

County Council

24 September 2024

Warwickshire Fire and Rescue Service - Community Risk Management Plan

Recommendation

That Council approves the updated Warwickshire Fire and Rescue Service Community Risk Management Plan as set out in Section 3 and Appendix 1 to this report

1. Key Issues

1.1 A review (known as Resourcing to Risk) of Warwickshire's Fire and Rescue Services (WFRS) operational model was commissioned by the Chief Fire Officer (CFO) as part of a risk management review.

1.2 The primary objective of the review was to assess whether our firefighters and fire engines operate in the right way, at the right time and in the right place to provide optimal safety for Warwickshire residents.

1.3 The review sought to address four main challenges –

Challenge 1 - WFRS has more fire engines available at night than in the day even though activity (Prevention, Protection and Response) is highest during the day.

Challenge 2 - On-Call availability, in its current form, is declining locally and nationally raising challenges around sustainability.

Challenge 3 - Response time targets are not being achieved.

Challenge 4 - The Day Crewed Plus (DCP) shift system is not considered by the representative bodies to be compatible with the Grey Book (firefighters' terms and conditions of employment) and a similar system has been subject to legal challenge nationally.

1.4 The outcomes of the comprehensive review informed proposals for a new operating model for WFRS aimed at addressing the four challenges above, ensuring that our resource provision is aligned most effectively to the risks and demands in all parts of Warwickshire and ensuring that the delivery of WFRS' statutory duties are carried out in an effective and sustainable way.

1.5 On 16 July 2024 Cabinet considered and approved a new operating model for WFRS. The full Cabinet report, with appendices, can be found [here](#).

- 1.6 Following the decision of Cabinet, WFRS has taken the opportunity to review its Community Risk Management Plan (CRMP) to ensure that it continues to meet the requirements of the [National Framework for Fire and Rescue Services in England](#) and to determine whether any amendments are required in light of the new operating model.
- 1.7 This report sets out the outcome of that review process and proposes some minor modifications to the CRMP as a result.

2. The Community Risk Management Plan

2.1 The Fire and Rescue Services Act 2004 and the [National Framework for Fire and Rescue Services in England](#) sets out the duties of Fire Authorities.

2.2 The National Framework requires each Fire and Rescue Authority to produce a Community Risk Management Plan (CRMP). Each plan must -

- Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority.
- Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources.
- Outline required service delivery outcomes including the allocation of resources for the mitigation of risks.
- Set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat.
- Cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in the Framework.
- Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- Be easily accessible and publicly available.

2.3 In order to meet the national requirements, the CRMP comprises four key component parts:

- A Risk Analysis - this assesses fire and rescue related risk in the community.
- A Prevention, Protection, Response and Resilience Strategy – this uses its risk analysis to set out how WFRS will reduce risk in Warwickshire.
- Performance Measures - these measure the impact of the Prevention Protection, Response and Resilience Strategy on reducing risk in the community.
- The Statement of Assurance 2023/24 - this is a backward-looking annual statement which provides financial, governance and operational assurance to the community and to the Home Office. The next Statement of Assurance will report on the financial year 2023/24 and is scheduled for publication in 2025.

2.4 WFRS has undertaken a thorough assessment to consider what, if any, changes are required to be made to the WFRS CRMP in light of the adoption of a new operating model for the Service. The current WFRS CRMP is live running from 2022 to 2027 and has been subject to public consultation. The outcome of this assessment has confirmed that whilst the WFRS new operating model does not necessitate any changes to the CRMP to meet the requirements of national framework, the opportunity could be taken to make minor modifications to the CRMP to provide greater clarity and transparency for communities. This also reflects feedback received during the public consultation on the new operating model which suggested that some elements of the current CRMP would benefit from clarification. These minor amendments to provide clarification do not change the current CRMP substantively and therefore does not require further public consultation.

3. Outcome of the Review of the CRMP

3.1 The outcome of the review process, including the amendments and/or additions in relation to each of the four component parts of the CRMP are set out below.

Risk Analysis

3.2 The professional view of WFRS is that there are no changes required to the risk analysis element of the CRMP. The Service has a robust mechanism for risk analysis and has been recognised nationally for its forward-thinking work in this area.

