

HEREFORD & WORCESTER FIRE AND RESCUE SERVICE

RISK MANAGEMENT – FULL BUSINESS IMPACT ASSESSMENT

Policy, Project, Activity: (e.g. SPI, SMB or FRA Paper, etc).	Community Risk Management Plan 2014-2020	New/Existing? (If existing, please state which document it will replace)	New – replaces the IRMP 2009-12
		Date:	7 February 2014
Directorate:	Service Support	Department:	Corporate Services
Author:	Jean Cole	Head of Department:	Jean Cole
Title:	Community Risk Management Plan 2014-2020		
Purpose:	<p><i>Please use the Executive Summary information from the SPI to complete this section, members of the public as well as staff will read this form.</i></p> <p>The draft Community Risk Management Plan 2014-2020 (“the CRMP”) is compiled in line with the requirements of the Fire and Rescue National Framework for England 2012, to which the Authority must have regard in accordance with the Fire and Rescue Services Act 2004. The Plan presents the Fire Authority’s short and medium term aims in relation to managing and reducing risk in Herefordshire and Worcestershire.</p> <p>It is the Fire Authority’s overarching strategy for risk management over the next six years. Along with its fire and emergency cover proposals, the CRMP determines how best to continue tackling risks over a period of significant reductions budget.</p> <p>The draft CRMP has been developed to address the key risks and challenges facing local communities and the Service itself. It sets out the overall approach to ensure that the Service continues to deliver the most effective fire and rescue service for the local communities of Herefordshire and Worcestershire. It combines objective, evidenced consideration about public safety, risk management, resources and value for money in order to present a balanced and proportionate approach to managing risk. It is based on extensive risk analysis and informed professional judgement, taking into account the wider public views expressed through consultation.</p> <p>It has also been developed in the context of the outcomes of the 2010 Public Spending Review, with the Fire Authority needing to find total savings of £6.4 million between 2010/11 and 2016/17. Some £4.7 million of these savings (73%) has been identified away from frontline response services.</p>		
Strategic Policy Implications			Yes / No
Does this policy/activity help us to deliver our CRMP and Corporate Objectives?			Yes
<i>If yes, please state how, if No please state why the document should be put in place.</i>			
As stated under <i>Purpose</i> above, the draft CRMP is the Fire Authority’s strategic plan for managing and reducing risk. Within this, it sets out how the Service will deliver its prevention, protection, response and resilience services over the next six years in line with the Authority’s <i>Core Purpose</i> : ‘We will provide our communities with sustainable, high quality firefighting, rescue and preventative services.’			

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Equality and Diversity Outcomes	Yes / No
Are there any equality and diversity outcomes for this policy/activity?	Yes
<p><i>If Yes, please outline i.e. Home Fire Safety Check Policy will have objectives for the targeting of vulnerable groups which link to the Equality strands becoming objectives.</i></p> <p>By its overarching and comprehensive nature, the draft CRMP has outcomes for everyone in the two counties of Herefordshire and Worcestershire. While not directed towards any specific group with protected characteristics, the Service does target its prevention and protection activities towards those people known to be at more risk than others of fire and other life-risk emergencies. Among these targeted groups are elderly people and disabled people. While this does not necessarily put them at more risk than others, they are more likely to share some of the characteristics of those at greatest risk of fire and other emergencies. This is discussed in more detail under <i>Equality and Diversity</i> in the <i>Risk Management</i> section below.</p> <p>There is no evidence that the services carried out within the remit of the draft CRMP would have any disproportionately adverse impacts on any groups with protected characteristics.</p>	
Equality Monitoring	Yes / No
Does the Service currently collate data specific to this activity for equality monitoring?	Yes
<p>Individual aspects of the draft CRMP are currently monitored especially with regard to injuries and fatalities, as well as prevention activities carried out through the Community Safety team.</p>	
Partnership Working	Yes / No
Does this policy/ activity involve working or interaction with other organisations?	Yes
<p><i>If yes, please ensure that the Partnership Working SPI has been completed and advice sought from the Partnership Officer</i></p> <p>The draft CRMP identifies the need to continue working closely with partner organisations to improve the sharing of information and data to better target those people and areas most at risk of fire and other emergencies, and to explore ways of sharing services and other collaborative opportunities. It includes multi-agency work for emergency response, active participation in Community Safety Partnerships and mutual aid and other collaborative arrangements with neighbouring Fire and Rescue Services.</p>	

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Risk Management

Please complete all fields identifying the risk/ impact of your subject area.

