



Appendix 1

Draft 2010-11 IRMP Annual Action Plan Consultation

Feedback, Analysis and Recommendations

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1. Introduction

Hereford and Worcester Fire and Rescue Service's Integrated Risk Management Plan (IRMP) for 2009/12 sets out a broad set of strategic objectives to realign our resources to the areas of greatest risk within our community. We consider these risks and identify initiatives to reduce risk and improve community safety. As part of the IRMP process, Fire and Rescue Services are required to produce annual action plans which set out each year's priorities as part of this plan.

During the 12 weeks from 29th June to 22nd September 2009, the Authority consulted a wide variety of individuals, groups and partnerships from across the two counties to get a view on the proposals outlined in the 2010/11 IRMP Action Plan. The level of response to this consultation process has been the most successful to date.

This paper summarises the feedback received from all sources, linking it to each of the proposals. Clearly the scale and diverse nature of responses means that the detail is not exhaustive, but does include all those comments or suggestions which were shared by several respondents. This produces key themes regarding each recommendation within which such comments can sit. From this Action Plan recommendations are proposed for formal adoption or reconsideration reflecting consultation feedback, or inclusion in implementation plans as appropriate.

Additionally many comments were not specific to proposals outlined but were aimed at the consultation process generally and coverage of these is made following the Summary of Feedback for the 7 specific recommendations in the 2010-11 Annual Action Plan.

Methodology for consultation

The IRMP Action Plan consultation was approved by the Authority and the proposals were distributed widely amongst stakeholders (statutory and voluntary sector agencies; community organisations; specialist agencies e.g. Fire Protection Association; multi-agency partnerships; etc.). In addition to this a range of focus groups and open day events were attended. Focus groups targeted staff groups and representative bodies. Additionally the Annual Action Plan proposals were hosted on the Service's web site.

The written responses received, coupled with the feedback from the focus groups, gives a broad outline of the Key Themes in response to the IRMP proposals.

Over 100 anonymous responses were received in writing, directly responding to the questionnaire provided with the plan. Two detailed written responses were received from the Fire Brigades' Union and Fire Protection Association.

Summary of recommendations for consultation

Recommendations 1

During 2010/11 we will review our revised management arrangements at our day crewed stations

Recommendations 2

During 2010/11 we will consider the options for the use of Targeted Response Vehicles across the Service

Recommendations 3

Further develop local risk profiles to include an assessment of high level salvage risks associated with Heritage Sites.

Recommendations 4

Further develop local risk profiles to include an assessment of potential risk to the environment.

Recommendation 5

We will further develop interoperability arrangements with Gloucestershire, South Wales and Mid and West Wales

Recommendation 6

Recommendation 6 – Should we introduce a minimum level of flood/water first responders, requiring back office efficiencies of £21k p.a. or provide an optimum level of cover requiring back office efficiencies of £36k pa?