Prevention, Protection, Response and Resilience Strategy

- 3.3 There are 5 areas of change that WFRS recommend in relation to the Prevention, Protection, Response and Resilience (PPRR) Strategy element of the CRMP. These are highlighted in Appendix 1 and are as follows:
- 3.4 **Change 1 – That the PPRR Strategy includes reference to resilience teams which are a key feature of the new operating model**
- 3.5 WFRS recognises the impact of climate change on incident type and longevity. It is recognised that spikes in weather incidents, e.g., flooding and wildfires, present a short-term resource demand on Fire and Rescue Services.
- 3.6 It is also recognised that these types of incidents are expected to increase in number as the impact of climate change continues to intensify. It is also essential to have the capacity to manage major incidents where significant resources are required.
- 3.7 Furthermore, as these types of events will be impacting all Fire and Rescue Services, the potential to be supported by neighbouring Fire and Rescue Services via mutual aid agreements is expected to be more limited.
- 3.8 Warwickshire Fire and Rescue Service will introduce Resilience Teams as part of its new operating model which will provide a guaranteed recall to incidents of such type. They have a maximum response time of 2 hours once alerted and can be used in a variety of ways.
- 3.9 As this is an enhancement to WFRS' operational resilience which is not currently referred to in the PPRR Strategy, it is considered that there is merit in making reference to it to for transparency and greater community understanding of the service.
- 3.10 **Change 2 - That the PPRR Strategy includes information on the CRMP process and provides greater clarity on how the Strategy document fits into this process.**
- 3.11 The CRMP is a rolling process which looks at risk through a 3, 5, and 10-year lens and the PPRR Strategy is a component part of the CRMP.
- 3.12 WFRS Leadership is responsible for the day to day running of the Service and delivering the priorities within the PPRR Strategy.
- 3.13 In order to do this, WFRS uses a range of data sets including thematic risk analysis that looks at longer term foreseeable risk up to a period of 10 years.
- 3.14 This risk analysis informs the PPRR Strategy which sets out the approach taken to ensure the safety of Warwickshire's communities, and which aims to ensure the right resources are in the right place at the right time, now and into the future to manage those risks.

- 3.15 This methodology is an important part of providing assurance to communities and business that WFRS considers the longer-term risks that may arise in providing the optimal service for Warwickshire. By providing information about the CRMP process and how the PPRR Strategy fits into this process would help to provide a more open and transparent understanding of what WFRS does and provide enhanced confidence in the Service and its management of risk.
- 3.16 **Change 3 – That the PPRR Strategy includes a high-level, forward looking risk view.**
- 3.17 As set out above, as part of its Service planning process and in order to optimise service delivery, WFRS looks at longer term foreseeable risks up to a period of 10 years. The WFRS PESTLER looks at the following factors when considering future high-level risks:
- (Geo) Political
 - Economic
 - Social
 - Technological
 - Legal
 - Environmental
 - Reputational
- 3.18 WFRS uses the PESTLER to identify how these risks will affect WFRS in the future which in turns helps it plan for these future foreseeable risks. It is through this work that WFRS identified the need to provide a response to incidents linked to climate change e.g. flooding and wildfires.
- 3.19 This level of information isn't currently included in the PPRR Strategy, however WFRS is recommending its inclusion in a public facing way to help inform the community of the risks that may affect Warwickshire now and into the future and how the Service is using this information to inform and to optimise its service delivery.
- 3.20 **Change 4 - That the PPRR includes information about appliances and their availability across the daytime and nighttime, in addition to information about specialist appliances.**
- 3.21 The new WFRS operating model will see WFRS have 14 fire engines in the day when activity is highest and 13 fire engines at night when the risk is lower. These fire engines will provide immediate response.
- 3.22 WFRS also has several specialist capabilities. These include:
- Specialist water capability
 - Specialist Road Traffic Collision capability
 - Command Support Unit
 - Environmental Protection Unit
 - Small Fires Unit
 - Foam Tender

- Specialist Breathing Apparatus Vehicle
- Turntable Ladder
- Drone Capability
- Water Carriers
- Large Animal Rescue Unit
- 4x4 Utility Vehicles

3.23 WFRS have two national assets which are registered on a national register and available for other Fire and Rescue Services should they require them. These include:

- High Volume Pump and Hose Layer
- Mass Decontamination Unit

3.24 It is considered that this information would be a helpful addition to the PPRR Strategy for clarity and understanding, and in turn could assist with enhanced assurance regarding the capabilities and capacity of WFRS to respond to emergency situations.