The Risk Score is derived from the level of Impact and the Likelihood, calculated from the Strategic Risk Matrix – please see below. The risk matrix provides a score based upon the impact (low, medium or high effect) that this risk could have upon the Authority and the likelihood (low, medium or high) that this risk could actually happen during the application of the policy, decision or project.

Completion of this form ensures that all relevant corporate considerations have been addressed that may impact upon the Authority. Any residual risk scores of 7, 8 and 9 (the red areas) must be escalated to the Risk Management for consideration into appropriate Risk Registers. Where the answer is no, the inherent and residual risk score will be **N/A**.

Risk Areas Identified <small>(Risk impact or concerns arising from the subject area being adopted)</small>	Inherent Risk Score <small>(before any control measures applied)</small>	Control Measures/Solution <small>(What action has or will be taken to reduce the inherent risk score and who is responsible?)</small>	Residual Risk Score <small>(after control measures/solutions are applied)</small>
1. Does this activity/policy involve or have an impact on these groups? If yes, please indicate: with a (✓) and state which group(s) Public✓ Staff ✓ Partners Contractors Consultants Community Groups Local Government Local Resilience Forum			
<i>From the groups identified above, state here what the actual risk is to the Authority</i>			
<u>Public</u> With the removal of fire engines in some areas, it may take longer for fire engines to arrive at a small number of incidents in those areas.	4	The Service has undertaken extensive risk analysis to inform its professional judgement in identifying where fire engines could be removed with the least impact on communities. It accepts that if the draft CRMP proposals are implemented in full then in some cases an appliance may not arrive as quickly as it did before. However, in all areas the first fire engine sent to an incident will always be the nearest and most appropriate appliance given the circumstances of the incident. It will always get there as quickly as possible, and will be crewed by highly skilled firefighters. The Chief Fire Officer's final recommendation is that none of the Fire Stations identified under 'Proposal 3' should be	2

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		<p>closed. If this recommendation is accepted there will be no delay in the attendance time for the first appliances at an incident although a second appliance may in some instances be slower in arriving.</p> <p>The draft CRMP has stressed the importance of prevention and protection work to help to ensure that fires and other emergencies do not happen in the first place. Continuing to deliver fire safety education and other prevention work, such as seasonal community safety campaigns, will help to reinforce the importance of this work in reassuring members of the public and local communities that their safety concerns are being taken seriously.</p>	
<p><u>Staff</u></p> <p>The proposed changes to fire and emergency cover arrangements will entail the removal of some wholetime and on-call firefighter posts.</p> <p>The changes may also affect remaining firefighters, some of whom will have an increased workload.</p>	5	<p>Existing policies and procedures will be reviewed to help to manage redundancy processes (should these be needed) as effectively and as sympathetically as possible. There are also established frameworks in place to manage industrial relations, including the Joint Consultative Committee (JCC).</p> <p>If the recommended proposals are implemented, the remaining fire engines and crews are likely to be busier. While this will have some impact on the demand placed on some on-call firefighters, the additional workload following the removal of a fire engine is likely to be spread across a number of fire stations reducing the overall impact. For those locations with a low call volume at present, the Service's experience is that a slight increase in the number of calls will, for many, have a positive influence on morale for that location.</p>	2

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		<p>The Service continues to work closely with local businesses and potential employers for on-call staff to ensure that their needs continue to be addressed. The amount of time that on-call firefighters may need to be away from their employers following the implementation of the proposals has been considered, and the impact is unlikely to be severe. Should it become an issue, additional on-call staff may be recruited to cover these periods. While recruiting additional on-call staff may incur a cost, it is considerably more cost-effective than salaried full-time staff.</p> <p>The greatest impact is likely to be on the on-call crews at Worcester fire station and, in recognition of this, the mobilising of on-call crews, especially during the working day, will be reviewed, and it is anticipated that the wholetime crews from Droitwich and Malvern fire stations will have a greater role to play.</p> <p>The Service continues to make all staff aware of the funding situation and will continue to be open and transparent about the potential implications for all areas of the Service.</p>	
Equality & Diversity			
1. Does this subject area impact upon the 9 protected characteristics? If yes, please indicate: Race Gender Reassignment Disability Age Sexual Orientation Religion & Belief Pregnancy & Maternity Marriage & Civil Partnership Sex			
<p><i>From the groups identified above, state here what the actual risk is to the Authority.</i></p> <p>As noted in the <i>Equality and Diversity Outcomes</i> section above, there is no evidence that the services carried out within the remit of the draft CRMP would have any disproportionately adverse impacts on any groups with protected characteristics. However, it is known through local and national research that some people are more</p>	2	<p>The Service continues to develop its approach to targeting the most vulnerable and at risk members of the community. There are many factors considered when determining how best to target community safety work and it is the combination of factors that increases risk, not least of which is the level of deprivation experienced by different groups of</p>	2

