

Resources and Fire and Rescue Overview and Scrutiny Committee

28 February 2018

Integrated Risk Management Plan (IRMP) Task and Finish Group Report

Recommendations

1. That the Resources and Fire and Rescue Overview and Scrutiny Committee receive and note work undertaken by the IRMP Task and Finish Group.
2. That the IRMP Task and Finish Group be re-established at a time congruent with the development of the next IRMP Action Plan (2018/19).

1.0 Background

- 1.1 The terms of reference for the IRMP Task and Finish Group established the following objectives:
 - Comment on the progress in implementing the IRMP Action Plan 2017/18.
 - Review whether the actions proposed are sufficiently robust and achievable within the agreed budget to meet the desired outcomes within the plan timescales.
 - Identify the barriers to successful implementation and propose solutions to overcome these.
 - Identify other ways in which Warwickshire Fire and Rescue Service (WFRS) could more effectively engage with other services to improve community safety in Warwickshire.
- 1.2 The group met on four occasions; 2nd November 2017, 4 December 2017, 10 January and 8 February 2018. A progress update report was presented to members at each meeting, describing progress to date against the IRMP Action Plan 2017/18. The final report informed members that 6 of the 11 actions had been completed, and that 5 would be carried over for continued development within the next Action Plan (2018/19). A copy of the final progress update report is attached as an appendix.
- 1.3 Members found particular value in those meetings held on fire stations, i.e. at Wellesbourne and Leamington. These provided members with the opportunity to tour the facilities and be provided with some context around the key issues discussed within the meetings.

- 1.4 Over the course of the four group meetings members were provided with presentations covering the following key topics;
- Update on Emergency Medical Responding
 - Update on Adult social Care and Fire and Rescue Service Joint Working
 - Warwickshire Fire and Rescue Service Response Model
- 1.5 Members made a number of requests for further information, and as such officers provided the group with reports covering blue light collaboration, Community First Responder performance information, a national overview of Emergency Medical Response, the savings WFRS have already made as part of the One Organisational Plan (OOP 1) and the way that WFRS is using additional one-off funding provided for Prevention activity and for providing wider social value within Adult Social Care.
- 1.6 The presentations and information provided by officers of WFRS stimulated vigorous debate, and members welcomed the opportunity to note and discuss some of the key issues associated with delivering the IRMP.
- 1.7 Members noted the benefits of WFRS broadening its activities into areas such as safe and well home visits and slips, trips and fall prevention, and supported further work in areas such as telecare rapid response support and home assessments for hospital discharge.
- 1.8 Members also considered carefully the opportunities presented by Emergency Medical Responding, but expressed disappointment with the reluctance of West Midlands Ambulance Service (WMAS) to enter into an agreement. Members suggested a number of ways in which they could support the WFRS ambition to secure an Emergency Medical Response agreement, such as lobbying Clinical Commissioning Groups (CCGs) and exploring the role that CQUIN (NHS Commissioning for Quality and Innovation targets) could play in leveraging the position of WMAS.
- 1.9 Members also expressed disappointment in the uncertainties around the position of WMAS with regards to the Community First Responder pilot already in operation at Southam, and the new pilots which WFRS had hoped to launch in Coleshill and Shipston during 2018. It was of concern to members that further progress with the new schemes has been paused, subject to a suitable way forward being agreed with WMAS.
- 1.10 Members noted that WFRS has delivered over 3800 safe and well checks this year, and that the additional funding will enable the target for 2018/19 to be increased by 50% to 6000. Members accepted that as the activities enabled by the one-off £200k funding were not fully operational until late 2017, a benefits realisation report would not be available until the third quarter of 2018.

- 1.11 Members noted the challenges WFRS face with regards to Retained Duty System (RDS) firefighter recruitment and retention, and that these issues are reflected nationwide. Members supported the peripatetic crewing team WFRS have introduced to help fill the crewing gaps at key RDS stations, but recognise that RDS availability will continue to present a challenge.
- 1.12 Some members expressed ongoing concerns around the capacity WFRS has available to meet the range of demands placed upon it, and the impact any future savings proposals may have. Members expressed the desire to be kept informed of any proposals that may be developed to deliver a cost effective service.

2.0 Timescales and next steps

- 2.1 Members of the IRMP Task and Finish Group recommend that the group be re-established at a time congruent with the development of the next IRMP Action Plan (2018/19).

