

**SAFER & STRONGER COMMUNITIES SCRUTINY COMMITTEE  
26 OCTOBER 2009**

**FIRE AUTHORITY DRAFT INTEGRATED RISK MANAGEMENT  
ACTION PLAN 2010-11**

**Report by the Director for Community Safety & Shared Services and  
Chief Fire Officer**

**Introduction**

1. This report proposes a number of projects to be included within the Fire Authority's Integrated Risk Management (IRMP) – Action Plan for the fiscal year 2010-11. The proposals summarise areas where the Service's Senior Leadership Team believe service improvements may be achieved. To meet the requirements of the IRMP process each proposal must be supported by robust evidence, validating both their inclusion and their contribution to improved community safety and/or firefighter safety. Similarly, each proposal must be cognisant of the prevailing economic constraints.
2. The proposals, once approved by the Cabinet Member, will be subjected to a comprehensive process of equality impact, 'risk analysis' and offered for appropriate, internal and external, formal consultation. Feedback from the consultation process will be provided to the Cabinet Member for due consideration prior to the adoption of the final version of the Action Plan in April 2010.
3. The Fire and Rescue Services Act 2004 received Royal Assent on 22 July 2004. Part 3, Chapter 21 of this legislation requires the Secretary of State to prepare a Fire and Rescue National Framework to which Fire Authorities must have regard when discharging their functions.
4. The Secretary of State initially published the latest Fire and Rescue National Framework in May 2008. The purpose of the Framework is to provide strategic direction from central government while ensuring that authorities continue to make local decisions. The Framework sets out the Government's objectives for the Fire and Rescue Service and what Fire and Rescue Authorities should do to achieve these objectives.
5. The 2008-11 Fire and Rescue National Framework requires each Fire and Rescue Authority to produce a publicly available IRMP covering at least a three-year time span which:
  - is regularly reviewed and revised and reflects up-to-date risk information and evaluation of service delivery outcomes
  - has regard to the risk analyses completed by Local and Regional Resilience Forums including those reported in external Community Risk

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Registers (RRs) and internal risk registers, to ensure that civil and terrorist contingencies are captured in the IRMP

- reflects effective consultation during its development and at all review stages with representatives of all sections of the community and stakeholders
- demonstrates how prevention, protection and response activities will be best used to mitigate the impact of risk on communities in a cost effective way
- provides details of how Fire and Rescue Authorities deliver their objectives and meet the needs of communities through working with partners
- has undergone an effective Equality Impact Assessment process.

Fire and Rescue Authorities should review the effectiveness of 'cross-border' integration arrangements with neighbouring authorities and set these out appropriately in their IRMPs. Such reviews may best be carried out jointly and Regional Management Boards provide a potential forum for this to be taken forward.

6. Oxfordshire Fire and Rescue Authority published its strategic IRMP in April 2008, providing the strategic direction for the next three to five years. The strategic document is subjected to annual review and updated and amended as required. The current strategic IRMP requires no amendment for the fiscal year 2009-10 and will be refreshed as a new five year strategic document for the fiscal year 2013-14.
7. The Annual Action Plan 2010-11 has identified seven projects, enabling the Service to deliver its strategy during the relevant period. The projects will be monitored through established performance management systems and reported via the Project Implementation Team to Cabinet and Scrutiny Members.
8. The approved list of proposals and supporting evidence, based on the analysis of risk, will be published and offered for appropriate internal and external consultation. The consultation process will adopt the principles advocated by central government guidance and will be proportionate to the relevant community and key stakeholders.
9. Responses to the consultation will be considered and, where appropriate, incorporated in the final version of the plan. The Fire and Rescue Authority's Action Plan 2010-11, once adopted by the Cabinet, will be published, made available and accessible to all sections of our community, and a hard copy will be made available on request.
10. The following items summarise the projects proposed for inclusion in the IRMP Action Plan for the fiscal year 2010-11.

(a) Day Crewing Review at Abingdon and Didcot Fire Stations

**Objective**

To improve the overall balance of fire cover and resilience throughout the county through supporting the Retained Duty System (RDS) with Wholetime (WT)/professional personnel on both a permanent and temporary basis through a revised duty system at Abingdon and Didcot fire stations.