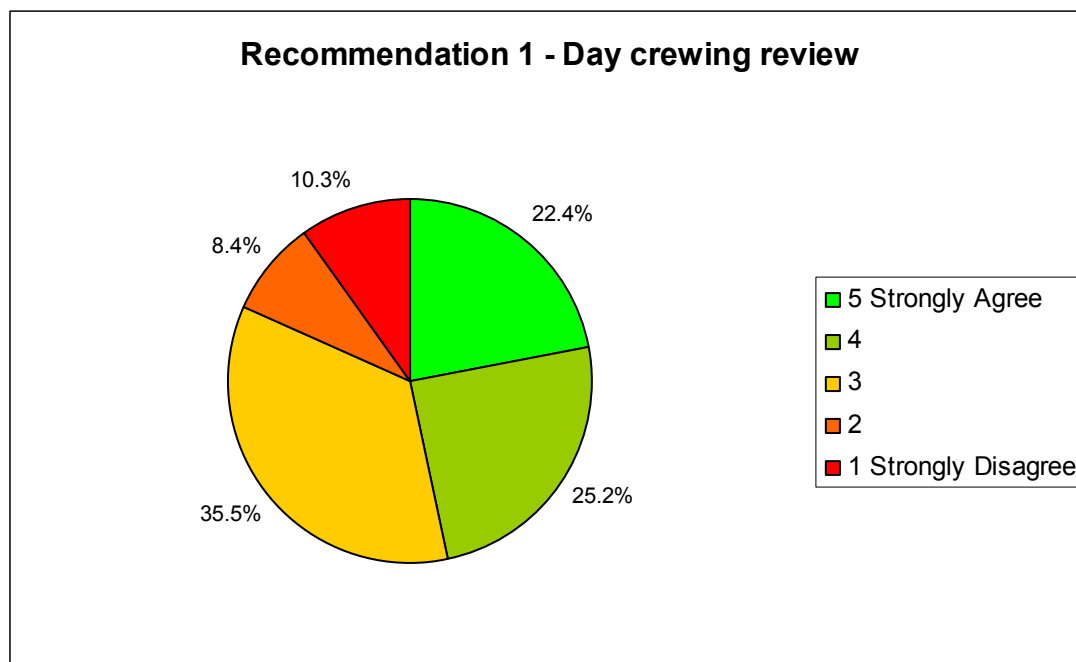
Recommendation 7

We will establish a central hub based around the USAR team to co-ordinate and manage the specialist Technical Rescue functions within the Service.

2. Summary of feedback

Recommendation 1

During 2010/11 we will review our revised management arrangements at our day crewed stations



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 1	22.4%	25.2%	35.5%	8.4%	10.3%	107

47.6% of respondents agreed with this proposal, and 18.7% disagreed.

Key Themes

There was overall agreement with this proposal, but some concerns were raised as to whether this would have a detrimental affect on conditions, and ultimately be a precursor to cuts in frontline staff.

Concern was expressed about the terms of reference for the review and ultimate impact on day-crewed personnel.

Issues raised around the impact this would have on relief crewing, and crewing of special appliances.

Questions were asked about the performance drivers for this change.

It was also suggested that this proposal was general good practice anyway, and thus should not be included in IRMP arrangements, but be a general piece of day-to-day activity.

Consultation Comments/Suggestions

It was suggested that at night time when the Day Crew staff are effectively retained, the alerting system calls in all personnel when only a few are needed. This needs to be improved.

It was also suggested that the current system has an 0800hrs start and therefore the first hour is not utilised effectively. The review should consider aligning start and finish times at Day Crewed stations to address this.

Proposed Recommendations

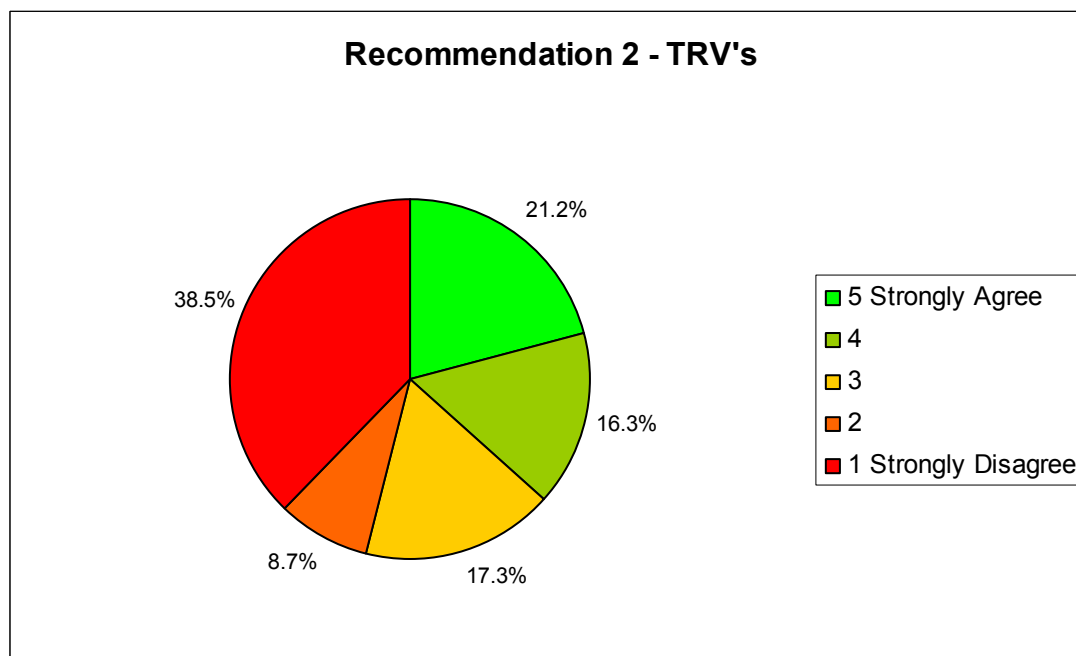
1. This recommendation is adopted.