3.0 Appendices

WFRS IRMP Action Plan 2017/18

WFRS IRMP Action Plan 2017/18 Update Summary – 8 February 2018

	Name	Contact Information
Report Author	AC David Pemberton	davepemberton@warwickshire.gov.uk Tel: 01926 423231
Head of Service	CFO Andy Hickmott	andyhickmott@warwickshire.gov.uk
Strategic Director	Monica Fogarty	monicafogarty@warwickshire.gov.uk
Portfolio Holder	Howard Roberts	howardroberts@warwickshire.gov.uk

The report was circulated to the following members prior to publication:

- Portfolio Holder for Fire and Community Safety
- Chair and Party Spokespersons of the Fire and Resources Overview and Scrutiny Committee

IRMP Action Plan 2017/18

IRMP Objective 1: Identify further opportunities to develop collaborative working with other blue light services to enhance efficiency, effectiveness and public safety.				
No	Action	Senior Responsible Owner	Milestones	Outcome/Benefit
1.1	Implement a single Fire Control facility with Northamptonshire FRS.	DCFO Rob Moyney	<ul style="list-style-type: none"> Decision made on location. Develop an implementation plan for proposals. 	<ul style="list-style-type: none"> Improved efficiencies through collaboration. Improved operational resilience. Supports the efficiency and collaboration pillar of Home Office fire reform agenda.
<p>Why do we want to do this?</p> <p>This is the final stage of the Joint Control project with Northamptonshire FRS (NFRS). The project was the key output of a collaboration scoping exercise undertaken with NFRS during the previous IRMP (2013-2017). The shared control facility will reduce costs whilst providing a better resourced, more resilient service to the public. The shared primary control room could be in either Warwickshire or Northamptonshire, with a reserve control room maintained in the partner Brigade for spate conditions or other emergency. Completion of the installation of the new mobilising system will enable the use of new technology and systems, such as Automatic Vehicle Location and nearest resource mobilising, which will improve the efficiency of both Service's response to emergency incidents.</p>				
1.2	Implement an Emergency Medical Response arrangement with West Midlands Ambulance Service (WMAS).	DCFO Rob Moyney	<ul style="list-style-type: none"> Agree an Emergency Medical Response operating model with WMAS. Implement agreed mechanisms for responding to specific medical emergencies. 	<ul style="list-style-type: none"> Enhanced survival chances of those involved in medical emergencies. Contribution to reducing the demand and financial pressures on the WMAS and NHS.
<p>Why do we want to do this?</p> <p>We have the opportunity to provide an emergency medical response capability to help save lives and support the ambulance service. Emergency Medical Response (EMR) schemes can save lives in those areas where firefighters are able to attend cardiac arrests and other priority medical emergencies more quickly than the ambulance service. All WFRS firefighters are trained to First Person on Scene (FPOS) intermediate standard of medical response, and a full set of equipment including a defibrillator is held on every fire appliance. If Firefighters attended the incident first they would undertake basic life support including defibrillation until WMAS arrive to provide advanced life support response. This enhancement is intended to complement the already professional service provided by WMAS; it is not intended to replace an ambulance response.</p>				

1.3	Further develop our current collaborative working programme with Hereford and Worcester and Shropshire Fire and Rescue Services and Warwickshire and West Mercia Police to explore all operational, service support and future governance opportunities in keeping with the recently introduced statutory duty.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Develop further work streams within collaboration programme. • Develop an implementation plan for proposals. 	<ul style="list-style-type: none"> • Improved public safety. • Improved efficiencies through collaboration. • Improved organisational resilience. • Supports the efficiency and collaboration and workforce reform pillars of the Home Office fire reform agenda.
<p>Why do we want to do this?</p> <p>The duty to collaborate is now a legal obligation for emergency services. The Home Office is committed to a programme of fire service reform based on 3 pillars: efficiency and collaboration, accountability and transparency and reform of the workforce: which we are committed to supporting. We will actively support this duty where it is in the interests of the community to do so. Presently a Blue Light Collaboration Board exists across the Warwickshire and West Mercia Police areas consisting of senior officers from the two police services concerned and the three fire and rescue services of Warwickshire, Hereford & Worcester and Shropshire. This Board is overseeing a range of operational collaboration opportunities across the following functional areas: Training, Procurement, Estates, Operations, Fleet and Information Technology.</p>				

IRMP Objective 2: Continue to review the number, location and resourcing of our fire stations and fire engines.

No	Action	Senior Responsible Owner	Milestones	Outcome/Benefit
2.1	Produce a WFRS Asset Management Plan that sets out the future changes needed in the locations of our premises and fire engines, and incorporate within the Warwickshire County Council (WCC) Capital	DCFO Rob Moyney	<ul style="list-style-type: none"> • Produce Asset Management Plan based on future needs, including; <ul style="list-style-type: none"> ➢ IRMP 2017-2020 risk analysis, ➢ district/borough local plans, ➢ vehicle and building 	<ul style="list-style-type: none"> • An asset plan that meets the future needs of WFRS and which is incorporated into future WCC financial planning. • A fire service model of service delivery that matches the changing risk profile of the county and meets the needs of its communities.