The project will be lead by the Deputy Chief Fire Officer.

(b) Special Appliance Review Including Aerial Rescue Appliances and Specialist Rescue Capability

**Objective**

To review the specialist appliances within Oxfordshire Fire and Rescue Service, looking in particular to the locations and crewing; identify better working arrangements with neighbouring Fire Authorities in respect to Fire Services Act Section 13/16 agreements concerning the Integrated Risk Management Plans of neighbouring services.

The project will be lead by the Emergency Response Manager.

(c) Use of Operational Staff to Deliver our Obligations under the Fire Safety Order

**Objective**

Reducing risk within premises is an integral part of the overall community risk reduction process and to maximise this, it is proposed to utilise whole time operational personnel in undertaking fire safety visits within suitable premises to give advice on reducing risk, gather appropriate risk data, assist organisations to comply with their legislative responsibilities and act as the eyes and ears of the Fire and Rescue Service.

This is based upon advice from the Chief Fire Officers Association via circular 2009/1015.

The Project will be lead by the Fire Protection Manager.

(d) Review of Co-Responder Arrangements with South Central Ambulance Service

**Objective**

To review the current arrangements whereby fire crews at specific sites respond to life threatening emergencies such as heart attacks in order

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to increase the resilience and opportunity to expand the provision of this “co-responding” service within rural communities in Oxfordshire.

The project lead will be the Deputy Chief Fire Officer.

(e) Review Prevention and Risk Reduction

**Objective**

Prevention and risk reduction. A review of our activities and partnership working especially in relation to fire, youth diversionary work and road safety to ensure we are appropriately aligned with others in order to satisfy the approach for the Comprehensive Area Assessment process, and to achieve maximum positive outcomes for local communities.

Key areas of development will include:

- extended partnership working to further target at-risk groups
- integrated work to enhance diversity to meet community needs
- customer focussed activities and service delivery
- enhanced programmes to work with young people
- develop the Junior Citizen programme
- improved risk intelligence utilising Mosaic lifestyle and origins data
- promotion of OFRS 365 Alive 10 year vision
- supporting increased levels of educational attainment.

The project will be lead by the Risk Reduction and Partnership Manager.

(f) Operational Resilience Review

**Objective**

Through historical data and software modelling we will review the current provision of fire appliances to ensure operational resilience and value for money.

The project will be lead by the Service Delivery Manager.

(g) Local Government Standard for Equality

**Objective**

A review of organisational performance against the criteria of the Local Government Standard for Equality to ensure we maximise our opportunities to create a safer Oxfordshire.

The project will be lead by the Assistant Chief Fire Officer.

11. This year's action plan will not be printed and will be available for viewing via the internet. Printed copies can be requested through the Fire Service, and for different translations the facility has been arranged through the County Council Translation and Interpretation Service.

### **Financial and Staff Implications**

12. **Staff implications** – these will be contained within existing resources to implement these projects.
13. An overview of progress on the IRMP Action Plan 2008-09 is attached at Annex 1.

### **RECOMMENDATION**

14. **The Scrutiny Committee is RECOMMENDED to:**
  - (a) **(subject to any amendments which the Cabinet Member for Safer & Stronger Communities may consider appropriate):  
approve the proposed projects to be included in the Draft IRMP Action Plan 2010-11 for 'risk analysis' and consultation as outlined in the report;**
  - (b) **ask the Director for Community Safety and Chief Fire Officer to report the outcome of consultation, with any recommendations for amendment, to the Cabinet Member for Safer & Stronger Communities in February 2010, with a view to formal adoption of the Action Plan for implementation from April 2010.**

JOHN PARRY

Director for Community Safety & Shared Services and Chief Fire Officer

Background papers: Oxfordshire Fire Authority Integrated Risk Management Plan 2008-13, The Fire and Rescue Service National Framework 2008-11, Fire and Rescue Service Equality and Diversity Strategy 2008-2018.