Incorporate consultation feedback into implementation plans to:

- **Publish terms of reference for the review, and implement accordingly.**
- **Ensure terms of reference incorporate any impact on crewing arrangements.**
- **Outline performance outcomes of this proposal.**
- **Examine alerting system for day-crewed stations at night.**

Recommendation 2

During 2010/11 we will consider the options for the use of Targeted Response Vehicles across the Service



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 2	21.2%	16.3%	17.3%	8.7%	38.5%	104

37.5% of respondents agreed with this proposal, and 47.2% disagreed, with 38.5% disagreeing strongly.

Key Themes

There was strong disagreement with this proposal, with the general inference being around risk management, and the potential for creating unsafe systems of working. This was linked with the thought that this would ultimately lead to a reduction in firefighter posts and was a step closer to a smaller service.

That was measured with a level of response around this being a sensible approach for reasons of efficiency and economy.

Questions were raised around the life-span and costings associated with TRVs, their design/specifications, and the subsequent uses they would be applied to. Further details were required around crewing levels/arrangements etc. for an informed response.

There were also a number of comments received regarding the potential for escalation of incidents attended by TRVs.

Consultation Comments/Suggestions

A broader examination of where and how the current appliance fleet meets operational risk was suggested, with a clear case being made for how and where TRV proposals may be useful.

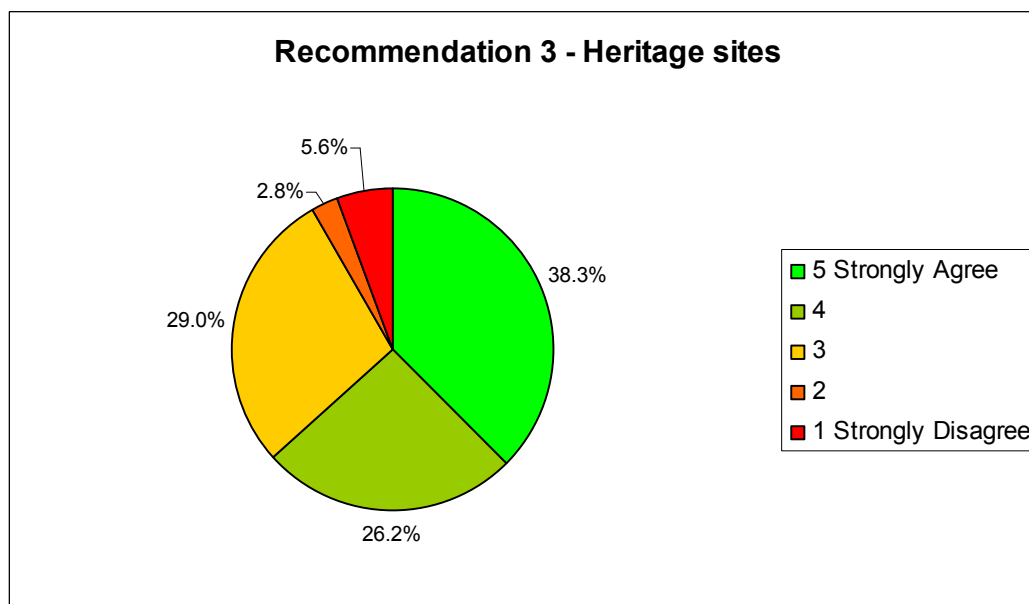
A TRV design and specifications exercise should be conducted, to ensure maximum operability of any vehicles ultimately purchased.