	Expenditure Programme.		<ul style="list-style-type: none"> ➤ lifespan requirements, a review of our water rescue and flooding capability. 	
<p>Why do we want to do this?</p> <p>As part of the IRMP process we look ahead to the impact future housing and commercial/industrial developments will have on the capability and location of our resources; namely our fire stations, fire engines and other emergency response vehicles. We also look ahead to consider the potential for change in other risk areas, such as the environment and terrorism. Additionally when the vehicles within our fleet come to the end of their expected lifespan, and our buildings require significant refurbishment to continue to be fit for purpose, we will take the opportunity to review whether existing arrangements are still appropriate to meet our changing needs. Our Asset Management Plan will set out the future changes needed, and in particular will consider;</p> <ul style="list-style-type: none"> ➤ Optimising fire station locations in and around the Rugby area in light of future developments in the area; ➤ Optimising fire station locations in and around the Nuneaton area in light of future developments in the area; ➤ The suitability and condition of the Headquarters building in Leamington Spa; ➤ The optimum equipment, location and operating arrangements of our flooding and water rescue capability. 				
2.2	Review the provision of aerial appliances across the West Midlands Region.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Options appraisal developed and considered at West Midlands Region FRS regional meeting. • Decision on provision of aerial appliances made that provides economy of scale and the sharing of resources across borders. 	<ul style="list-style-type: none"> • Improved efficiencies through collaboration. • Improved operational resilience.
<p>Why do we want to do this?</p> <p>This is part of our ongoing review of special appliances, which include any operational vehicle other than our standard fire engines. An aerial appliance is an emergency response vehicle with the capability for reaching the upper floors of tall buildings. Although rescues from height are rare, aerial appliances are used for a range of working at height purposes, such as roof ventilation and applying water onto a fire from above the building. Our existing aerial appliances will be 10 years old in 2017 and this is the correct time to begin assessing our options for the number and type of replacements required, taking into account that our regional partners are undertaking a similar exercise. The aim is to provide an appropriate level of aerial availability.</p>				

IRMP Objective 3: Maximise the flexibility and utility of our workforce.				
No	Action	Senior Responsible Owner	Milestones	Outcome/Benefit
3.1	Review our RDS recruitment needs and practices to maximise fire engine availability, and optimise the balance between wholtime (WDS) and on-call (RDS) staffing of key fire stations.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Determine best use of resources to maintain fire engine availability. • Develop options for change. • Implement changes and arrange regular outcome reviews. 	<ul style="list-style-type: none"> • Improved RDS fire engine availability • Improved emergency response in rural areas • Improved working arrangements for RDS firefighters
	<p>Why do we want to do this?</p> <p>The majority of UK FRSs struggle to recruit sufficient on-call (RDS) firefighters to provide 24/7 fire engine availability, and we are no exception. We struggle to secure RDS firefighter availability at certain times. In some areas the need to be available within 5 minutes travel time of the local fire station significantly limits the potential pool of people within which recruitment can take place. There has also been socio-demographic change over recent years that has made recruitment more difficult.</p>			
3.2	Review the balance of our organisational resources, and ensure sufficient capacity is provided to meet corporate needs.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Determine best use of resources to meet all organisational needs. • Develop options for change. • Implement changes and arrange regular outcome reviews. 	<ul style="list-style-type: none"> • Learning outcomes of Operational Assessment and Fire Peer Challenge 2016 are addressed. • Sufficient capacity is available to meet the needs of the Home Office reform programme. • An organisation that has the capacity and capability to meet both operational and corporate needs.
	<p>Why do we want to do this?</p> <p>Whilst reviewing the emergency response part of our Service is important, we intend to do so within a wider framework that considers the optimum organisational balance of resources. Regardless of size, every Fire and Rescue Service has to meet the same range of corporate demands. We will also consider our organisational capacity and capability against the learning outcomes of the Operational Assessment and Fire Peer Challenge we received in November 2016, and the challenging national agenda, such as the Home Office fire reform programme.</p>			