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likely than others to be at greater risk of fire and other life-risk emergencies, and the Service targets its community safety activities towards these groups. Among these targeted groups are elderly people and disabled people.		<p>people.</p> <p>The simple fact of being elderly or disabled does not make the person more vulnerable to fire. However, being elderly <i>and</i> disabled <i>and</i> living alone <i>and</i> smoking <i>and</i> being poor may increase the likelihood of that person being more vulnerable to fire.</p> <p>The risk analysis within the draft CRMP took into account the population and household numbers within very small areas, called Lower-layer Super Output Areas, across every neighbourhood of the two counties and combined this with the overall deprivation score taken from the national Index of Multiple Deprivation 2010. This was married against the incidence of fire and road traffic collisions (and any associated injuries and fatalities) within those areas. This data informed the risk maps set out in the draft CRMP, which identify the relative levels of risk across the two counties, and shows that the great majority of the area is at low risk.</p>	
2. Could this activity prevent us promoting equality for any diverse group? No			
<i>If yes, please identify how and what the risk is here.</i>	1		1
3. Could this activity potentially discourage the participation of any equality groups? Yes			
<i>If yes, please identify how and what the risk is here.</i>			
The proposals to reduce wholetime staff numbers will serve to extend the present wholetime recruitment freeze, therefore making it more difficult for the Service to improve representation of diverse communities within this group of employees.	2	Recruitment of on-call employees will continue due to the transient nature of this group. This will enable the Service to continue to progress on-going innovative campaigns to recruit a workforce that is representative of the local community profile, including representation of minority groups.	2

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4. Could this activity promote negative attitudes towards any equality groups? No			
<i>If yes, please identify how and what the risk is here.</i>	1		1
5. Could this activity help to promote equality of opportunity between diverse groups? No			
<i>If no, please identify why and what the risk is here.</i>	1		1
6. Is there any public concern that the function or policy is being carried out in a discriminatory way? No			
<i>If yes, please identify how and what the risk is here.</i>	1	The consultation exercise has not identified this as an issue.	1
7. Has consultation internally/externally been completed with all groups affected? Yes			
<i>If yes, please provide details and risk score appropriately. If no, please provide details and risk score appropriately.</i>	2	<p>The Service is confident that its consultation methods have been proportionate and as thorough and inclusive as possible.</p> <p>Throughout the consultation period many different methods of consultation were used to encourage individuals and organisations to complete and submit a consultation questionnaire in order to obtain a wide representation of views. Copies of the draft CRMP and questionnaire were circulated widely, including individual communications to all other Fire Authorities in the country, strategic partners and other stakeholders, and they were also placed in libraries across the two counties. It was also reported widely in the broadcasting media, including television and radio news reports, newspaper articles and through the Service website and its associated social media websites, Facebook and Twitter. The draft CRMP and consultation was also widely publicised within the Service itself, through internal Bulletin articles and links on the Service's Intranet site.</p> <p>The proposals generated considerable public interest.</p>	1
The draft CRMP consultation period ran for 14 weeks from 3 October 2013 until 10 January 2014.			

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		<p>Within a few days of the consultation launching on 3 October 2013, several Facebook pages were created by members of the public with the aim of raising awareness of the draft CRMP proposals and how they may affect particular areas in Herefordshire and Worcestershire.</p> <p>Senior members of the Service have also held meetings open to all Service personnel and have attended several local authority meetings to discuss the local implications of the proposals directly with those most affected.</p>	
<p>8. Can the Service be sure that the policy/ activity is meeting all of the needs of all of these groups? Yes</p> <p><i>If no, please identify what needs are not being met.</i></p>			
	1	<p>The draft CRMP sets out how risk is being tackled and the importance of prevention and protection activities in helping to meet the needs of those at greatest risk of fire and other emergencies. The proposals follow agreed principles, as listed in the draft CRMP, which aim to help minimise the impacts of any changes to fire and emergency cover in any area.</p>	1
Strategic Policy/Governance Implications – e.g. Political impact, Leadership, or senior management change			
<p>The draft CRMP is one of the principal strategy documents setting out how the Authority will deliver services over the plan period, and is intrinsically linked to future resources (Government grant funding and council tax income). The draft CRMP therefore reflects the Authority's Medium Term Financial Plan (MTFP), as well as being a key driver in how the MTFP will be delivered.</p> <p>The draft CRMP also reflects the Fire and Rescue National Framework for England, which sets out the Government's</p>	7	<p>The CRMP timetable includes a mid-point review, which will help to ensure that the draft Plan remains relevant and appropriate. The draft CRMP also acknowledges that further change may be required as circumstances change over time.</p>	5