Proposed Recommendations

- 1 This proposal is withdrawn until a more in depth exercise into the business/performance case for this can be made.**
- 2 Further details around potential TRV usage and associated issues are presented with any revised proposal.**
- 3 That any further considerations of TRV proposals examine the effectiveness of implementation in Fire and Rescue Services nationally.**

Recommendation 3

During 2010/11 we will further develop local risk profiles to include an assessment of high level salvage risks associated with Heritage Sites



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 3	38.3%	26.2%	29.0%	2.8%	5.6%	107

64.5% of respondents agreed with this proposal, and only 8.4% disagreed.

Key Themes

This was clearly seen as a good idea, being important activity that would be beneficial in terms of risk profile information. This was however measured with responses stating that this is not activity the service should be engaging in, suggesting that the sites themselves should be paying for this. The push to place a stronger responsibility on occupiers was a common theme running through both positive and negative responses.

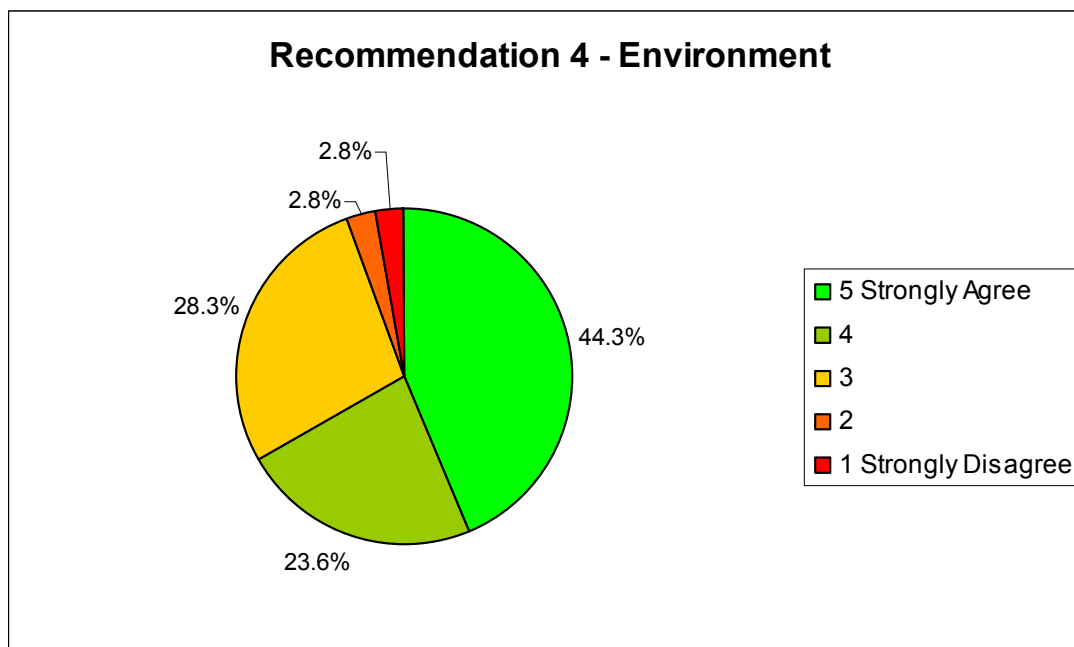
Concern was expressed around workloads and any subsequent training requirements, and detailed questions around who does the risk assessments etc.

Proposed Recommendations

- 1 This recommendation is adopted.**

Recommendation 4

During 2010/11 we will further develop local risk profiles to include an assessment of potential risk to the environment



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 4	44.3%	23.6%	28.3%	2.8%	2.8%	106

67.9% agreed strongly, and only 5.6% disagreed with this proposal.

Key Themes

This proposal was generally accepted. Concern was expressed around ensuring there is adequate inter-agency working with the Environment Agency and the Local Authorities to ensure there is no duplication.

