and revisions to the Medium Term Financial Plan (MTFP).

Members were also asked to review Treasury Management activities for 2017/18 and confirm compliance with Prudential Code indicators.

The Treasurer was pleased to announce that the Authority had a sustainable Medium Term Financial Plan for the foreseeable future, subject to the estimates about the unknown funding future.

Members thanked the Treasurer and staff for producing such a comprehensive report ready for this meeting.

RESOLVED that the Authority:

- i) Notes the provisional financial results for 2017/18;**
- ii) Approves the transfers between reserves as below;**
 - i. £0.574m from the Grant Phasing Reserve**
 - ii. £0.285m from the Equipment Reserve**
 - iii. £0.045m from the NNDR Phasing Reserve**

iv. £0.659m to the Property Maintenance Reserve

v. £0.308m to the ESMCP Reserve

vi. £0.511m to the Budget Reduction Reserve

vii. £0.267m to a new Pay Award Reserve

iii) Noted that the Treasurer will certify the 2017/18 Statement of Account, in accordance with the regulatory time-scale, on 31st May;

iv) Noted that the Audit of the accounts will be undertaken by Grant Thornton LLP;

v) Confirm the changes to the MTFP and the consequential adjustments to the phasing of the use of balances within the approved Reserves Strategy;

vi) Noted that the MTFP is now balanced to 2023/24; and

vii) Confirm that the Prudential Indicators for 2017/18 were within the limits set by the Authority and no matters require further action.

186 Fire Authority Annual Report 2018-19

The Fire Authority Annual Report 2018-19 was presented for adoption and approval for publication.

The Chief Fire Officer explained to Members that the Report gave a good overview of the last 12 months that developed the Saving More Lives theme.

Members thanked staff for producing such a comprehensive Report and agreed to the publication of the Report on the website and also requested that it be shared with District, Town and Parish Councils.

RESOLVED that the Authority adopts the draft Fire Authority Annual Report 2018-19 and approves it for publication, subject to any final minor changes as agreed by the Chief Fire Officer in consultation with the Chairman.

187 Exclusion of the Press and Public

The Authority were asked to exclude members of the public and press from Agenda Item 14.

It was RESOLVED to exclude the public and press on the grounds that the discussion would be likely to disclose information in

respect of which a claim to legal professional privilege could be maintained in legal proceedings.

188 Transfer of Governance

The Head of Legal Services presented a report to consider the Home Secretary's decision to approve the PCC's business case for the transfer of governance of the Fire and Rescue Service and a possible challenge to that decision by way of judicial review.

Members were advised by the Head of Legal Services of the risk and uncertainty involved in any litigation and emphasised that a Judicial Review was not concerned with the decision but with the process.

Following discussions, Members were satisfied that it would be in the public interest to proceed with a judicial review and voted unanimously.

RESOLVED that:

- i. The Authority commence judicial review proceedings in respect of the Home Secretary's decision to approve the transfer of governance of the Hereford & Worcester Fire and Rescue Service to the West Mercia Police & Crime Commissioner, as advised by Counsel;**
- ii. The conduct of the proceedings be delegated to the Head of Legal Services in consultation with the Chairman, Vice-chairman and Group Leaders; and**
- iii. The Authority seek to share the costs of the proceedings with Shropshire & Wrekin Fire Authority and Cambridgeshire & Peterborough Fire Authority, so far as possible.**

189 Annual Performance and Quarter 4

The Annual Performance for 2017-18 was presented to the Authority using the set of Performance Indicators agreed by the Senior Management Board.

A Member questioned the number of Special Services Incidents attended and were reassured that incident trends were monitored to eliminate repeat activity.

A Member also requested further information on Road Traffic Collisions, in particular if there were any hot spots in the two counties.

Members finally thanked Deputy Chief Fire Officer Richard Lawrence for his long and distinguished work for the Authority and wished him well on his retirement.

[Councillor Phillips left the meeting at 11.28am].

RESOLVED that Members note the following headlines drawn from Appendix 1 relating to performance in Quarters 1 - 4, 2017-18:

i) A total of 6,931 incidents were attended in Q1-Q4, an increase of 2.7% (182 incidents) over the same Quarters of 2016-17, and 5.1% (353 incidents) higher than the average for the last five years. However, the overall 5 year trend remains relatively consistent and is still 30% less than 10 years ago.

ii) The majority of the increase in Q1-Q4 is accounted for by a rise in the numbers of Special Service and Fire related incidents, while the number of False Alarm incidents was down:

a. Special Services: an increase of 11.8% (184 incidents) is mainly accounted for by increases in the number of flooding (66) Road Traffic Collisions (64) and Assist other Agency (35).

b. False Alarms: a small decrease of 0.4% (13 incidents), most common automatic activations are at a number of sheltered housing, nursing homes and hospitals.

c. Fires: Have increased slightly by 0.6% (11 incidents) over the previous year this is largely accounted for by a spike in Secondary Fires in Quarters 1 & 2 during spring and the early summer period.

iii) Overall Staff Sickness levels were 7.11 days lost per head and is within tolerance levels.

iv) The Service attended 59.7% (380 incidents) of Building Fires (636 incidents) within 10 minutes in Quarters 1 – 4, compared with 58.2% in the same period in 2016-17. The average time for the first fire appliance attendance at all building fires was ten minutes and eighteen seconds.

v) The overall availability of the first On-Call (Retained) fire appliance remains high at 89.6%; however this has decreased by 2.2% when compared to the same period in 2016-17.

190 Committee Minutes for Approval

Members were asked to approve the minutes from the Audit and

Standards Committee meeting held on 25 April 2018 and the Policy and Resources Committee meeting held on 28 March 2018.

RESOLVED that the minutes from the Audit and Standards Committee meeting held on 25 April 2018 and the Policy and Resources Committee meeting held on 28 March 2018 be approved.

The Meeting ended at: 11:30

Signed:.....

Date:.....

Chairman

Committee Seats and Memberships

<u>Policy and Resources Committee (13)</u>	<u>Conservatives (9)</u>	<u>Labour (2)</u>	<u>Independents (1)</u>	<u>2013 (1)</u>	
	Mr K Taylor (Chair)	Mr R Udall	Dr C Hotham	Mrs F Oborski MBE	
	Mr R Adams (Vice Chair)	Mr A Fry			
	Mr T Baker-Price				
	Mr B Clayton				
	Mrs E Eyre BEM				
	Mr D Greenow				
	Mr R Phillips				
	Mrs J Potter				
	Mr P Tuthill				
 <u>Audit & Standards Committee (12)</u>	 <u>Conservatives (8)</u>	 <u>Labour (1)</u>	 <u>Independents (1)</u>	 <u>2013 (1)</u>	 <u>Non-Aligned (1)</u>
<i>Cannot include:</i>	Mr M Hart (Chair)	Ms P Agar	Mr B Matthews	Prof. J Raine	<u>TBC</u>
<i>Chair/Vice-chair of</i>	Mr A Amos (Vice-Chair)				[Ms T Bowes]
<i>Authority;</i>	Mr A Hardman				
<i>Outgoing Chair of</i>	Mr I Hardiman				
<i>Authority;</i>	Ms K Guthrie				
<i>Chair of Policy &</i>	Mr P Middlebrough				
<i>Resources; or Group</i>	Dr K Pollock				
<i>Leaders</i>	Mr S Williams				
 <u>Appointments Committee (7)</u>	 <u>Conservative (4)</u>	 <u>Labour (1)</u>	 <u>Independent(1)</u>	 <u>2013 (1)</u>	
<i>Should normally include:</i>	Mr R Phillips (Chair)	Mr R Udall	Dr C Hotham	Mrs F Oborski MBE	
<i>Chair of Authority</i>	Mr P Tuthill (Vice-Chair)				
<i>Chair of P & R</i>	Mr M Hart				
<i>Chair of A & S</i>	Mr K Taylor				

Member / Officer Working Group Representatives

Organisational Development Group:

Ms P Agar

Mrs F Oborski MBE

Health & Safety Committee:

Mr B Clayton

Chairman of the Young Firefighters' Association Executive Committee

Mr T Baker-Price

Local Government Association - Representation and Voting

- a. the Authority's four representatives on the Local Government Association are the Leaders of each of the current four political groups;
- b. the 13 Service votes on the Local Government Association Assembly are allocated between the representatives on a politically proportionate basis as follows

Conservative Group	9
Labour Group	2
Independent Group	1
2017 Group	1
Total	13; and

- c. the corporate vote on the Local Government Association Assembly is exercised by the Chairman or his nominee.