IRMP Objective 4: Develop the use of emerging technology.				
No	Action	Senior Responsible Owner	Milestones	Outcome/Benefit
4.1	Extend the use of Light Rescue Pumps (LRPs) within the Service.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Review the provision of LRP's to date. • Subject to outcomes of review introduce 5 further LRP's in line with the procurement plan. • Distribute LRP's across the Service to support the response model. 	<ul style="list-style-type: none"> • Cost savings to contribute to the WFRS savings target. • Reduce carbon footprint. • Provide agile response to life risk incidents. • Maintain our response standards. <p>Enhance safety of the community.</p>
<p>Why do we want to do this?</p> <p>The first 10 Light Rescue Pumps (LRP's) delivered into the Service have proved that the original concept of use for these vehicles was valid. They have now been in front line use since June 2014 and, after some teething problems expected from the introduction of any new vehicle type, have demonstrated the capability to deal with the regular demands of the Service. They are roughly half the price of a regular sized fire engine and with the use of new technology, such as the 'E-draulic' rescue equipment; they are able to deliver a very near equivalent capability to the incident ground. They are more fuel efficient and, being narrower and lighter than traditional fire engines, are able to get through congested streets more easily and cross bridges with reduced weight limits; something which is becoming an increasing concern to the Service. The improved fuel efficiency and reduced emissions of the euro 6 rated engine help to reduce our carbon footprint and save costs.</p>				
4.2	Consider and if appropriate implement the use of new fire extinguishing technology.	DCFO Rob Moyney	<ul style="list-style-type: none"> • Scope out a range of new equipment and procedures that enable firefighters to extinguish internal fires from outside the building, such as; cold-cutting equipment, Compressed Air Foam systems and other such technologies. Make use of national research and 	<ul style="list-style-type: none"> • Improved firefighting tactics. • Improved firefighter safety. • Reduce social and economic impact of fire related incidents.

			<p>development.</p> <ul style="list-style-type: none"> • Identify training requirements of introducing new technology • Identify impact on vehicle procurement to accommodate any new firefighting equipment. 	
<p>Why do we want to do this? Modern construction of buildings present new risks to firefighters, and fire extinguishing technology constantly evolves in order to deliver more effective firefighting tactics and improve firefighter safety. We maintain a watchful eye on any new developments, and two in particular that are being developed and utilised within a number of other fire and rescue services are 'cold-cutting' and 'compressed air foam' systems. These systems enable firefighters to extinguish some building fires from outside, thus potentially reducing the risk to firefighters significantly.</p>				
<p>4.3</p>	<p>Consider and if appropriate implement the use of new equipment for dealing with Road Traffic Collisions (RTCs) involving vehicles with new and more challenging construction.</p>	<p>DCFO Rob Moyney</p>	<ul style="list-style-type: none"> • Review effectiveness of existing equipment to deal with the latest vehicle designs and construction that present the greatest challenge to firefighters. • Scope out a range of new equipment and procedures to enable firefighters to extricate persons from vehicles that are made of new and more challenging design. • Identify training requirements of introducing new technology • Identify impact on vehicle procurement to accommodate any new rescue equipment. 	<ul style="list-style-type: none"> • Improved extrication tactics, leading to more rapid definitive medical care. • Improved firefighter safety.
<p>Why do we want to do this? Modern vehicle construction presents us with new challenges. Stronger yet lighter construction materials, more widespread presence of passenger safety systems and electric power technology all present additional risks to firefighters. We constantly need to review and upgrade our extrication techniques and equipment in order to continue to release trapped casualties from vehicles within safe systems of work. The quicker we can extricate a casualty, the sooner they can be conveyed to hospital for definitive care.</p>				

IRMP Objective 5: Use our capacity to improve wider community health and social care outcomes.				
No	Action	Senior Responsible Owner	Milestones	Outcome/Benefit
5.1	Enhance our value to the community by exploring opportunities to work with partners to improve wider health and social care outcomes.	DCFO Rob Moyney	<ul style="list-style-type: none"> • The Joint Strategic Needs Assessment (JSNA) is used to look at how we can support health and wellbeing in Warwickshire. • Partnerships developed with counterpart public services that are already active in these initiatives to develop pilot projects for: <ul style="list-style-type: none"> ➢ Slips, trips and fall prevention, ➢ Telecare rapid response support, ➢ Home assessments for hospital discharge. • Delivery of Safe and Well visits to the most vulnerable within our county. • Delivery of the 'Heartshield' programme and the provision of cardiopulmonary (CPR) resuscitation and positive lifestyle training to school pupils within the county. 	<ul style="list-style-type: none"> • Enhanced safety, health and wellbeing of the community, in particular the most vulnerable. • Increased influence of WFRS. • Contribute to reducing the demand and financial pressures on the NHS. • Long term contribution to improvements in heart health indicators, and reduced health inequalities in Warwickshire. • Young people in Warwickshire are trained to deliver bystander CPR and understand the positive lifestyle choices that they can make to look after their heart health, and commit to action.
<p>Why do we want to do this?</p> <p>We recognise the opportunity to provide wider social value with the fire and rescue resources we have available. We know that those most at risk from fire are impacted by wider social economic issues such as poor housing, health inequalities, education and environment. To be true to our core purpose of protecting the community and making Warwickshire a safer place to live and work we will develop stronger links with our partners in public health and other Fire and Rescue Services in order to continue to deliver on the wider prevention agenda and to improve the quality of people's lives in Warwickshire.</p>				