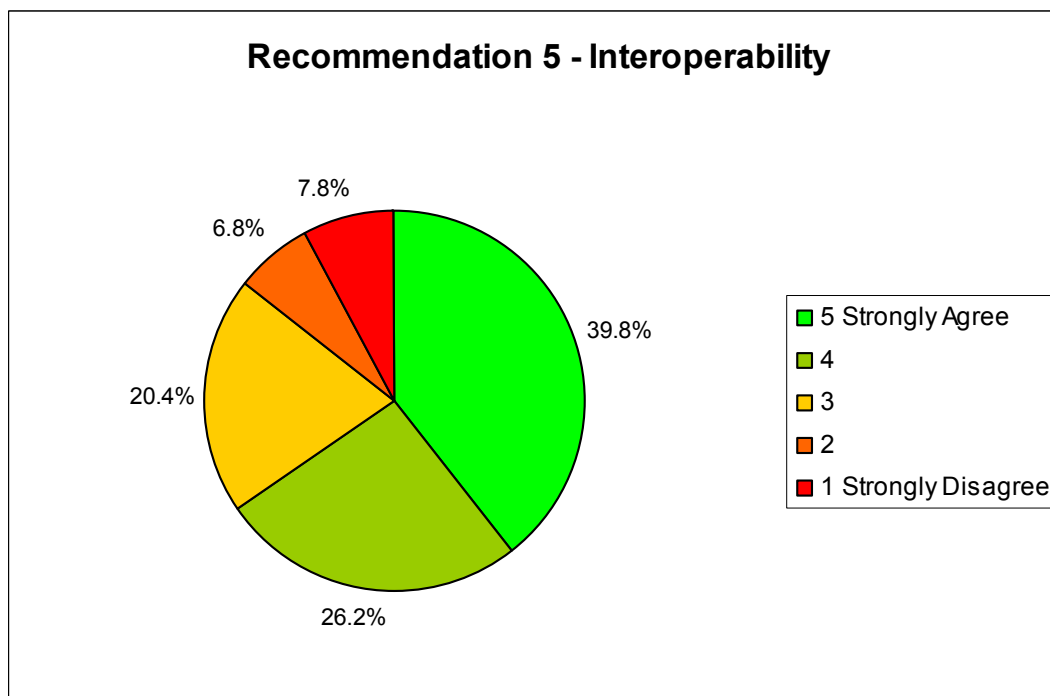
Questions around VMDS updates, the implications for crews and any associated costs were raised.

Proposed Recommendations

1 This recommendation is adopted.

Recommendation 5

During 2010/11 we will further develop interoperability arrangements with Gloucestershire, South Wales and Mid and West Wales



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 5	39.8%	26.2%	20.4%	6.8%	7.8%	103

66% of respondents agreed with this proposal, and only 14.6% disagreed.

Key Themes

This proposal was positively received in general. Most people generally welcomed this proposal, and reiterated the importance of establishing strengthened interoperability arrangements with neighbouring authorities. Some concern was expressed around costs and making efficient and effective use of resources. This was coupled with the notion that this may lead to station closures on the borders. This was also seen as potentially a move towards regionalisation. Specific questions were raised about BA sets, lead authorities, and the impact on training of cross-border exercises.

Consultation Comments/Suggestions

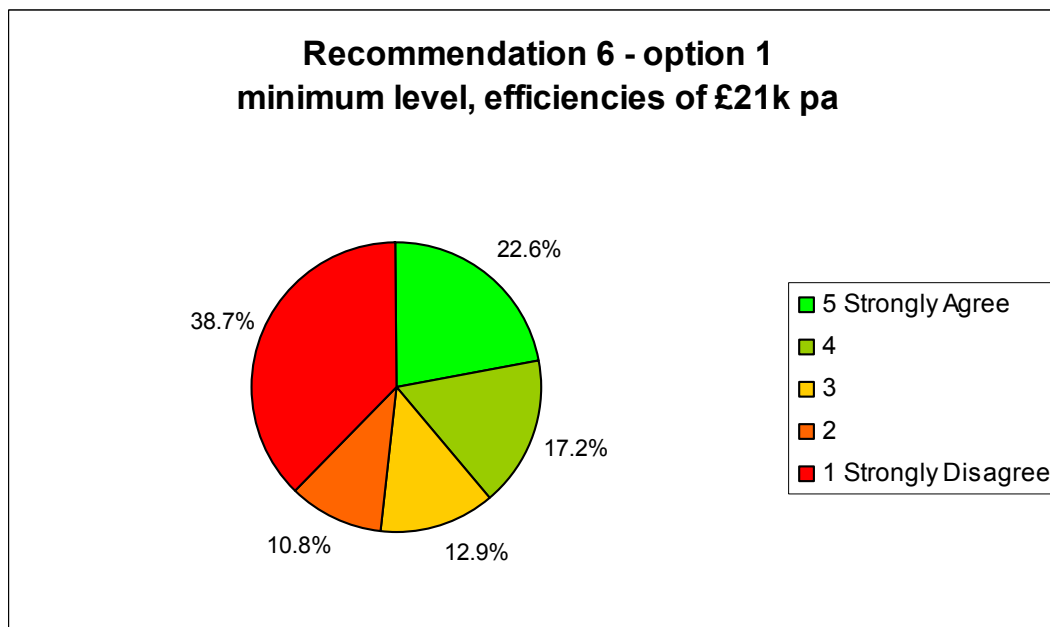
Other suggestions were general in scope and included suggestions around improving information on risk in our own area, especially around Intel 8 properties on VMDS. Additionally concern was raised that focus should be on Warwickshire as its new IRMP has implication for H&W.