Report of the Treasurer

Medium Term Financial Plan (MTFP) Interim Update

Purpose of report

1. To bring to the attention of the Authority, a recent potential change which may have significant impact on future budgets.

Recommendation

The Treasurer recommends that the Authority notes the impact of the proposed increase in Firefighter Pension Scheme employer contributions.

Introduction and Background

2. The Fire Authority approved a revised MTFP in May 2018 which was based on a set of assumptions about future expenditure, funding and the Reserves Strategy.
3. At this point there is no update on the grant, business rate or tax-base information (which are not expected until January).
4. Fire Authorities have however been recently notified of proposed changes to the employer contribution rates for Firefighter pension schemes, which have a significant impact.
5. This matter was considered by the Policy and Resources Committee in November and the Committee recommended that a briefing be provided to the full Authority.

Firefighter Pensions

6. In the Chancellor's Budget in 2016 it was announced that the discount rate used to calculate the cost of the un-funded public pension schemes (i.e. Fire, Police, Military, Teachers, Civil Service and NHS, but not LGPS) would be reduced from 3% to 2.8% with effect from 2019. This has the impact of increasing costs.
7. The cost of this for Hereford & Worcester was estimated at £0.315m and is included in the approved MTFP.
8. For the recent four-yearly valuation of the schemes this has been further reduced to 2.4%, and, along with other changes – most notably the 2006 modified scheme and the 2015 Cost Cap Cost (see below), has the impact of increasing the average employers contribution rate from 17.6% to 30.2%.
9. Across the whole public sector these changes yield the Treasury an additional £2bn per year.

2015 Cost Cap Cost Implications

10. In addition to the above changes the government has reviewed the “Cost Cap Cost” of the 2015 Scheme.
11. Under the Public Pensions Act the Scheme has to maintain a “Cost Cap Cost” of 16.8% +/- 2%. If it varies beyond these parameters then the Scheme Advisory Board (SAB) is obliged to recommend to the Home Secretary changes to the Scheme to bring the “Cost Cap Cost” back into line.
12. At the recent valuation the “Cost Cap Cost” was below 12% and the SAB now has to make recommendations that bring the cost of the Scheme back up to 16.8%.
13. The default arrangement is to increase the pensionable service accrual rate, but this has the consequence of increasing the employer’s contribution rate further and the proposed average rates take this into account.
14. The impact of this has not been properly assessed as the Treasury is seeking a review of the process and the original calculations to understand why the outcome is so different from that expected.

Impact for Hereford & Worcester Fire Authority

15. The estimated annual cost to this Fire Authority is £1.550m, but this cannot be confirmed until individual scheme rates are announced.
16. Given that the MTFP already includes £0.315m the net impact is £1.235m per year.
17. It is the understanding of the NFCC – Finance Co-ordination Committee that the Treasury has agreed to fund the cost in whole for the NHS and partly for one year for the other services.
18. The Home Office has calculated the revised contribution rates will cost £107m across the fire sector and has advised that the Treasury will provide £97m in a one-off grant in 2019/20 only. Subject to understanding the distribution methodology this could provide a £1.400m grant to this Authority.
19. Appendix 1 sets out the impact on the MTFP, assuming funding is for one year only.
20. The MTFP uses reserves to give:
 - a balanced budget until 2023/24; and
 - a residual gap of only £0.3m in 2024/25.
21. The pension changes would use up reserves at a faster rate and produce:
 - a balanced budget to 2020/21 only;

- gaps of £1.3m, £1.8m and £1.6m in 2021/22, 2022/23 and 2023/24 respectively; and
- an on-going gap of around £1.5m from 2024/25.

22. This will have an impact on the future shape of the Service.

Wider Impacts

23. Funding of the 2019/20 impact for Fire is more generous than funding offered to Police for the same issue where an equivalent figure would be grant of only £0.900m
24. The impact across the sector (and wider emergency services) is significant and key groups are lobbying for mitigation.
25. At present this appears to be along two routes:
- Incorporation as a cost pressure in the next CSR review. Given that it yields the Treasury £2bn per year it is thought unlikely to give any additional resources.
 - Precept flexibility – allowing local Fire Authorities to agree to higher Council Tax increases (*see below*).
26. There has been discussion about the concept of additional precept “flexibility” to allow Band D tax to rise further than the current referendum limits, which are the basis of the current MTFP.
27. It should be stressed that there is currently no approval to increase precept above the levels already proposed.
28. On the basis that the Treasury is providing funding in 2019/20 it may be deferred to be a 2020/21 CSR issue.
29. In round terms to deal with the issue in 2020/21 would mean an additional increase in band D of £4.40 (5.2%) on top 1.96% already planned.
30. There are a number of limitations at a national level:
- Whilst a 5.2% additional increase might close the gap in this Authority, and one or two others, most would need much higher figures (upwards of 12% in some cases).
 - Even a net increase of 7.16% (1.96% planned plus 5.2% needed) in H&W would probably be too excessive for government to permit.
 - Finally a number of Authorities are already arguing for precept flexibility to deal with existing cost pressures to avoid the difficult decisions this Authority has already had to take.
31. Even if a higher precept is permissible Members will still have to decide between tax increases to pay for pensions or further budget reductions.

32. Some Fire Authorities are taking the view that the impact after 2019/20 is so significant that government will have to provide funding, and are therefore not including this in their MTFP projections.

Conclusion

33. Whilst full details are not yet known, the indicative impact is significant and will need to be incorporated in future planning.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	Whole Report
Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	None
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	None
Consultation (identify any public or other consultation that has been carried out on this matter)	None
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	None – N/A

Supporting Information

Appendix 1 – Potential Impact on MTFP

Contact Officer

Martin Reohorn, Treasurer to the Authority
(01905 368205)
Email: mreohorn@hwfire.org.uk

Hereford & Worcester Fire Authority
19th December 2018
Update to MTFP

Appendix 1

	1	2	3	4	5
Current Approved MTFP	2019/20	2020/21	2021/22	2022/23	2023/24
	Forecast	Forecast	Forecast	Indicative	Indicative
	£m	£m	£m	£m	£m
1 <i>Assumed Business Rate increase</i>	2.00%	2.00%	2.00%	2.00%	2.00%
2 <i>Assumed Tax-base Increase</i>	0.89%	0.91%	0.91%	1.00%	1.00%
3 <i>Assumed Band D Tax Increase</i>	2.98%	1.96%	1.96%	1.96%	1.96%
4 2018/19 CORE BUDGET	32.236	32.236	32.236	32.236	32.236
5 MTFP (May 2018) Net Changes	1.352	1.804	1.961	2.668	3.254
6 EXPENDITURE REQUIREMENT	33.588	34.040	34.197	34.904	35.490
Funding					
7 All Grants	(6.275)	(4.217)	(4.285)	(4.354)	(4.424)
8 Business Rates & S31 Grant	(2.661)	(4.071)	(4.152)	(4.236)	(4.320)
9 Council Tax Precept	(23.455)	(24.133)	(24.830)	(25.570)	(26.332)
10 PROJECTED RESOURCES	(32.391)	(32.421)	(33.267)	(34.160)	(35.076)
11 CORE GAP	1.197	1.619	0.930	0.744	0.414
12 Use of Property Reserve	(0.120)	(0.185)	(0.160)	(0.147)	
13 Budget Reduction Reserves	(0.777)	(1.434)	(0.770)	(0.597)	(0.371)
14 General Balances	(0.300)				
15 NET GAP	0.000	0.000	(0.000)	(0.000)	0.043

(3.949)

