

Resources and Fire and Rescue Overview and Scrutiny Committee

13 September 2017

IRMP 2017-2020 Task and Finish Group

Recommendation(s)

1. That the Committee establishes a Task and Finish Group in accordance with the Terms of Reference in Appendix A
2. That the Committee decides on the membership (elected members) of the Task and Finish Group.

1.0 Key Issues

- 1.1 The Council approved a new Integrated Risk Management Plan (IRMP) for the period 2017 to 2020 on 18 July 2017. During the course of the debate at Council it was suggested that this was one of the key areas the Resources, Fire and Rescue Overview and Scrutiny Committee should keep under regular review and monitor progress. This report therefore suggests the establishment of a time-limited task and finish group to review and comment on the proposed implementation of the IRMP Action Plan for 2017-18. A copy of the 2017-18 Action Plan is included as Appendix B for information.
- 1.2 There is no particular requirement to apply political balance rules to Task and Finish Group membership. However should the Committee wish to do so, on a proportional basis - 4 councillors would be 3 CON and 1LAB; 5 councillors would be 3 CON; 1 LAB and 1LIB/DEM.

2.0 Background

- 2.1 The National Framework establishes the following priorities that need to be considered within an IRMP;
 - To identify and assess the full range of foreseeable fire and rescue-related risks their areas face; make provision for prevention and protection activities and respond to incidents appropriately;
 - To work in partnership with their communities and a wide range of partners locally and nationally to deliver their service;
 - To be accountable to communities for the service they provide.

2.2 The IRMP 2017- 2020 has 5 broad development objectives to guide areas of work over the next 3 years. The IRMP Action Plan 2017-18 sets out the actions the Service intend to take over the next 12 months.

2.3 It is suggested that the Task and Finish Group should review the proposed plans for implementation to ensure the proposed actions are robust and achievable and likely to achieve the objectives sought.

3.0 Timescales associated with the decision and next steps

3.1 The Task and Finish Group should review the proposals with a view to reporting back to the 28 February 2018 meeting of the Overview and Scrutiny Committee.

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Terms of Reference

Area of Review	Fire and Rescue Service – Outcomes of the IRMP 2017-2020
Review sponsors	Andy Hickmott – Chief Fire Officer David Carter – Joint Managing Director
Supporting Officers	<ul style="list-style-type: none"> • Rob Moyney - Fire Service lead • [Other leads] to be confirmed • Helen Barnsley, Democratic Services Officer
Timescales	Report back to 28 February 2018 Resources and Fire and Rescue Overview and Scrutiny Committee
Rationale	<p>Council approved the Warwickshire Fire and Rescue Integrated Risk Management Plan (IRMP) on 18 July 2017. The National Fire and Rescue Framework establishes the following priorities that need to be considered within an IRMP;</p> <ul style="list-style-type: none"> • To identify and assess the full range of foreseeable fire and rescue-related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately; • To work in partnership with their communities and a wide range of partners locally and nationally to deliver their service; • To be accountable to communities for the service they provide. <p>The IRMP 2017- 2020 has 5 broad development objectives to guide areas of work over the next 3 years. The IRMP Action Plan 2017-18 sets out the particular actions the Service intend to take over the next 12 months in order to implement the IRMP.</p> <p>This T&F Group will explore whether those proposals are robust and achievable within the Council’s financial constraints and likely to achieve the overall outcomes of the IRMP i.e. to keep the public safe by ensuring that an effective response is provided to fires and other emergencies, keep firefighters safe by ensuring that they are provided with the right equipment and training for major threats and emergencies, and doing our very best by ensuring that we deliver value for money within available resources.</p>

Resources and Fire & Rescue Overview and Scrutiny Committee – Task and Finish Group

Scope of the Task and Finish Group work	<p>The Group will consider the proposed actions set out in the Action Plan 2017-18, any other successful national initiatives and whether these initiatives, or the learning from them, could be considered beneficial for Warwickshire</p> <p>In this context the Group will be able to suggest ways in which these initiatives can improve services and outcomes for Warwickshire residents. It will also have opportunities to propose other areas in which closer blue light collaboration or other collaborations could achieve improved outcomes for Warwickshire residents.</p>
Objectives of Task and Finish Group work	<p>The Task and Finish Group will seek to;</p> <ol style="list-style-type: none"> 1. Comment on the progress in implementing on the Action Plan 2017-18 2. Review whether the actions proposed are sufficiently robust and achievable within the agreed budget to meet the desired outcomes of within the plan timescales 3. Identify any barriers to successful implementation and propose solutions to overcome these 4. Identify other ways in which WFRS could more effectively engage with other services to improve community safety in Warwickshire <p>This work will be undertaken recognising the financial restraints that the Council is working to and taking into account the OOP2020 savings targets.</p>
Reporting arrangements	<p>This is a Task and Finish Group of the Resources and Fire & Rescue Overview and Scrutiny Committee. The work of the Group will therefore be reported to that Committee with outcomes and proposed recommendations before onward consideration by other relevant bodies for decision as required (e.g. Cabinet).</p>
Stakeholders	<p>Stakeholders for the work being undertaken by the Task and Finish Group would be representatives of</p> <ul style="list-style-type: none"> • The Warwickshire Police Service • The Warwickshire Police and Crime Commissioner • The West Midlands Ambulance Service • Other Fire and Rescue Services where cross Fire collaboration is identified as having the potential to improve community safety outcomes for Warwickshire residents • Social Care and other public services where collaboration is identified as having the potential to improve community safety outcomes for Warwickshire residents

<p>Indicators of Success</p>	<ul style="list-style-type: none">• Recommendations made in respect of greater collaboration opportunities WMAS• Recommendations made in respect of any Fire to Fire or Fire to Police operational initiatives• Recommendations made in respect of public sector services in respect of greater collaboration opportunities• Identification of the improved community outcomes for Warwickshire residents that any recommendations are seeking to achieve• Consideration of national initiatives and identification of any opportunities which could be further explored in Warwickshire• Recommendations are affordable
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Draft 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>				

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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.

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Expenditure Programme.		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.

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			development. <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?</p> <p>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>				
4.3	<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>	DCFO Rob Moyney	<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?</p> <p>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>				

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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>				