



Hampshire Fire and Rescue Authority

Making Hampshire Safer

INTEGRATED RISK MANAGEMENT PLAN

Prevention - Protection - Intervention

Year 1 - April 2004 to March 2005

HAMPSHIRE FIRE AND RESCUE SERVICE
INTEGRATED RISK MANAGEMENT PLANNING
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HAMPSHIRE FIRE AND RESCUE AUTHORITY

INTEGRATED RISK MANAGEMENT PLAN

STRATEGY STATEMENT

INTRODUCTION

In line with the Government's intentions, we are committed to modernising your fire and rescue service, so this Plan is all about taking a fresh look at the way we deliver our services to you. While there will be some changes in the way we operate, one thing will remain constant: our commitment to *make Hampshire safer*.

There is no better way of summarising the basis of our approach than to use the old adage: "*Prevention is better than cure*". We are determined to develop a Plan and series of joined-up actions that will reduce the number of fires and other emergency incidents happening in the first place.

When incidents do occur, our aim is to reduce loss of life and injuries as well as the commercial, economic and social impact of them. We will also do all we can to protect our built and natural environment and heritage. In all that we do, we aim to provide better value for money and a more efficient county-wide service.

This is quite a change in how we previously worked - so it's a tall order. It will require us to continually review the way we use and manage resources: our personnel, vehicles and equipment, property and funds. Some of the actions we want to take will require initial investment to make longer-term improvements and efficiency savings. We will make better use of management information to ensure that our resources are targeted where risks are high and need is greatest. Above all, this Plan seeks to improve the way we integrate and deliver our core activities of prevention, protection and intervention.

PREVENTION

Over recent years we have increased the range and scale of fire safety training and awareness activity. In particular, we have established an excellent reputation for the work we undertake in schools and with the business community. We intend to make greater investment in this proactive work, but in a much more informed and focussed way.

We will continually review data and information we gather from our own protection and intervention activities alongside that available from a variety of other agencies and sources. This will enable us to assess the effectiveness of current initiatives and help to determine where and when we need to target our resources and develop new campaigns.

PROTECTION

The Government will be making significant changes in fire safety legislation through the enactment of Regulatory Reform Fire Safety Order. With an increased emphasis on the self-assessment of risk, building owners and occupiers will become more responsible and accountable for ensuring appropriate fire safety protection measures are in place. It will mean that we will be able to concentrate our resources on inspecting and auditing those premises we consider being particularly high risk with the overriding intention of reducing that risk.

We will continue to offer professional advice on fire safety protection measures; but, where we identify cases of obvious non-compliance, we will be quick to take appropriate enforcement action.

INTERVENTION

On average, we deal with 23,500 incidents each year. We are very quick to respond – attending about 80% of them within 8 minutes of receiving the call. We want to maintain this excellent performance and intend to use this as our primary target in reviewing the way we deploy and manage our resources.

Thankfully, many of the ‘incidents’ we attend are not real emergencies. Some 27% of our current operational activity is generated by automatic fire detection systems, but 96% of these calls turn out to be false. These false calls have the same impact on our resources as malicious calls. This is unacceptable and we intend to take measures to both reduce their occurrence and – through careful risk assessment – tailor our attendance to them.

We will continually review and rigorously assess the increasingly wide range and diversity of risks with which we are expected to deal. We will determine the most effective and efficient ways of responding so those considered ‘real emergencies’ receive priority.

CONSULTATION

The full Plan includes more detailed ‘Year 1 Action Plans’ for each of the three areas of activity together with other key documents and links to our main Corporate Plan. Also included is a detailed strategy setting out how we will consult widely with all our stakeholders on the approach we are taking and on the proposed first year actions. We will listen very carefully to what you have to say and try to reflect different stakeholders’ views in the subsequent development of the Plan.

cehO/I/StrategyStatement
3 September 2003

INTEGRATED RISK MANAGEMENT PLAN

MARKETING STRATEGY

INTRODUCTION

Effective communications and marketing are essential if HFRS is to maintain and enhance its position regionally and nationally, strengthen its external relationships and improve the culture of the organisation.

PURPOSE

The successful implementation of a strategy will mean:

- A more distinctive and consistent identity within the UK Fire Industry.
- A higher positive profile.
- An enhanced image and reputation.
- Stronger links with key stakeholders.
- Better internal and external communications.
- Improved morale.

It will also serve to underpin the HFRAs major priority which is the successful implementation of a modernisation agenda, including the IRMP and widening HFRS's participation in the community.