	1	2	3	4	5
Impact on Approved MTFP	2019/20	2020/21	2021/22	2022/23	2023/24
	Forecast	Forecast	Forecast	Indicative	Indicative
	£m	£m	£m	£m	£m
16 <i>Assumed Business Rate increase</i>	2.00%	2.00%	2.00%	2.00%	2.00%
17 <i>Assumed Tax-base Increase</i>	0.89%	0.91%	0.91%	1.00%	1.00%
18 <i>Assumed Band D Tax Increase</i>	2.98%	1.96%	1.96%	1.96%	1.96%
19 2018/19 CORE BUDGET	32.236	32.236	32.236	32.236	32.236
20 MTFP (May 2018) Net Changes	1.352	1.804	1.961	2.668	3.254
21 New Dimensions Maintenance Costs	0.119	0.119	0.119	0.119	0.119
22 Additional Employers Pension Contributions	1.550	1.550	1.550	1.550	1.550
23 Less existing Provision within MTFP	(0.315)	(0.315)	(0.315)	(0.315)	(0.315)
24 EXPENDITURE REQUIREMENT	34.942	35.394	35.551	36.258	36.844
Funding					
25 All Grants	(6.275)	(4.217)	(4.285)	(4.354)	(4.424)
26 New Dimensions Maintenance Grant	(0.119)	(0.119)	(0.119)	(0.119)	(0.119)
27 Treasury Pension Grant (<i>estimated</i>)	(1.400)				
28 Business Rates & S31 Grant	(2.661)	(4.071)	(4.152)	(4.236)	(4.320)
29 Council Tax Precept	(23.455)	(24.133)	(24.830)	(25.570)	(26.332)
30 PROJECTED RESOURCES	(33.910)	(32.540)	(33.386)	(34.279)	(35.195)
31 CORE GAP	1.032	2.854	2.165	1.979	1.649
32 Use of Property Reserve	(0.120)	(0.185)	(0.160)	(0.147)	
33 Budget Reduction Reserves	(0.612)	(2.669)	(0.668)		
34 General Balances	(0.300)				
35 NET GAP	(0.000)	0.000	1.337	1.832	1.649

(3.949)

Report of the Head of Corporate Services

Community Risk Management Plan Midpoint Review 2018

Purpose of report

1. To present the Community Risk Management Plan Midpoint Review 2018 for consideration and approval.

Recommendation

It is recommended that Members consider the CRMP Midpoint Review 2018 and approve it for publication on the Service website.

Introduction

2. The Community Risk Management Plan 2014-2020 (the CRMP) is halfway through its six-year term. A midpoint review has now been carried out to assess whether it remains valid or if it requires updating in the light of changing circumstances. The Midpoint Review is attached as Appendix 1.

The Midpoint Review

3. The Review looked at how the Service has identified and managed risk over the first three years and how it plans to manage risk over the next few years. It also highlighted some of the main external influences on the Service and how this has shaped the context in which services are delivered.
4. The CRMP sets out what steps were needed to balance risks against resources in the light of ongoing budget reductions. It introduced changes to fire and emergency cover to help ensure services are delivered more efficiently without affecting the safety of local communities, and it provided the foundations for the development of the Service's 2020 Vision transformation programme.
5. The CRMP also highlighted the range of prevention, protection, response and resilience services being provided in order to meet the needs of an ageing population and increasingly difficult weather conditions. These are reviewed and updated each year and are summarised in the Fire Authority Annual Reports.
6. The key events since the publication of the CRMP are noted in the Review and it also highlights the extent of changes over the last three years. Notable is the introduction of the Service's new strategic vision and direction – Saving More Lives – which now forms the central strand of everything we do to keep people safe. The actions are summarised in tables in the Review and are included for information as Appendix 2 of this report.

7. The Review also took the opportunity to cross-reference the aims of the CRMP with guidance in the Fire and Rescue National Framework and other guidance documents. It found that the majority of guidance was being fully applied within the Service's activities with just a few areas where further consideration is needed.
8. The CRMP made a number of predictions about how things would change in the lifetime of the document. The Review notes that these expectations were well founded.
9. The second half of the Review looked forward to the next few years and the planning process needed for the next CRMP. It proposes to adopt a cyclical Community Risk Management Process building 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.
10. It is also proposed that the CRMP process is supported by a Community Risk Management Strategy that builds on the importance of Saving More Lives and our work with partners.
11. The Review also notes that plans are being developed by Hereford & Worcester and Shropshire FRSs to create a Strategic Alliance to help secure a resilient and sustainable future for both Services. As part of this work, the CRMP and Shropshire FRS's Integrated Risk Management Plan (IRMP) will be examined to assess how data analysis and planning methodologies can be aligned so that the approach to risk management planning is standardised and more consistent.
12. 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 assessment and determine the most effective alignment. To facilitate this, it is proposed to extend the lifespan of the current CRMP by twelve months, in order to provide the capacity needed. In effect, this would extend the current CRMP to 2021.
13. A request to approve the proposed extension of the CRMP is noted in more detail in a separate report on the Fire Authority agenda.
14. Finally, the Review notes two significant instances that may have an impact on the delivery of the Service's plans. Firstly, there may be changes should the governance of the Service move to the West Mercia PCC following the outcome of the judicial review, and secondly there may be changes following any outcomes of the recent inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.

Conclusion/Summary

15. The CRMP continues to provide the overall framework for managing risk. The Midpoint Review highlights key events and changes over the last three years and outlines the process for preparing the next CRMP. While the approach to preparing the CRMP may change in the light of any outcomes from the HMICFRS inspection or any changes in governance arrangements or arising from the proposed new Strategic Alliance, the preparation of an Integrated Risk Management Plan remains a statutory requirement.
16. The Midpoint Review is complemented by two other documents, the CRMP Demographic Profile 2018 and the CRMP Risk Review 2018, and a set of 27 individual Station Risk Profiles, all of which are publicly available on the Service website.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	The CRMP Midpoint Review 2018 has no direct resource implications.
Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	The CRMP Midpoint Review 2018 helps to inform the process for future risk management planning, and will include the preparation of an overall Community Risk Management Strategy.
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	N/A
Consultation (identify any public or other consultation that has been carried out on this matter)	N/A
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	N/A

Supporting Information

Appendix 1 – Community Risk Management Plan Midpoint Review 2018

Appendix 2 – CRMP Midpoint Review 2018 - Summary of key events and changes
2014-17

Background papers

None

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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.

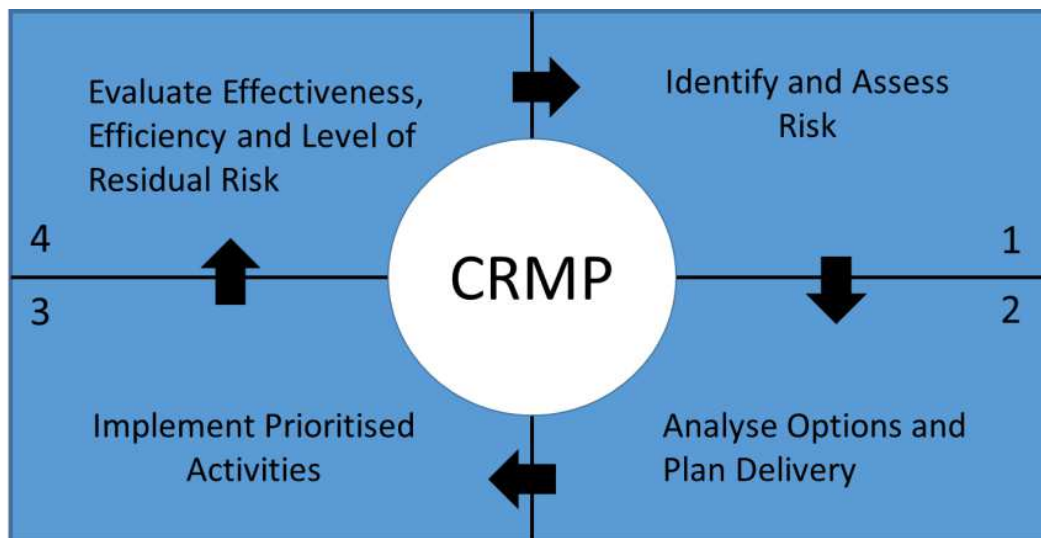
CRMP 2014-2020 expected outcomes	Changes to date
	Housing growth projections suggest that there are likely to be around 3,000 new homes built each year up to 2030. Most of the development will be within and around the larger urban areas. With more homes, there will be more people and more vehicles on our roads, so it will be important to continue monitoring the potential impact on our services throughout this period.
3. Prevention, protection and response services will be sustainable and will be delivered to their best effect.	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.
4. Fire stations will be equipped and crewed in the most appropriate ways to tackle risks in their local areas.	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.
5. The Service will be taking full advantage of the significant advances in safety and firefighting technology.	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

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.