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expectations for the operation of the Service.			
Changes to either the National Framework or the MTFP as a result of matters beyond the Authority's control may impact upon delivery of the draft CRMP.			
Operational – e.g. how we carry out our duties			
<p>The Chief Fire Officer's final recommendations, if implemented may result in an increased delay in the second appliance reaching some incidents in some areas. This will be no different to the existing situation in some parts of the Authority's area. Existing practices and procedures already take account of this.</p> <p>There will be an increased reliance upon some on-call crews – see above.</p>	2	<p>The draft CRMP document sets out in detail the likely impact on response times of each of the proposals.</p> <p>Any impact of the availability of on-call crews will continue to be monitored through the Authority's existing performance monitoring and reporting mechanisms.</p>	2
Legal – e.g. change or failure to comply with legislation including specialist advice			
None.	1	<p>The nature of the Fire Authority's statutory obligations is to 'make provision' for fighting fires and rescuing people. Fire Authority Members decide the level of provision that is appropriate and this has to be within the context of the resources available. Unfortunately, no fire service is able to guarantee that everyone will be successfully rescued every time and there is no liability upon the Authority if it fails to achieve that aim on a particular occasion.</p>	1
Financial – e.g. monetary or resource implications			
The Authority's Medium Term Financial Plan (MTFP) is dependent upon achieving the savings in frontline service	9	The draft CRMP acknowledged that the need to make savings cannot be ignored, and that the design of proposals	5

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<p>delivery identified in the draft CRMP. Any failure to implement those savings would jeopardise the MTFP and could lead to more drastic cuts in services at a later date.</p> <p>Conversely, the Authority's ability to maintain the level of services proposed in the draft CRMP is dependent upon the level of resources envisaged in the MTFP. Any alteration to future resources may require a reappraisal of service levels.</p>		<p>has had to take this into account.</p> <p>The Medium Term Financial Plan (MTFP) makes a prudent and sensible assessment of future resources based on the best information currently available. By planning ahead, both in terms of available resources and service provision, the Authority is able to implement changes in a careful and considered manner, thereby maximising successful outcomes and minimising the impact upon communities and staff.</p> <p>The Chief Fire Officer's final recommendations take account changes to the MTFP since the draft CRMP was prepared.</p> <p>The Authority continues to raise the issues of delivering a fire and rescue service across a largely rural and sparsely populated area with government, and will continue to make representation regarding future funding.</p>	
Reputational – e.g. Will the reputation of the service be put at risk by the adoption of this policy/ activity?			
<p>There is a risk to the Authority's reputation if members of the public feel they are receiving a lesser service from the Authority and are therefore being put at greater risk.</p>	2	<p>The draft CRMP appreciated that any plans to reduce fire and emergency cover will be of utmost concern to everyone, as it is to members of the Service and the Fire Authority. However, the public perception of risk is often greater than the actual risk and may be overly influenced by the belief that safety depends primarily on the proximity of a fire station.</p> <p>The draft CRMP proposals reflected extensive risk analysis to identify where fire engines could be removed. The Authority conducted a proportionate and thorough consultation exercise, which provided an opportunity for</p>	2