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## **IRMP Action Plan 08-09 Update September 2009.**

### **ANNEX 1**

This paper provides an overview of the progress of the IRMP Action Plan for the fiscal year 2008/09. The following projects were approved by Cabinet in March 2008 and work commenced in April 2008.

Each project is assigned a lead officer who is responsible for drawing up the project milestones, the team required to complete the project, and for reporting progress to the Service Delivery Manager. This allows for the project to remain on target and within budget, and where necessary any delays are identified early to the Service Delivery Manager and reported to the Cabinet Member for Safer & Stronger Communities (formerly the Cabinet Member for Community Safety).

#### **Project 1 - Review of Water Rescue and Flood Provision**

Lead Manager Group Manager Richard Bowley.

This project was completed on time and within the allocated budget, below are the milestones that were set for this project.

- Review existing flooding policy and identify any shortfalls. July 2008
- Identify best practice nationally and regionally. July 2008
- Produce revised policy for consultation. August 2008
- Plan and prepare to implement policy, subject to approval and funding. September 2008
- Identify Service Delivery's Future needs for Water Rescue capability & Flood Provision and the associated cost October 2008

This project has resulted in a number of improvements to the Brigade's flood capability, such as the policy being reviewed and updated and the introduction of water training to operational personnel, including the introduction of additional flood provision equipment to all operational Officers and appliances.

#### **Project 2 - The review of Animal Rescue Provision**

Lead Manager was Group Manager Edward Murphy.

This project was completed on time and within the allocated budget. Below are the milestones that were set for this project.

- Determine project scope, draft terms of reference and detailed project plan. April 08
- Gather existing policy, reports and any other information concerning Animal Rescue Services within Oxfordshire. May 08
- Agree and produce search criteria for the FSEC team, so that they can produce data and information for further analysis. May 08

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- Identify public groups most likely to be involved in this area and consult. May- Sept 08
- Identify personnel within OF&RS with expertise in Animal Rescue Services and consult. June 08
- Identify and consult with external expertise in Animal Rescue Services. Sept 08
- Assess training needs for different techniques and use of equipment. To include maintenance of competency. Sept 08
- Obtain existing and conduct new risk assessments of techniques and use of equipment. Nov 08
- Collate direct and indirect costs. Dec 08
- Finalise data and information to be included. Jan 09
- Draft sections to be included. Jan 09
- Draft report. Feb 09
- Circulate draft report to team and amend. Feb 09
- Issue final report March 09.

This project has resulted in the introduction of two levels of training for personnel in dealing with animal rescues. Level two is specifically for the Rescue Tender personnel who are F&Rs specialist rescue team and need a higher level of knowledge and skills. In addition a new procedure based on a two staged approach to animal rescue has been implemented, providing improved safety for personnel and welfare consideration for trapped animals.

In addition to the above, animal rescue was linked with project 5 - Rural Agricultural Firefighting and F&R now have a means to mechanically rescue large animals if considered appropriate.

### **Project 3 - The Review of Childcare provision for Retained Duty Staff.**

Group Manager Peter Cleary was the lead Officer.

This project was delivered on time and within budget.

Below are the milestones that were set for the project.

- Review existing childcare arrangements. June 08
- Liaise and research other Brigades on their experience and best practice. Sept 08
- Review dependant support policy. Sept 08
- Produce policy on childcare arrangements for RDS personnel.
- Submit report with findings, results and conclusions to SLT. Feb 08.
- Implement policy. March 09

Following the conclusion of the project and approval from the Strategic Leadership Team, it has resulted in the Brigade's policy being reviewed/amended to include Childcare Support for retained duty staff, where and when required (subject to stringent requirements). This will help with the retention of existing personnel and new personnel, particularly those with young children and increase the number of hours that fire appliances are available for emergency incidents.

#### **Project 4 - Retained Duty System (RDS) and Crewing Availability at Fire Stations**

Lead Manager - GM Barry Stockford.

There were a number of milestones set for this project and they were all delivered on time and within budget.