RECOMMENDATION

HFRS see the guidance of an external "Marketing Strategist" to assist HFRS develop a marketing strategy to communicate the aims and objectives of HFRS.

cehO/I/MarketingStrategy
26 September 2003

INTEGRATED RISK MANAGEMENT PLANNING (IRMP)

CONSULTATION STRATEGY

1 BUSINESS CASE

- 1.1 ‘Fire authorities have a statutory duty to consult the public in respect of the Best Value requirements embodied in the 1999 Local Government Act. Section 3 of this Act requires fire authorities to consult council tax and business ratepayers, service users and others with an interest, to help decide how to fulfil the duty of securing continuous improvement.’¹
- 1.2 ‘Section 19 (4) of the Fire Services Act, as amended by section 7 (1) of the Fire Services Act 1959, currently includes a requirement to obtain prior approval from the Secretary of State for closure of a fire station as well as any reduction in appliances and crews.’² For approval to be given, we have to be able to demonstrate that adequate consultation has been undertaken and the responses considered.
- 1.3 This Consultation Strategy will examine all areas within which the Service operates in order to determine levels of service provided, areas of risk and financial efficiency.
- 1.4 The purpose of the consultation outlined in this document is to allow the Service to make a number of assumptions and decisions in order to implement new measures towards improvement in these areas.
- 1.5 Drawing on the widest possible range of data and views available will enable the Service to make informed decisions, requisite in providing the best possible response, and fulfilling the needs of the community which it serves.
- 1.6 Failure to carry out consultation with the community and other interested parties would result in the Service failing to fulfil its legal requirement. Additionally, the lack of information may lead to a service, which does not reflect the needs of the community, and it is therefore likely that the perception of the service users would fall. For this reason, it is essential that the Service adopts a flexible and consistent consultation strategy in order to satisfy its obligations.

2 AREAS FOR CONSULTATION

The Office of the Deputy Prime Minister (ODPM) provides guidance on the three principle areas on which we should consult our stakeholders.

These areas are:

- The draft IRMP and Initial Action Plan
- The Annual Action Plans
- Changes in intervention standards and/or resources not included in our Annual Action Plan.

¹ ODPM - IRMP Guidance note 2 final version, 2.1

² ODPM - IRMP Guidance note 2 final version, 3.3

3 METHODOLOGIES

3.1 The service currently has a contractual arrangement with Opinion Research Services (ORS) Swansea, for the provision of its consultative requirements. Their advice has been sought in the preparation of this strategy document and their recommendations included.

3.2 The Service will employ both quantitative and qualitative research methods in order to fully understand the opinions and requirements of the communities it serves.

3.3 Quantitative Research

3.3.1 Quantitative research involves sample or census surveys to provide numerical measurement of the distribution of opinion in the target populations – using self-completion questionnaires, telephone interviews or personal interviews.

3.3.2 This year, the quantitative research for IRMP will comprise of the Best Value Performance Indicator – Community fire Safety (BVPI-CFS) survey, which will be distributed to at least 4,000 randomly selected households, representative of all sections of the community. The BVPI-CFS survey is a wide-ranging questionnaire, which endeavours to encapsulate the opinions of the community on all areas of the Service.

3.3.3 The Service will concentrate on the following:

- Performance of the fire authority
- Awareness of the range of services
- Value for money and costs
- Requirements for information and advice
- Fire dangers and safety precautions
- Personal and household profiles

3.3.4 Currently Hampshire Fire and Rescue Service measures its performance against 28 nationally set Best Value Performance Indicators (BVPIs) and 26 locally set indicators. No central guidance on any new indicators has been issued, but Hampshire Fire and Rescue Service plans to introduce 7 performance indicators (of which three are existing indicators.) Pending guidance from ODPM, we shall continue to utilise all the above indicators as part of our performance management strategy.

The newly introduced indicators (PIs) are:

- 1) Speed of response to all emergency incidents
- 2) Expenditure per head of population on the provision of fire and rescue services (as per BVPI 150)
- 3a) Total incidents per 10,000 population
- 3b) Comparison of all incidents per 10,000 population
Incorporates BVPI 146 Total number of calls to malicious false alarms per 1,000 population (shown per 10,000 population), and
BVPI 149 False alarms caused by automatic fire detection apparatus per 1,000 population (shown per 10,000 population)

- 4) Number of deaths arising from accidental fires in dwellings per 100,000 population (as per BVPI 143i)
- 5) Number of people injured in accidental fires in dwellings per 100,000 population (as per BVPI 143ii)
- 6) Number of deaths arising from all incidents other than accidental fires in dwellings per 100,000 population
- 7) Number of injuries arising from all incidents other than accidental fires in dwellings per 100,000 population