CRMP Midpoint Review 2018 - Summary of key events and changes 2014-17

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 Mercia Police and Worcestershire County Council • 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 • Human Resources department restructured to be more able to support staff through change • Complete redesign on the Service website making it more interactive and with improved links to related social media sites

Date	Key events and changes
2015-16	<ul style="list-style-type: none"> • Home Office assumes responsibility for Fire and Rescue • 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 • Workforce planning continued including temporary secondments to other Fire and Rescue Services helping to offset around £3.1 million in staffing costs • 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 • 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 • Ongoing delivery of 2020 Vision projects and other collaborative working: <ul style="list-style-type: none"> › 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 › 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' website with a shared database of operational information used by fire and rescue services • 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

Date	Key events and changes
	<p>developed. CRMP Action Plan in the Fire Authority Annual Report aligned more closely to the aims of 'Saving More Lives':</p> <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 improving the health and wellbeing of those most vulnerable in the community <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</i>

Date	Key events and changes
	<p><i>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></p> <ul style="list-style-type: none"> 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 a 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) 3,000+ targeted Home Fire Safety Checks 1,226 Signposting referrals 4,000+ young people received fire and road safety education
2015-16	<p>Revenue budget of £32.3 million</p> <ul style="list-style-type: none"> still a need to find further savings of £2.4 million by 2019-20 	<p>April 2015:</p> <ul style="list-style-type: none"> 659 employees (FTE) <ul style="list-style-type: none"> › 5% lower than April 2014 	<p>2015-16 annual figures:*</p> <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)

Date	Budget/Savings	Workforce (FTE – full time equivalent)	Incidents attended and community safety activities
			<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

Report of the Chief Fire Officer

CRMP Extension

Purpose of report

1. To request approval to extend the lifespan of the current Community Risk Management Plan 2014-20 (CRMP) by one year.
-

Recommendation

It is recommended that Members approve a proposal to extend the lifespan of the Community Risk Management Plan 2014-20 by one year.

Background

2. The Community Risk Management Plan 2014-20 (CRMP) is the Authority's overall plan for improving public safety, reducing the number of incidents we need to attend and, above all, saving lives. Members approved the publication of the CRMP on 1 October 2014 and updates of progress in delivering CRMP actions are presented in the Fire Authority Annual Reports each year.
3. On 12 September 2018, Members of the Policy and Resources Committee approved a plan to create a Strategic Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services. The plan includes 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.

Proposed CRMP extension

4. It is estimated that, given the complexity of the IRMP/CRMP process, a period of twelve months will be needed in order to allow sufficient time to complete the work. This work will be undertaken by Officers from both Services.
5. Therefore, it is proposed that the lifespan of the current CRMP be extended by one year in order to enable the review work to be completed. In effect, this would extend the CRMP to 2021. Members would still receive an update of progress in delivering the CRMP actions through the Fire Authority Annual Report. Members will also receive progress reports of the review and any recommendations for action as appropriate.
6. A similar request is also due to be presented to Shropshire and Wrekin Fire and Rescue Authority.

Conclusion/Summary

7. The creation of a formal Strategic Alliance provides an opportunity to harmonise the CRMP/IRMP process across the two Fire and Rescue Services. A review of current arrangements and proposals for future alignment of the process is likely to take a period of twelve months and, therefore, extending the current CRMP by twelve months will provide the capacity needed for officers to undertake this work.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	There is a legal requirement for all Fire and Rescue Services to produce an integrated risk management plan (IRMP).
Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	The CRMP is the overarching plan for delivering 'Our Strategy' through the effective use of resources and resourcing for the future, and for supporting the achievement of actions to promote the overall vision of 'Saving More Lives'.
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	A Risk Assessment will be undertaken as part of the proposed joint working arrangements on the review. This will include consideration of corporate governance responsibilities to ensure there are no areas of concern.
Consultation (identify any public or other consultation that has been carried out on this matter)	Senior Managers of both Hereford & Worcester and Shropshire Fire and Rescue Services have been consulted, but no wider public or staff consultation has been carried out at this time.
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	An Equalities Impact Assessment will be undertaken as part of the review.

Supporting Information

None

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Report of Chief Fire Officer/Chief Executive

Update on Implementation of Crewing Changes

Purpose of Report

1. To seek final confirmation of the Fire Authority's agreed position regarding the implementation of crewing changes that sit outside of agreed contractual arrangements, as well as changes that are within agreed arrangements.

Recommendations

It is recommended that:

- (1) Standard crewing on full-time appliances will remain at four - in line with the Fire Authority's original 2014 Community Risk Management Plan (CRMP) decision. This is due to the current inability to reach a local agreement with affected staff groups to implement the appropriate contractual changes which would have achieved crews of five, despite an agreement being negotiated with respective trade union representatives back in January 2018 (referred to in previous Authority papers as the 'Terms of Agreement' document).***
- (2) Officers enter into immediate discussions with the relevant representative bodies, with the view to reaching a local agreement in respect to the Day Crewing Plus (DCP) system.***
- (3) In respect to the DCP system, a further report be brought to the next meeting of the Fire Authority, if no local agreement has been reached by that time, with a view to:***
 - (i) Implementing a suitable duty system for the second full-time fire appliances at Hereford and Worcester stations. The duty system would need to be economically viable in respect to the Service's Medium Term Financial Plan (MTFP), as well as meeting the existing CRMP analysis from 2014 (which itself was subject to full public and staff consultation at the time); and***
 - (ii) undertaking an immediate CRMP analysis in respect to Bromsgrove Station to determine a duty system that is the most suitable and economically viable to replace the current DCP system, whilst also taking into account the Service's MTFP.***

Background

2. In 2014, the Authority's agreed Community Risk Management Plan (CRMP) confirmed the standard crewing on full-time appliances (Wholetime (WT), Day Crewing (DC) & Day Crewing Plus (DCP)) would be four but additional funding of £800,000 was released from reserves to provide crews of five on as many occasions as possible for a period of up to two years. It also agreed that the second full-time appliances at Hereford and Worcester stations would be staffed using a day duty system (although this was superseded with the introduction of DCP for these appliances on a trial basis).
3. In February 2017, the Authority received a paper confirming the additional funding from reserves had been exhausted and Members subsequently requested Officers to produce a plan to provide for crews of five on those respective appliances across the Service (on as many occasions as possible, at no additional cost to the Service and with no change to service provision). In addition, the Service had to take into account both the medium term financial pressures on the organisation and the need to provide a more resilient approach to maintaining appropriate operational cover arrangements across the Service.
4. In March 2017, in response to this FRA request, the Service published proposals to change crewing arrangements on all WT, DC & DCP stations, with the primary aim of providing extra capacity and resilience (through more flexible working and reallocation of resources) to ride the first appliances at those stations with crews of five (and with the second full-time appliances at Worcester & Hereford stations remaining with crews of four). In addition, the proposals sought to:
 - Provide additional support to the Retained Duty System (RDS) and the crewing of RDS appliances across the Service.
 - Introduce modern, flexible working conditions that are attractive for people to work and that could encourage diversity across the Service.
 - Retain existing emergency cover wherever possible.
 - Review the number of operational managerial posts to meet the new arrangements.
 - Develop solutions to help resolve the issues with recruiting staff to the Day Crewing Duty System.
 - Resolve the complications around the allowances for Droitwich/USAR personnel.
 - Create savings of circa £300,000 pa to meet the Medium Term Financial Plan.
5. In August 2017, following detailed consultation, a new set of proposals was presented to the Representative Bodies (RBs). These proposals were designed to include the suggestions and feedback from both the RBs, staff and the public - and dealt with the major issues that had been identified by them over the previous four months (most notably the proposed changes to emergency cover

in Malvern and Evesham). These proposals then formed the basis for further significant negotiations between the FBU and the Service.