- Identify existing establishment levels, & forecast anticipated leavers of all RDS stations/appliances over next 5 years.
- Identify RDS personnel competency levels/requirements to maintain availability to meet response standards. Gap analysis of requirements for stations i.e. I/C, drivers, BA wearers, competent.
- Analysis of availability of surplus RDS personnel to provide cover at other stations.
- Identify costs of employing RDS v Wholetime personnel.
- Identify numbers of personnel (& at what role) required on nucleus crewed system.
- Identify appropriate duty system.  
*Not one duty systems will suit, but a make up of a number of different systems have been identified and proven\**
- Identify numbers required to provide pool of wholetime personnel (& at what role).
- Identify appropriate duty system.
- Identify line management & designated workplace.
- Identify numbers required to provide wholetime crew as a mobile resource.
- Identify appropriate duty system.
- Identify cost of appliance & equipment.
- Identify line management & designated workplace.
- Complete and submit report with recommendations to SLT.

This project has resulted in a number of proposals being submitted to the Strategic Leadership Team to enhance fire appliance availability at Retained Duty System (RDS) stations. This includes the continued use of overtime to wholetime firefighters, use of RDS firefighters to support retained stations, nucleus crewing i.e. use of wholetime personnel deployed to retained stations on a Monday to Friday basis and a ghost pump deployed with wholetime crew to cover gaps in the county's fire cover.

As of a result of this review a further project has been proposed in the 2010/11 IRMP to release wholetime resources from two fire stations and provide a small nucleus of personnel to support RDS shortages in the county.

#### **Project 5 - The Review of Rural/Agricultural Firefighting**

Lead Manager - Group Manager Bob Swanton.

There were a number of milestones set for this project and they were all delivered on time and within budget.



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- Determine project scope, draft terms of reference and detailed project plan. April 08
- Gather existing policy, reports and any other information concerning rural fire-fighting Services within Oxfordshire. May 08
- Agree and produce search criteria for the FSEC team, so that they can produce data and information for further analysis. May 08
- Identify public groups most likely to be involved in this area and consult. Information sought will be: Type of additional equipment needed, Identify location for equipment, If appropriate, the extent to which we are needed. May – Sept 08
- Identify personnel within OF&RS with expertise in Rural fire-fighting and consult. June 08
- Identify and consult with external expertise in rural fire-fighting equipment and techniques. Sept 08
- Assess training needs for different techniques and use of equipment. To include maintenance of competency. Nov 08
- Collate direct and indirect costs. Dec 09
- Finalise data and information to be included. Jan 09
- Draft sections to be included. Feb 09
- Draft report. March 09
- Circulate draft report to team and amend. March 09
- Review final report with SDM and amend. March 09
- Present final report to SLT.

This project has led to the introduction of a 12 month pilot to enhance rural/agricultural fire fighting with a temporary agreement with a hire company who will provide the Brigade with additional equipment in the form of mechanical plant. This can assist in significantly reducing the time operational personnel spend at incidents involving agricultural premises/stores through facilitating quicker extinguishment. As stated in the Animal Rescue project 2 above, links have been formed to assist in this area of specialist rescue.

### **Project 6 - Review the Foam Strategy and Provision Across the County** Lead by Group Manager Richard Bowley.

This has resulted in a comprehensive review of existing policy/procedure, concluding with a three year foam strategy being recommended and approved by the Strategic Leadership Team. The new foam strategy includes the introduction of an environmentally friendlier foam which will not damage the environment and improvements to the strategic foam firefighting resource that has improved the application of foam, making it more effective.

### **Project 7 - The Implementation of Roles at Kidlington Fire Station.** The lead officer for this project is Area Manager Nigel Wilson.

This project has been carried over from previous IRMP Action Plan 07/08; the project is ongoing and will be completed once Kidlington Fire Station has the required staffing and skill levels need to ensure fire cover is maintained.

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All of the above projects are supported by comprehensive reports and the necessary audit trail and can be examined by the public. If that is desired, the contact is Mick Clarke who resides at OFR&S Headquarters (Kidlington) and can be contacted on 01865 852181; e-mail [mick.clarke@oxfordshire.gov.uk](mailto:mick.clarke@oxfordshire.gov.uk).

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