WFRS IRMP Action Plan 2017/18 Update Summary – 8 February 2018

<p>Progress</p>	<p>Progress has been made on all the work streams as shown below:</p>
	<p>1.1 Single Fire Control: A joint communication is still awaited on the future direction of the project. No further progress since last update. Will carry over to IRMP Action Plan 2018/19.</p> <p>1.2 Emergency Medical Response: CFR pilot at Southam continues, with crews attending an average of 3 calls per week. Plans to develop similar schemes in other locations have had to be paused subject to wider discussions with WMAS. Will carry over to IRMP Action Plan 2018/19.</p> <p>1.3 Collaboration: The regional approach with Hereford and Worcester FRS, Shropshire FRS and West Mercia/Warwickshire Police has been refreshed and four new work streams confirmed:-</p> <ul style="list-style-type: none"> • Operational deployments • Community safety • Supporting infrastructure • Estates <p>The specific benefits that WFRS could achieve through the work streams are yet to be determined. WFRS has also had meetings with Warwickshire Police to progress local work aligned to the regional workstreams. Will carry over to IRMP Action Plan 2018/19.</p> <p>2.1 Asset Management Plan: Approved at BCT and is a supporting document to the IRMP. COMPLETE</p> <p>2.2 Review the provision of aerial appliances: Review completed. The procurement of a Magirus aerial appliance was approved at BCT. COMPLETE</p> <p>3.1 Review RDS recruitment needs and practices: Review completed. The pilot peripatetic RDS crewing team went live on 1st September. There are currently 12 team members. Further briefings are being delivered to staff at appropriate stations about the team, and how it works. Identified the need for an Engagement Officer to mainstream and expand the work of the Dedicated Retained Applicants Support Project (DRASP) team, but a bid for funding for the role was unsuccessful. COMPLETE.</p> <p>3.2 Review the balance of our resources: A review of crewing systems has been completed and recommendations are being developed. A working group has been established that will present the review outcomes, with associated proposals to BCT. COMPLETE.</p> <p>4.1 Extend the use of LRPs: Evaluation has been completed. Decision has been made to rest the purchase of further LRPs until; 1. Vehicle build quality issues are</p>

satisfactorily resolved 2. Decisions have been made on the OOP2020 savings options, and an assessment made of the impact on future optimum fleet balance (between LRPs/full size fire engines). **Will carry over to IRMP Action Plan 2018/19.**

4.2 Consider and if appropriate implement new fire extinguishing technology:

Misting branch has been trialled successfully at Wellesbourne, Bidford, and TADC. Rollout of these branches is on course to be achieved by the end of the year.

COMPLETE.

4.3 Consider and if appropriate implement new RTC equipment:

Expansion of E-draulic RTC extrication equipment on all appliances will be achieved through the vehicle replacement programme over a 2 year period.

12 tonne lifting power mats are being replaced with 17.5 tonne lifting power mats on all appliances. **COMPLETE.**

5.1 Wider Health and Social Care Outcomes: WFRS have used one-off funding of £200k, awarded by WCC, to provide a range of additional capabilities, including employment of:

- RDS training officer (12 month contract) to train and support RDS staff to deliver prevention and wider health activities.
- 3 Community Support Officers (12 month contracts) from Social Care, Police and Fitness backgrounds to work with the most vulnerable members of the community.
- Part-time (12 month contract) Health Advisor to develop links and partnerships to identify new ways for fire and health to collaborate and for fire to provide wider social value.

Home fire safety checks have been expanded into 'safe and well' visits. WFRS staff have received training in order to assess the homes of the vulnerable for a wide range of health and welfare issues (e.g. slips trips and falls, winter warmth, etc.) and the relevant referral pathways established.

A business case has been prepared for submission to the Adult Social Care Better Care Fund; an Enhanced Safe and Well bid to support home from hospital discharge and enhanced work with vulnerable people. **Will carry over to IRMP Action Plan 2018/19.**