6. In November 2017, following a full and appropriate process, a 'Terms of Agreement' document was agreed with the FBU, which also recognised the considerable progress that had been made from the starting position in March. Furthermore, it was acknowledged by both parties that the main elements of 'Terms of Agreement' were the best that could be achieved through negotiation, within the parameters that had been set back in February of that year.
7. At the same time, FBU officials urged members to attend the local branch meetings to have their views heard, seek further information on the details, discuss the consequences of the choice before them and, ultimately, vote to accept the proposals.
8. In addition, in early January, further station-based joint communication meetings with affected staff and the negotiators from both the Service and from the FBU took place in order to give everyone a final opportunity to discuss the details and rationale of the 'Terms of Agreement'. As a result of these meetings, a number of minor changes and clarifications were incorporated into the document, with a view to resolving last-minute concerns raised by staff.
9. However, in February, the local FBU Brigade Committee (made up of representatives from the station branches) voted to reject the proposed changes to contracts.
10. In response to that decision, the Fire Authority mandated Officers, if required, to use the dismissal/re-engagement process (if suitable progress could not be made to resolve the extant issues facing the Service).

Progress on Meeting the Identified Challenges - February 2018 to Present

11. After the decision by the local membership of the FBU, the Chief Fire Officer and the local FBU Brigade Secretary made a joint statement in March this year to all affected staff which highlighted the continued commitment from all parties to continue to try and work together to seek agreement. However, the statement also recognised that, *"In the meantime, the Service will continue to manage the crewing arrangements with crews of four – and move forward with any appropriate changes that are required to maintain operational resilience and effectiveness by utilising existing contractual arrangements."*
12. As a consequence, the Service has now progressed with a number of organisational changes in two key areas – namely, in respect to the more effective and efficient use of Supervisory Managers across the Service and by the introduction of a day-duty system for firefighters to improve the sustainability of the full-time staffing arrangements at Evesham, Droitwich and Malvern Stations – all within existing contractual arrangements.
13. Implementing these changes has meant that the Service has been able to:

- provide much-needed additional managerial support to the Retained Duty System (RDS) and the crewing of RDS appliances
 - introduce flexible day-duty working systems that could be attractive for people to work and are also aimed at encouraging diversity across the Service in the future
 - make full-time staffing at Evesham, Droitwich and Malvern Stations more sustainable without impacting on the conditions of existing staff working the current Day Crewing system
14. Furthermore, discussions are continuing about how best to resolve the complications around the allowances for Droitwich/USAR personnel.
 15. However, only minimal progress has been made in respect to all full-time appliances riding with crews of five – and, in reality, this issue will not be able to be resolved satisfactorily without changes to employment contracts (such as those set out in the January 2018 ‘Terms of Agreement’). Having said that, because of the progress that has been made to date in meeting the other identified priorities and issues facing the Service, it has not been necessary to commence with any dismissal/re-engagement process – although this remains an option for the Fire Authority in the future, if required.
 16. Another area where limited progress has been made to date is in relation to developing alternative on-call night-time cover arrangements at Evesham, Droitwich and Malvern to help replace the existing long-term vacancies to the DC duty system, as well as vacancies arising from those firefighters that have either requested transfers off the DC system or who have recently retired from these stations. To complicate matters further, because such rostered on-call night-time cover (i.e. where individuals are not able to readily book-off duty) is now likely to be determined as being positive hours in respect to the Working Time Regulations (WTR) 1998 (following the result of a recent court decision (*Matzak v Ville de Nivelles*)) – any alternative cover arrangements would require a local agreement to be brokered in order to address the WTR issues.
 17. More importantly, however, because of the *Matzak* ruling, the night-time on-call cover arrangements provided for in the existing HWFRS DC duty system contracts are highly unlikely now to be contractually enforceable going forward, because despite a local agreement being in place, individuals will still have the right to refuse to sign the WTR 48-hour opt-out, at any time.
 18. As a consequence, Officers have started discussions with the FBU and FOA with a view to jointly identifying and solving these two issues. There are a number of possible alternatives including bolstering the on-call units on the affected stations in order to crew two appliances at night instead of just one. This arrangement works well in other areas of the Service where availability for the first on-call appliance is maintained at very high levels (95%-100%) throughout the year. Furthermore, bolstering the respective on-call units at these stations would not have any impact on the day-time cover arrangements, as these can be easily maintained by utilising the suitable day duty contract (which does not breach the WTR).

19. However, to complicate matters further, the recent adoption by the FBU of a national conference resolution now means that any changes to local duty systems (outside of those specific examples currently quoted in the Grey Book) must be 'ratified' by the national FBU Executive Committee before local officials can agree to them. In other words, local FBU representatives are unable to sign up to any locally negotiated changes without first agreeing it with their national counterparts. This has happened in HWFRS, where a recently negotiated 10-hour day duty system could not be signed off locally by the FBU, despite constructive engagement with both local and regional officials. In contrast, it has been agreed by local FOA officials.
20. As a consequence of this action, the Fire Authority is now in a very difficult position. On the one hand, it is being directed by the government (in the latest National Framework document published in May 2018) to "*manage their budgets and spend money properly and appropriately, and ensure the efficient and effective use of their resources, pursuing all feasible opportunities to keep costs down while discharging their core duties effectively. Fire and Rescue Authorities should regularly review the numbers and deployment of firefighters and other staff to ensure that their Fire and Rescue Service has a workforce that is commensurate with the risks that they face*". On the other hand, it is unable to deliver such changes without the prior agreement of national FBU officials - unless, of course, it resorts to using a dismissal/re-engagement process. Effectively, going forward with even minor changes to working arrangements that diverge from the duty systems quoted in the Grey Book may only be progressed at the risk of major employee relations conflict.

Impact of Recent High Court Ruling – South Yorkshire Fire Authority

21. Following a prolonged legal challenge by the FBU, in May this year, the High Court ruled that the Close Proximity Crewing System in South Yorkshire was deemed as being unlawful in relation to the WTR – substantially due to the absence of a local collective agreement.
22. Although the voluntary DCP system in HWFRS is not the same as the one in South Yorkshire, in light of that decision it now appears that HWFRS DCP system does not comply with the WTR in a number of key areas. Having said this, the regulations do allow for such variations to become lawful, if a local agreement with the relevant representative bodies can be reached. To date, in HWFRS, there is no local agreement in place.
23. Without such an agreement, the Fire Authority runs the risk of being challenged in the courts in the foreseeable future and it is likely the current DCP arrangements would be held to be in breach of the WTR. This would also have potential criminal liability and is not therefore a sustainable position for the Authority to maintain. Officers have entered into discussions with the FBU and FOA with a view to jointly identifying and resolving the issues, however, it would be advised that in the absence of any local agreement, HWFRS should not continue with the DCP system locally.

24. Taking into consideration the 2014 CRMP analysis for the second full-time appliances at Hereford and Worcester stations, together with the issue of affordability as set out in our MTFP, it would seem that the most viable option if DCP were to be discontinued would be to replace it with a day-duty system and additional on-call staff as the CRMP analysis in 2014 confirmed should be the case. This CRMP analysis was also fully consulted upon with both the public and staff. The current DCP system (as employed on these two stations) is, in fact, an over-provision of emergency cover, even though it does provide additional immediately available night-time resources (i.e. resilience) to be deployed across the two counties, as and when required. Officers have been tasked with reviewing the CRMP analysis and updating this to account for any variances over the last four years.
25. In respect to Bromsgrove, however, the replacement of the DCP system would need to be informed by an appropriate CRMP-style analysis, and any change would also require a local public consultation process to be undertaken as it would most likely result in a variation in the current speed of response of one appliance during the night-time period, under normal circumstances.
26. It is worth the Fire Authority also noting that trying to replace the DCP duty system at Bromsgrove with a 2-2-4 WT shift system would cost the Service in the region of circa £500k extra revenue funding per annum (p.a.), not to mention an additional £1m p.a. for the two appliances at Hereford and Worcester stations.

Summary

27. Due to the local FBU membership not accepting a local agreement that would re-establish crews of five on most full-time appliances, the Fire Authority should formally accept standard crewing now as being four, in line with its original CRMP 2014 decision. However, in respect to any future change to the operational risk profiles across the Authority area, the Fire Authority should reserve the right to progress with an appropriate dismissal/re-engagement process, if required, in order to implement any necessary contractual changes to facilitate the delivery of crewing levels at fives within existing budgets.
28. In light of the successful legal challenge by the FBU against South Yorkshire Fire Authority, in respect its to Close Proximity Crewing duty system, HWFRS should seek a local collective agreement for DCP with the respective representative bodies, at the earliest opportunity, in order to remain compliant with the Working Time Regulations (WTR). If this cannot be achieved, then the Service should look to implement a day-duty system for the second full-time appliances at Hereford & Worcester stations – based on an updated CRMP analysis - as well as undertake an appropriate CRMP analysis and public consultation, with a view to changing the current DCP duty system at Bromsgrove Station – all whilst also taking into account the Service's MTFP.