Proposed Recommendation

- 1 This recommendation is adopted.**

Recommendation 6 Option 1

Introduce a minimum level of flood/water first responders, requiring back office efficiencies of £21k pa

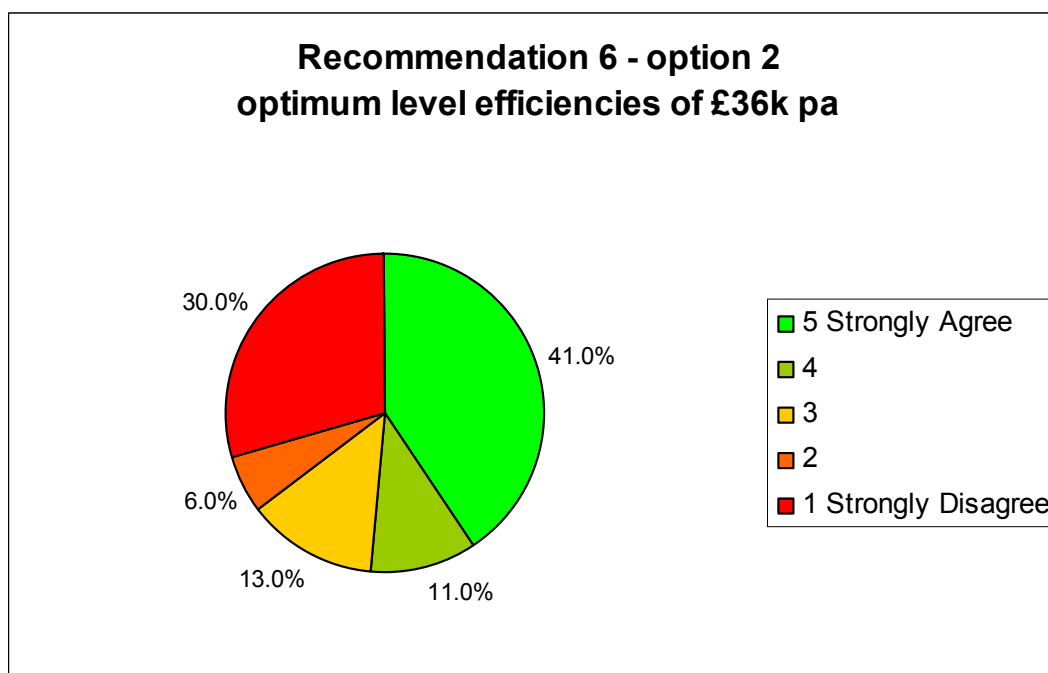


Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 6 - Option 1	22.6%	17.2%	12.9%	10.8%	38.7%	93

39.8% of respondents agreed with this proposal, but 49.5% disagreed, with 38.7% disagreeing strongly.

Recommendation 6 Option 2

Provide an optimum level flood/water first responders requiring back office efficiencies of £36k pa



Summary of Written Responses	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 6 - Option 2	41.0%	11.0%	13.0%	6.0%	30.0%	100

52% agreed with this proposal, and 36% disagreed, with 30% disagreeing strongly.