3.25 **Change 5 – That the PPRR Strategy provides clarity around the WFRS response model and how it deploys its resources**

3.26 A key element of the new operating model is its flexibility when locating our fire engines and staff where there is a need to target our prevention, protection and response activities.

3.27 In addition to the increased number of fire engines (referred to at paragraph 3.21) available in the new operating model, there are 17 fire stations used as response points and prevention and protection bases across the county. This effectively means that fire engines are moved around the county throughout the day and night to reflect risk and to ensure that at any given point the right resources are in the right place. For example, the fire engine at a response point in the south of the county may, at any given moment, be deployed to a response point in a different part of the county where required.

3.28 Flexibility of deployment continues to be an important aspect of the WFRS operating model and one that is likely to be of interest to communities in Warwickshire. In light of this, it is considered that an explanation of this in the PPRR Strategy would be beneficial to aid understanding and provide further assurance regarding the Service's capability to respond to emergency incidents.

Performance Measures

3.29 There is one Key Business Indicator (KBI) that WFRS recommend for change to reflect the new CRMP. All other KBIs will remain the same and can be accessed via the Power BI dashboard.

3.30 The current KBM that is recommended for change is as set out below;

First appliance arrives at life risk or property incidents within agreed response standards (10 mins) – Target 75%

3.31 It is proposed that this KBM is removed and replaced with the following KBM;

First appliance arrives at life risk or property incidents within 10 minutes (mean average)

3.32 By adopting a mean average target in relation to response intervention times, would bring WFRS in line with the national approach taken by the Office of National Statistics and other Fire and Rescue Services and is recommended by the Chief Fire Officer so that WFRS can compare performance 'like with like'.

Statement of Assurance

3.33 As the Statement of Assurance is a backward-looking annual statement any changes resulting from the new operating model will be addressed when the next statement is published. No changes are therefore required to this component of the CRMP.

4. Financial Implications

4.1 There are no direct financial implications arising from this report. The financial implications relating to the new operating model were fully considered and are set out in the report to Cabinet of 16th July 2024.

5. Environmental Implications

5.1 There are not considered to be any detrimental environmental implications of the proposed changes to the CRMP as set out in this report. The environmental implications of the new operating model were set out in the Cabinet report of 16th July 2024.

5.2 The risk-based resource configuration enables early interventions at fires, restricting the ability of smaller fires to grow into larger fires, and a more rapid-fire suppression, resulting in lower contaminants entering the environment.

5.3 The resilience team arrangement will enable WFRS to respond to emerging future risks associated with climate change, providing a more robust resilience level that can be bought in to maintain response during incidents like wildfires and flooding.

5.4 The delivery model increases available training time for staff for climate events and adaptation, such as more prolific flooding and wildfires.

6. Timescales associated with the decision and next steps

6.1 If approved the decision of Council will take immediate effect, the modifications to CRMP will be made and the revised CRMP will then be published.

Appendices

Appendix 1 - Revised Prevention, Protection, Response and Resilience Strategy

Background papers

None

	Name	Contact Information
Report Author	Sally Waldron – Assistant Chief Fire Officer Dan Glorioso – Area Manager	sallywaldron@warwickshire.gov.uk danielglorioso@warwickshire.gov.uk
Chief Fire Officer	Ben Brook – Chief Fire Officer	benbrook@warwickshire.gov.uk
Executive Director	Mark Ryder – Executive Director for Communities	markryder@warwickshire.gov.uk
Portfolio Holder	Andy Crump – Portfolio Holder for Fire and Rescue and Community Safety	andycrump@warwickshire.gov.uk