29. Taking into account the outcome of the *Matzak* ruling, coupled with the current position of the FBU in respect to the need for national agreement of any changes to local duty systems, if no such agreement can be reached, the only affordable option available to the Fire Authority would be to utilise the current locally agreed DC duty system, but without including the on-call night time element, as this would breach the WTR.
30. In respect to maintaining the same level of speed and weight of emergency response at night (under normal circumstances) for those stations currently crewed using the DC duty system (Evesham, Droitwich and Malvern), the bolstering of existing on-call units should be considered as a viable option along with other potential options, but at the same time, the practical achievability of any option should also take into account the right of individuals currently contracted to the DC duty system to withdraw from that contract (either now or in the future). If that were the case, day-time cover can continue to be maintained using a suitable day duty system that is WTR compliant.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	Yes – implementation will require the relevant management, legal and financial resources to be allocated, as well as some potential minor investment in some properties to allow the changes to be accommodated.
Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	Yes – the implementation of the changes has a direct impact both the CRMP and the MTFP.
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	Organisational and operational risks are highlighted in the paper, along with associated mitigation approaches.
Consultation (identify any public or other consultation that has been carried out on this matter)	Yes – extensive staff consultation is on-going and has taken place over 20+month period – in addition, proportionate public and staff consultation has and will take place, where appropriate.
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	Yes – EIA's were undertaken for original crewing changes and for riding on fours. EIA has been undertaken for a 10-hour day duty system. If a local agreement on DCP cannot be reached, an EIA for future recommended changes will be undertaken, as appropriate.

Supporting Information

N/A

Background Papers

Fire Authority 15 February 2017: Review of Crewing Levels

Fire Authority 27 June 2017: Crewing Proposals

EIA Crewing Changes November 2017

Fire Authority 15 December: Crewing Proposals (Members Briefing)

Fire Authority 14 Feb 2018: Implementing Crewing Changes

Contact Officer

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Report of the Head of Corporate Services

Strategic Fire Alliance update

Purpose of report

1. To update Members on progress in delivering the Strategic Fire Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services.

Recommendation

It is recommended that Members note progress to date and grant approval for Officers to prepare option appraisals.

Introduction/Background

2. On 12 September 2018, the Policy and Resources Committee approved a plan to create a Strategic Fire Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services. The plan was also approved by Shropshire and Wrekin Fire and Rescue Authority at their meeting on 10 October 2018.
3. In endorsing the creation of the Alliance, both Fire Authorities directed Senior Officers from their respective Services to prepare a joint programme plan to achieve the aims of the Alliance.
4. Since then, good progress has been made in setting up governance arrangements and in identifying key priorities for action.

Update on progress

5. The inaugural meeting of the Strategic Alliance Board took place on 10 December. The Board provides the high level strategic governance for the Alliance and consists of the Chairs/Vice Chairs of both Fire Authorities and both Chief Fire Officers. At the meeting, the terms of governance, as set out in the Strategic Alliance Plan, were agreed. Three priority projects were also recommended:
 - a. Fire Control: scoping future requirements for ensuring a resilient Command & Control function,
 - b. IRMP/CRMP: reviewing options for aligning integrated risk management planning processes, and
 - c. ICT: developing organisational arrangements for provision of Information & Communications Technology functions.

6. At the time of writing, it is anticipated that these three priorities will be confirmed at the next meeting of the Strategic Alliance Board on 10th December.
7. Meetings of the Strategic Alliance Programme Delivery Board have also been held (24th September and 5th November). The Programme Delivery Board manages the overall programme of change and is led by the two Chief Fire Officers and supported by the Programme Manager. Over this period, the Programme Manager has visited Hampshire and Dorset & Wiltshire Fire and Rescue Services to review good practice in programme and project management.
8. The Programme Delivery Board will be exploring the options available for progressing the three priorities, and appropriate Project leads have been nominated to prepare options for appraisal by the Board.

Conclusion/Summary

9. The creation of the Strategic Fire Alliance is a major step towards collective resilience, capacity and sustainability for both Services into the next decade. In the last quarter, governance arrangements have been agreed and key priorities set out.
10. To progress this further, Members are requested to note developments to date and to give approval for officers to proceed with preparing option appraisals for the key priority projects.
11. A similar update report is also being presented to the Shropshire and Wrekin Fire and Rescue Authority to gain their authority for Officers to proceed. Further updates will be brought to Members as work progresses.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	There is a legal requirement for Governance consideration.
Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	The proposals support 'Our Strategy' through: The effective use of resources and resourcing for the future.
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	Risk Assessments will be undertaken as part of any project management processes recommended.

Consultation (identify any public or other consultation that has been carried out on this matter)	Other than publication of the Fire Alliance Strategic Plan 2018-2022, no further public or staff consultation has been carried out at this time.
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	Equalities Impact Assessments will be undertaken as part of any project management processes recommended.

Supporting Information

None

Contact Officer

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Hereford & Worcester Fire Authority

Audit and Standards Committee

Wednesday, 25 July 2018, 10:30

Minutes

Members Present: Ms P Agar, Mr A Amos, Mr I D Hardiman, Mr Al Hardman, Mr M Hart, Mr P Middlebrough, Dr K Pollock

100 Apologies for Absence

Apologies were received from Ms K S Guthrie, Mr B Matthews, Prof J W Raine and Mr S D Williams.

101 Named Substitutes

There were no named substitutes.

102 Declarations of Interest (if any)

There were no interests declared.

103 Confirmation of Minutes

RESOLVED that the minutes of the meeting of the Audit and Standards Committee held on 25 April 2018 be confirmed as a correct record and signed by the Chairman.

104 Statement of Accounts 2017/18

The Treasurer presented the Statement of Accounts 2017/18 to the Committee and was pleased to report that the Accounts had been signed off by the Treasurer on 30 May 2018.

Following consideration of the External Audit Findings Report (below) it was **RESOLVED** that the Statement of Accounts 2017/18 be approved.

105 External Audit Findings Report 2017/18 Including Letter of Representation

The External Auditor presented the Auditors' Report to the Committee.

It was highlighted to Members the intention of issuing an unqualified opinion on the financial statements and an unqualified value for money conclusion. Members were advised that there were no control issues or weaknesses to be brought to the attention of the Committee and that no adjustments affecting the Authority's reported financial position were required.

The finance team were thanked for producing the Accounts in the new time constraints.

RESOLVED that:

i) the External Audit Findings Report 2017/18 including an unqualified opinion on the 2017/18 accounts be noted; and

ii) the letter of representation be approved on behalf of the Authority.

106 External Audit Fee 2018-19

The Treasurer reminded Members of the revised arrangements for the appointment of external auditors from 2018/19 and confirmed that Grant Thornton UK LLP had been appointed as auditors for five years commencing with the 2018/19 audit.

Members were informed that the scale fee for 2018/19 was £25,311 and that fees would be reviewed and updated as necessary as the audit work progressed.

RESOLVED that the External Audit Fee 2018/19 from Grant Thornton UK LLP be noted.

107 Internal Audit Annual Report 2017/18

The Head of Internal Audit Shared Service presented a report detailing the achievement of the Internal Audit objectives as set out in the Internal Audit Plan 2017/18. The audit opinion and commentary on the overall adequacy and effectiveness of the internal control environment concluded that arrangements for 2017/18 had managed the principle risks effectively and could be relied upon to meet corporate objectives.

With regard to Risk Management, Members were assured that the development of formal risk management systems was sustained during the year and risk management continued to feature prominently.

In response to a question from a Member, it was explained that the process of internal audit was risk focussed rather than being a review of controlled mechanisms.

RESOLVED that the Committee note the Internal Audit Charter and that the audit plan delivered in 2017/18 has provided an assurance level of "full" for three core financial areas and that no limited or below assurance areas have been report.

108 Internal Audit External Assessment 2017/18 Update Report

The Head of Internal Audit Shared Service presented a report updating Members on the progress made towards implementing the Internal Audit External Assessment that took place during the 2017/18 financial year.