Key Themes

A number of respondents referred to recommendations in Sir Michael Pitts review of the 2007 floods that Governments should make this a “fully funded” statutory duty for the fire and rescue service. Unfortunately, to date, Government has not delivered either a statutory duty or new central funding. It was clear that some respondents had taken this lack of central government direction to mean that the Authority was currently neither empowered nor funded to undertake flood response. This is not the case.

The current situation is that whilst the FRA is not statutorily obliged to provide this service, it is statutorily empowered to do so in order to address local needs as identified through the IRMP process. Having identified a need and undertaken public consultation through the IRMP process, the Authority is empowered to raise the necessary funding through local council tax, which it has done since 2004. This is not an unusual situation as many of our “traditional” activities, such as responses to chemical incidents, fall into the same category. Indeed, until legislative changes in 2004, everyday activities such as responses to road traffic accidents and provision of community safety advice fell into the same category.

This is not to say that Government direction in the form of a statutory duty would not be welcome, bringing with not only greater certainty for communities, but potentially an element of additional central funding support for national resilience. These matters are still being considered by Government, and it is recognition of this ongoing review that the current recommendations are relatively modest.

Details were also requested around where back office savings would come from and if this would impact jobs, how this fitted with the RDS review (implications around training capacity), and where the water strategy review is published which outlines how the first responders have been allocated, and the subsequent difference between options 1 and 2 on the ground.

Consultation Comments/Suggestions

It was suggested that the IRMP make it clear that the Authority is statutorily empowered to provide the service based on our local assessment of risk and that the costs are fully funded through local taxation. It is also suggested that there the level of provision should be reviewed again once the Governments final response to the Pitt review is announced.

Proposed Recommendations

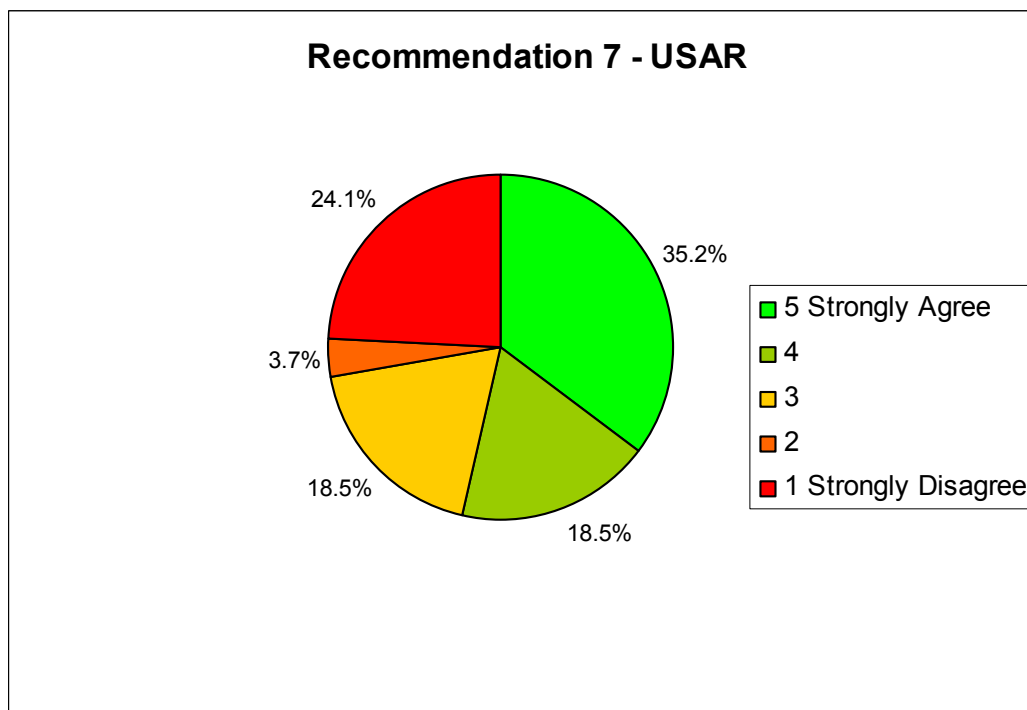
1 Recommendation 6 – Option 2 is adopted.