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		<p>individuals to read understand and provide comments on the draft Plan. It was also an opportunity to ensure that the facts and analysis in the document were accurate and stood up to public scrutiny.</p> <p>There was no evidence found or presented during the consultation period that should prevent any or all of the options being agreed and implemented. However, the Chief Fire Officer's final recommendations will hopefully allay many of the public concerns expressed during the consultation process.</p> <p>The Service will continue to promote its fire safety education and other prevention work, and will target this towards the most vulnerable members of the community.</p>	
Environmental – Is there any impact including Sustainability - e.g. Energy saving, waste disposal, decontamination and containment of fire-fighting media.			
<i>Please ensure that the Sustainability Impact Appraisal form has been completed and advice sought from the Head of Asset Management</i>	1	Not applicable	1
Assets – Procurement/ ICT/Property/Fleet/Equipment – e.g. Purchasing, New builds, Maintenance/Alterations			
There will be a saving in capital expenditure from the removal of five appliances when those vehicles would otherwise have been due for replacement. The Authority's new build programme of fire stations is not affected.	1	Not applicable.	1
Human Resources – e.g. Recruitment, Policy changes, Monitoring information Establishment changes, Employee Relations, Employee Development			
The proposed reduction in both wholetime and on-call firefighters may require the Service to implement new	8	The Service continues to work jointly with other Services, through the Chief Fire Officers' Association, to develop	6

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policies and procedures with regard to redundancy and severance arrangements.		<p>robust solutions to workforce reduction which can be delivered by this Service as well as the wider fire sector. The Service will also continue to work closely with staff representative bodies through the Joint Consultative Committee.</p> <p>Despite the potential reductions in on-call staff proposed within the draft CRMP, recruitment of on-call employees will continue, due to the transient nature of this group of employees. This situation will enable the Service to continue to progress on-going innovative campaigns to recruit a workforce which is representative of the local community profile.</p> <p>Where possible, the Service will endeavour to utilise voluntary early retirement, voluntary redundancies and other mutually agreed arrangements to implement reductions in personnel costs. Where further reduction is necessary, the Service will endeavour to work closely with representative bodies in implementing any further compulsory change management, in order to make every effort to minimise damage to employee relations. The Human Resources Department have received additional coaching and training to ensure that it is fully equipped to provide an effective service in this respect.</p>	
Training – e.g. Is training required in this area? Will Training & Development need to be notified in order for them to assist in the delivery training in this area?			
None.	1		1

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Health and Safety e.g. Will this enhance or undermine Health, Safety and wellbeing			
None. Safe systems of working are already in place for when only one appliance is in attendance.	1		1
Partnership – e.g. Working or interaction with other organisations			
Not applicable.	1		1
Information Management – e.g. Data Quality, Privacy Impact Assessment, Data Protection and Freedom of Information, Environmental Regulation			
Does this policy/activity conform to the Data Protection Act , Freedom of Information Act, Environmental Information Regulations and Data Quality principles?	1	Fully compliant.	1
Total Inherent Score	55	Total Residual Score	41
Outcome:			Yes / No
Does this Policy/Project/Activity reduce the overall risk for the service? <i>If no, please state why there is not a reduction in risk</i>			Yes

Impact	High	Important risks - may potentially affect provision of key services or duties 6	Key risk- may potentially affect provision of key services or duties 8	Immediate action needed - serious threat to provision and/or achievement of key services or duties 9
	Medium	Monitor as necessary - less important but still could have a serious effect on the provision of key services or duties 3	Monitor as necessary - less important but still could have a serious effect on the provision of key services or duties 5	Key risks - may potentially affect provision of key services or duties 7
	Low	No action necessary 1	Monitor as necessary - ensure being properly managed 2	Monitor as necessary- less important but still could have a serious effect on the provision of key services or duties 4
		Low	Likelihood	High

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Opportunities:	Responsible:
<i>What further Opportunities can be identified from this activity/policy matter?</i> Not applicable	<i>Who is responsible for delivery?</i> Not applicable

Publishing the Document:			
Is there any reason why this policy, SMB paper or FRA report and accompanying Business Impact Analysis should not be published?			
Please consider Data Protection, Privacy Impact Assessment and Freedom Of Information concerns. If there is a reason why this information can not be published, please state why. None			
Policy Author Signature:	<i>Signature on original copy</i>	Date:	10-02-14
Head of Department/Mgr:	Jean Cole	Date:	10-02-14

TO BE COMPLETED BY SERVICE SUPPORT DIRECTORATE ONLY:		
Escalation of Risk:		Yes / No
Please identify the escalation of risk e.g. Departmental or Strategic Risk Register, Equality and Diversity Advisory Group or relevant Corporate Risk Consideration Lead e.g. Training, Partnership		
Authorisation:	Outcome:	Date:

Senior HR Advisor - Equality & Diversity Lead		
Group Commander		

SMB AND FRA PAPERS ONLY:	
SMB:	
FRA:	
Programme Support:	
Procurement:	
Sustainability impact appraisal completed	