Members were informed that a review was undertaken by an independent assessor during early October 2017 and a report detailing the key outcomes was presented to the Client Officer Group in November 2017. The key outcomes identified that the Internal Audit Shared Service is solid and reliable and there were no areas of non compliance identified.

Internal Audit Shared Service was thanked by Members for an excellent outcome.

RESOLVED that the report be noted.

109 Strategic Risk Register Review

The Head of Operational Support presented an update to the Committee on the Strategic Risk Register.

Members were informed that new processes and framework had been embedded in the management of the Strategic Risk Register and in the departmental level risk registers. Members were reassured that there was continual monitoring and reviewing taking place at quarterly Senior Management Board performance meetings and Middle Management Board meetings to ensure risks were being used to drive business.

In response to a question by a Member regarding resilience of power supply, it was explained that the Service had Uninterrupted Power Supply (UPS) at all locations with back up generators at the main locations. Members were also reassured that the Service held bulk fuel for vehicles

should there be a shortage at any time.

RESOLVED that the contents of the report be noted.

110 Health and Safety Update

The Head of Operation Support provided the Committee with an update on the activities and items of significance from the Service's Health and Safety Committee.

Members' attention was drawn to an error in the section referencing in paragraph 6 of the report. It should have read sections 18-21, and not 5-7.

Members were informed that during Quarter 4 there had been a slight increase in personal injuries and vehicle collisions but the majority of events were of a minor nature. All events had a minimum of a local level investigation to identify preventative control measures, to help reduce the likelihood of similar occurrences.

RESOLVED that the following issues, in particular, be noted:

- i) The Health and Safety performance information recorded during January 2018 to March 2018 (Quarter 4).**
- ii) The involvement of the Service in a number of Health and Safety initiatives.**

The Meeting ended at: 11:21

Signed:.....

Date:.....

Chairman



Hereford & Worcester Fire Authority

Policy and Resources Committee

Wednesday, 12 September 2018,14:00

Minutes

Members Present: Mr R C Adams, Mr T D Baker-Price, Mr B Clayton, Mrs E Eyre BEM, Mr A Fry, Dr C A Hotham, Mrs F M Oborski MBE, Mr R J Phillips, Mr C B Taylor, Mr P A Tuthill, Mr R M Udall

124 Apologies for Absence

Apologies were received from Cllr J Potter.

125 Named Substitutes

There were no named substitutes for this meeting.

126 Declarations of Interest (if any)

There were no interests declared.

127 Confirmation of Minutes

RESOLVED that the minutes of the meeting of the Policy and Resources Committee held on 28 March 2018 be confirmed as a correct record and signed by the Chairman.

128 2018/19 Budget Monitoring – 1st Quarter

The Treasurer informed Members of the current position on budgets and expenditure for 2018/19.

Members were asked to note the forecast revenue underspend of £0.820m and approve the earmarking of £0.750m towards the cost of replacing Broadway Fire Station.

During discussions on the capital budget in relation to Redditch Fire

Station, Members were informed that a suitable site had been identified for a replacement fire station and the project was progressing well. Members thanked the Head of Legal Services for his work in relation to Redditch fire station.

A Member raised a query with regard to the interest rate payable to the Public Works Loans Board. The Treasurer confirmed to Members that the borrowing interest rate was just over 3% on a fixed rate.

RESOLVED that the Committee:

- i) Note the forecast revenue underspend of £0.820m (-2.5%);**
- ii) Approve the earmarking of £0.750m (-2.3%) of this underspend towards the cost of replacing Broadway Fire Station; and**
- ii) Note the continuing budget risk regarding the pay award.**

129 2018-19 Performance Report: Quarter 1

Members were provided with a summary of the Service's Quarter 1 performance against a comprehensive set of Performance Indicators agreed by the Senior Management Board.

In response to a question from a Member regarding crewing proposals, the Chief Fire Officer agreed to bring an update report to the next Fire Authority meeting on 19 December 2018 and gave an assurance that no permanent changes to contracts outside of existing 'Grey Book' terms and conditions would be implemented in the meantime without the agreement of the relevant recognised bodies.

Concern was also expressed over future housing developments in the West of Worcester and the potential requirements on the Service for additional fire cover. The Chief Fire Officer indicated that the next CRMP in 2020 would take account of all new development in the area.

A Member questioned the response times for retained stations but was reassured that the delay was often due to road conditions rather than the distance required to travel.

RESOLVED that Members note the following headlines drawn from Appendix 1 relating to performance in Quarter 1, 2018-19:

- i) A total of 1,917 incidents were attended in Q1, an increase of 8.2% (145 incidents) over the same Quarter of 2017-18, and 11.5% (220 incidents) higher than the average for the last five years. However, the overall 5 year trend remains relatively consistent.**

ii) The majority of the increase in Q1 is accounted for by a rise in the numbers of Special Service and False Alarms related incidents, while the number of Fire incidents was down:

a. Special Services: an increase of 20.4% (80 incidents) is mainly accounted for by increases in the number of Road Traffic Collisions (44), Flooding (21) and Other Special Services (30

b. False Alarms: a substantial increase of 8.9% (69 incidents), most common automatic activations are at a number of sheltered housing, nursing homes and hospitals.

c. Fires: have decreased slightly by 0.7% (4 incidents) over the previous year.

iii) Overall Staff Sickness levels were 2.06 days lost per head and is above the 5-year average of 1.44.

iv) The Service attended 60.4% (119 incidents) of Building Fires within 10 minutes in Quarter 1, compared with 60.6% in the same period in 2017-18. The average time for the first fire appliance attendance at all building fires was 10 minutes and 32 seconds.

v) The overall availability of the first On-Call (Retained) fire appliance remains high at 88.1%; however, this has decreased by 2.2% when compared to the same period in 2017-18.

vi) That a report on crewing proposals be made available for the next Full Fire Authority meeting in December 2018.

130 Creating a Strategic Alliance

Members were presented with a plan to create a strategic alliance between Hereford & Worcester and Shropshire Fire and Rescue Services.

Members were informed that the creation of a formal Strategic Alliance and Governance framework was a major step towards collective resilience, capacity and sustainability to effectively meet on going financial challenges, while also seizing the opportunity to deliver key joint priorities over the next 3-5 years and provide additional value to our local communities.

Members expressed their disappointment in the PCC's response and requested that the Chairman of the Authority respond formally ensuring a

copy is made available to members of the public on the website.

The Chief Fire Officer assured Members that any savings from within the Alliance would be brought to the Fire Authority's attention.

Finally Members agreed that that the Chairman and Vice-Chairman should both represent the Authority on the Strategic Alliance Board.

[Councillor Baker-Price left the meeting at 3.00pm].

RESOLVED that:

i) The plan to create a Strategic Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services be approved.

ii) The Chairman and Vice-Chairman be nominated to represent the Authority on the Strategic Alliance Board to be set up to oversee the Strategic Alliance.

131 Update from the Joint Consultative Committee

Members were informed of the activities of the Joint Consultative Committee (JCC) since March 2018.

Members were pleased to learn that the vetting process was near the end of completion for the relocation of staff to Hindlip.

[Councillor Udall left the meeting at 3.13pm].

Members were also pleased to note proposals to use body and vehicle cameras throughout the Service to protect staff. The dangers of one incident recently was highlighted to the public on social media from the video footage obtained.

RESOLVED that the following items currently under discussion by the Joint Consultative Committee be noted:

i) Changes to crewing systems

ii) Relocation to Hindlip

iii) Cultural Review

Exclusion of the Press and Public

The Authority were asked to exclude members of the public and press from Agenda Item 9.

It was RESOLVED to exclude the public and press on the grounds that the discussion would be likely to involve the disclosure of

exempt information within the meaning of section 100A(4) of the Local Government Act 1972, namely - information relating to the financial or business affairs of any particular person (including the authority holding that information) and information subject to legal professional privilege.

132 Redevelopment of Broadway Fire Station

Members were asked to approve the redevelopment of Broadway Fire Station and the allocation of funding for the project.

Members were reminded that the future of Broadway Fire Station was considered as part of the CRMP process in 2014, at which time it was decided that the station should be kept as part of the Service's emergency cover arrangements.

Members agreed that Broadway Fire Station was in very poor condition, its design was not fit for modern needs and was overdue for replacement or major upgrading.

Summary of Decision

The Policy and Resources Committee authorised officers to proceed with the redevelopment of Broadway Fire Station on the existing site.