Incorporate consultation feedback into implementation plans to:

- **Identify where back office savings would come from;**
- **Ensure that the integrated water response strategy that is currently under review incorporates all aspects of flood / water response provision**
- **That the integrated water response strategy also gives a look forward to any potential change should a new statutory duty be imposed.**

Recommendation 7

During 2010/11 we will establish a central hub based around the USAR team to coordinate and manage the Technical Rescue functions within the Service



	5 Strongly Agree	4	3	2	1 Strongly Disagree	Total responses
Recommendation 7	35.2%	18.5%	18.5%	3.7%	24.1%	108

53.7% agreed with this proposal, and 27.8% disagreed.

Key Themes

This was generally accepted as a positive proposal, although there were broad criticisms around the use and relative value of USAR as a whole. Concerns were raised around deployment of USAR and the subsequent impact on the hub.

A number of consultation responses identified the need to centrally coordinate technical rescue functions.

Consultation Comments/Suggestions

The peripatetic use of USAR staff for training could be considered.

Proposed Recommendations

1. This recommendation is adopted.

Incorporate consultation feedback into business plans to:

Identify opportunity for USAR staff to undertake peripatetic training

3. Other written responses

The Fire Brigades Union provided a detailed response which addressed each IRMP Action Plan recommendation and these responses have been incorporated into the Key Themes under each recommendation. The FBU also provided more generic comments on the consultation process, focusing on the ability of the public to understand and respond to the consultation process as well as its accessibility.

The Fire Protection Association (FPA) provided a response stating that consideration should not just be given to heritage but all non-domestic risk properties including water run-off and other environmental factors. It questioned the degree of acceptance of risk “ownership” by addressing heritage risk and also questioned whether it is sufficient to rely on the RRO to reduce risk in this sector? The FPA strongly agreed with recommendations 3 and 4 and asked that they be amended to include a risk assessed approach to the commercial estate.

4. Additional comments from feedback forms

General Comments not incorporated into Recommendation Key Themes

Comment	Response
A number of respondents questioned specific IRMP training for elected FRA members charged with developing proposals	A detailed training programme is in place for elected FRA members. This includes specific coverage of IRMP and risk management. The programme is repeated annually and incorporates the requirements of new FRA members.
A recurring consultation response centred on it being a paper exercise only and not able to influence decisions (the most frequently repeated sentiment)	The FRA regards consultation as a critical element of the IRMP process. Consultation responses are evaluated and are incorporated into proposals where appropriate.
The level of detail in certain of the IRMP Action Plan proposals was stated as being too brief to comment	The Authority aims to provide clarity of information from which consultees can respond. This requires a balance of information between detail and clear proposals. Comments made on how this can be improved will be considered.
A significant number of responses suggested the Authority must rationalise back - office services in order to safeguard future front line services	Budgetary considerations for future years will determine how this will be achieved. These will inform the on-going 3 year IRMP and Annual Action Plan process.

5. Feedback from focus groups

General Comments not incorporated into Recommendation Key Themes

Comment	Response
That not enough information to make informed comments on all of the recommendations was available.	The IRMP Action Plan consultation contained a high level summary of proposals. Some detailed information cited by respondents was contained within other Authority documents (e.g. water rescue first responder proposals). Where links to these documents would assist future consultation processes these will be made clear
Staff conveyed a general feeling that consultation is just a process to satisfy the IRMP guidelines and that views are rarely listened to or taken into account (several comments)	<p>The FRA regards consultation as a critical element of the IRMP process. Consultation responses are evaluated and are incorporated into proposals where appropriate.</p> <p>Staff suggestions have resulted in changes being made to previous IRMP proposals and are fully considered as part of the 10-11 Action Plan process</p>
Some staff expressed concerns over how this consultation document would be received by the public, there is not sufficient explanation or clear wording for the public to understand this.	Comments were similar in nature to those received from feedback forms. Suggestions made by staff which will be considered included piloting wording and detail of future IRMP proposals with stakeholders.
Would any IRMP planning consider the uncertainty of RCCs? Current delays in the project mean that upgrades in control technology (i.e. caller id's) have been put on hold therefore the control is getting harder to run.	The FRA is currently evaluating the impact and risks associated with progress of the RCC project. Resilience arrangements for our existing control are being considered within this process.