The Meeting ended at: 15:34

Signed:.....

Date:.....

Chairman



Hereford & Worcester Fire Authority

Policy and Resources Committee

Thursday, 29 November 2018, 10:30

Minutes

Members Present: Mr R C Adams, Mr T D Baker-Price, Mr B Clayton, Dr C A Hotham, Mrs F M Oborski MBE, Mrs J Potter, Mr C B Taylor, Mr P A Tuthill

134 Apologies for Absence

Apologies were received from Cllr Eyre, Cllr Fry, Cllr Greenow, Cllr Phillips and Cllr Udall.

135 Named Substitutes

There were no named substitutes for this meeting.

136 Declarations of Interest (if any)

There were no interests declared.

137 Confirmation of Minutes

RESOLVED that the minutes of the meeting of the Policy and Resources Committee held on 12 September 2018 be confirmed as a correct record and signed by the Chairman.

138 Budget Monitoring 2018/19 – Quarter 2

The Treasurer informed Members of the current position on budgets and expenditure for 2018/19.

Members were asked to note the projected year end expenditure of £32.962m and the forecast revenue small overspend of £0.013m.

With regard to the revenue budget, Members' attention was drawn to the projected annual variations, in particular the retained pay and non-pay

budget underspends. Members were also assured that there were no issues with the Place Partnership charges that showed as an overspend in Appendix 1 but which reflected expenditure on capital schemes that could not yet be capitalised.

With reference to the capital budget, a Member raised two queries with regard to the vehicle programme:

a. Smaller replacement vehicles for rural areas - the Chief Fire Officer explained that the Service was working with the crews to determine exact requirements for each station and Members would be kept up to date once the tender process had commenced.

b. Command vehicle - the Chief Fire Officer advised that the Service was working closely with Shropshire Fire and Rescue Service to provide two smaller command vehicles but this was delayed due to the preferred Mercedes chassis being currently unavailable.

[Cllr Clayton entered the meeting at 10.41am].

A Member expressed his concern with the drop in retained availability. The Assistant Chief Fire Officer explained that there was a strategy in the next financial budget to resolve this issue and a report would be presented to the Senior Management Board by the end of the year.

RESOLVED that the Committee note:

i. the forecast revenue overspend of £0.013m; and

ii. the continuing budget risk regarding the pay award.

139 Medium Term Financial Plan (MTFP) Interim Update

The Treasurer informed Members that the Authority had recently been notified of proposed changes to the employer contribution rates for Firefighter Pension Schemes which would have a significant impact on future budgets.

The Treasurer explained in detail what the proposed changes could mean to the Authority and that it was important that all Members were fully aware of the situation. He reiterated that the estimated annual cost to the Authority was £1.550m, but this could not be confirmed until individual scheme rates were announced.

The Treasurer also confirmed that information on the grant, business rate

or tax-base would not be expected until January 2019.

A Member queried the figure in paragraph 26, third bullet point of 7.4% and the Treasurer confirmed that it was incorrect and should have read 8.4%. Members were assured that this figure would be corrected in the report.

A query was also raised with regard to the potential impact on the precept and why this was different for other Fire Authorities. It was confirmed that this was because some Fire Authorities derived a higher proportion of their income from government grant than others.

Members requested that this report be presented to the full Fire Authority at the December meeting and time be given for a full debate which was agreed by Officers. Any discussion of this Authority's potential approach towards future precept levels was deferred until then.

RESOLVED that the Committee:

- i. Note the significant potential impact of the proposed increase in Firefighter Pension Scheme employer contributions;**
- ii. Approve that the impact is included in future Budget/MTFP projections; and**
- iii. Recommend that the Fire Authority are fully briefed on the impact of the proposed increase in Firefighter Pension Scheme employer contributions.**

140 Replacement of Hereford Fire Station

Members were asked to approve the delivery of a replacement for Hereford Fire Station at an alternative location to that previously identified and for funding to allow for feasibility and detailed design of the project to be approved from the existing project budget allocation.

The Head of Legal Services clarified to Members at the start of the meeting that at the time of writing the report the Police and Crime Commissioner was negotiating the purchase of an alternative site and had hoped this would have been completed by the time of the meeting. These negotiations were still on-going.

He explained that the flood risk assessment undertaken for the Merton Meadow site highlighted the potential flooding of the area which would impact on operational response and therefore it was recommended that there was no further consideration for this site.

A Member questioned if Place Partnership Limited would be running the

project as he had concern over the length of time for the replacement of Redditch Fire Station. The Head of Legal Services assured Members that he had no concerns over the time the projects had taken and explained that an update report on Redditch Fire Station would be presented to the Committee in the New Year.

RESOLVED that Officers be authorised to proceed with a redevelopment of Hereford Fire Station subject to the new site being secured by West Mercia Police, and that:

i. interest in the Herefordshire Council owned Merton Meadow site is withdrawn;

ii. funding for feasibility and detailed design for the project to the sum of £250,000 is approved; and

iii. subject to the cost to this Authority not exceeding the provision within the existing capital programme, the Chief Fire Officer in consultation with the Treasurer, Head of Legal Services and Chairman of the Authority be authorised to enter into an agreement with the Police & Crime Commissioner for West Mercia (and/or others) to:

a. development a multi-agency facility including new Fire Station, on land at Holmer Road, Hereford;

b. the apportionment of all costs and fees; and

c. determining the future ownership structure.

141 2018-19 Performance Report: Quarters 1-2

Members were provided with a summary of the Service's Quarters 1 and 2 performance against a comprehensive set of Performance Indicators agreed by Senior Management Board.

Concern was expressed over the retained availability at Bewdley and Stourport Stations, although did note that availability had improved at Kidderminster Station. The Assistant Chief Fire Officer explained that this was due to the Watch Commanders having the ability to book themselves onto on call appliances if available.

A Member requested that when comparing sickness the statistics include other Fire Services rather than Councils as this wasn't comparative jobs. The Chief Fire Officer assured Members that Shropshire Fire and Rescue

Service would be included in future statistics.

There was concern over the recent press in the Redditch area with the Service helping patients home from hospital as Members had not been informed. The Chief Fire Officer informed Members that the Service Level Agreement was still being drawn up with the Acute Trust. He explained that the Community Risk team would assist by transporting patients home and then carrying out a Safe and Well Check to ensure their home was safe for their return.

An error was pointed out on page 52 of the agenda in table 14, the figure of 344 should have read 135. Officers assured Members that this would be corrected.

RESOLVED that Members note the following headlines drawn from Appendix 1 relating to performance in Quarters 1-2, 2018-19:

i. A total of 4,070 incidents were attended in Q1-Q2, an increase of 12.5% (453 incidents) over the same Quarters of 2017-18, and 14.5% (273 incidents) higher than the average for the last five years. However, the overall five year trend remains relatively consistent.

ii. The majority of the increase in Q1-Q2 is accounted for by a rise in the numbers of Fire and Special Service incidents, while the number of False Alarm incidents was also up but at a lower rate:

a. Fires: an increase of 19.4% was mainly accounted for by a rise in the number of Secondary Fires (27.9%).

b. Special Services: an increase of 17.9% (144 incidents) was mainly accounted for by increases in the number of Flooding (37), Other Special Services (79) and Assisting other agencies (15) incidents.

c. False Alarms: an increase of 5.5% (93 incidents), the most common automatic activations are at a number of sheltered housing, nursing homes and hospitals.

iii. Overall Staff Sickness levels for Q2 2018-19 were 1.70 days lost per head and was slightly above the 5-year average of 1.61.

iv. The Service attended 57.3% (219 incidents) of Building Fires within 10 minutes in Quarters 1-2, compared with 60.8% in the same

period in 2017-18. The average time for the first fire appliance attendance at all building fires was 10 minutes and 31 seconds.

v. The overall availability of the first On-Call (Retained) fire appliance remains high at 86.38%; however, this has decreased by 3.12% when compared to the same period in 2017-18.

142 Use of Fire Stations to support Homeless People

Members were updated on the potential use of fire stations to support homeless people during cold weather conditions.

Members were advised that after extensive research unfortunately the use of fire stations was not appropriate at this stage due to security and non trained staff. Members thanked Officers for their time in exploring the potential use.

RESOLVED that the report be noted.

The Meeting ended at: 11:45

Signed:.....

Date:.....

Chairman