3.4 Qualitative Research

- 3.4.1 Qualitative research is used to explore and understand people's assumptions, opinions, standards, expectations and attitudes using in-depth conversations in focus groups or comparable forums.
- 3.4.2 This year the qualitative research will be implemented through the following means:
 - Stakeholder Forums
 - Facilitated meetings where representatives of the community can deliberate on a flexible, task-based agenda. These will consist of:
 - Statutory partners and stakeholders
 - Voluntary sector stakeholders, including hard to reach groups:
 - Ethnic minorities
 - Disabled
 - Elderly
 - Business community (Business Breakfast)
 - Focus Groups
 - Conversational forums where members of the community, and HFRS employees, can discuss their views in depth.
 - In addition to programmed Representative Body consultative meetings, it is planned to invite the Representative Bodies to participate in a dedicated Focus Group.
- 3.4.3 The Service will examine the link between fires and other emergency incidents with socio-economic variables. This data will be drawn upon to identify those specific groups most at risk, with the intention that resources are focused and targeted, to reduce the incidence of fire and other emergency incidents and their impact on our communities.
- 3.4.4 The draft IRMP document produced using the current/historical data available will be consulted upon by other agencies and interested parties. This will allow the Service and other agencies to gauge what is required and what can be achieved from a successful inter agency working partnership.
- 3.4.5 Discussion will also take place to determine the resource requirement for the Service area, what resources should be redeployed, and why, how and when this will take place.

3.4.6 Details of proposed target groups and proposed method of consultation can be found in the Appendix.

4 TIMESCALE FOR CONSULTATION

4.1 The first two guidance notes on Fire Authority Integrated Risk Management Plans (IRMPs) were issued for consultation on the 3 April 2003. The consultation ended on the 30 May 2003.

4.2 Alteration made to the guidance as a result of the representations included:

- Extension of the completion date for draft plans by one month to the end of October 2003.
- Extension of timescales to consult communities and finalise plans by two months to the end of March 2004.

4.3 The latter point in particular, was picked up in the IRMP Guidance Note 1, final version. This states 'Cabinet Office guidelines and good practice suggest a minimum period of twelve weeks should be allowed for written consultation, which is therefore likely to be completed before the end of February 2004.'³

August 2003	Performance Review Team to plan community, staff and HMFSI consultation and prepare suitable agenda
October 2003	Commence consultation ³ with community, staff and HMFSI.
December 2003	Completed consultation ³ with community, staff and HMFSI and report prepared for IRMP steering group.

5 RESOURCES

5.1 Time

5.1.1 This paper has been researched and produced by the HFRS Performance Review Team. It is envisaged that implementation of the recommended strategy will involve team members to a significant extent. Current estimates suggest that this is likely to involve 3 personnel for 2-3 months for a considerable part of their working day.

5.1.2 Implementation of a consultation strategy in future years may need additional/ dedicated resourcing.

5.2 Finance

Costs associated with this period of consultation are estimated to be in the region of £25,000.

³ ODPM – IRMP Guidance note 1 final version, 2.6

6 RECOMMENDATIONS

- 6.1 The attached scale and methodology of consultation (as outlined in the Appendix), be adopted as the framework for IRMP consultation.
- 6.2 All consultation results should be considered fully before proposals for year 1 of IRMP are implemented.
- 6.3 A revised timescale for consultation to take account of the new IRMP Guidance Note (see paragraph 4.3 above) be adopted as detailed in the Appendix.
- 6.4 In order to produce the best results from the consultation process, the Service employs the technical and analytical skills of ORS (Opinion Research Services Ltd)
- 6.5 The consultation process (including results and findings) should be open and transparent and be made available to all interested parties via our website.

A R House
Project Executive

Appendix

<i>Who is Being Consulted</i>	<i>Method of Consultation</i>	<i>Timescale (2003/2004)</i>
All stakeholders	Draft plan on HFRS website – invitation to comment	1 Oct – 31 Dec
The general public, council tax payers, households, etc	ORS – National Public Opinion Survey (NPOS) 2003 (min 1100 responses)* Electronic (web-site) version of NPOS* After the fire survey form* Focus Groups (x5) Basingstoke, Portsmouth, Rushmoor, Southampton, Winchester* Advert in popular press Draft plan deposited in libraries	1 Sept – 30 Nov Online 1 Sept Ongoing Oct/Nov Oct/Nov 1 Oct – 31 Dec
Community organisations, including specific community groups, such as ethnic minority and other often excluded groups.	Copy of draft plan requesting comments (strategy to include follow-up letter after 6 weeks) Involvement of Equal Opportunities Officer Stakeholder forum – community groups* Advert in popular/specialist press	1 Oct – 31 Dec Oct/Nov Oct/Nov
Public representatives, e.g. Members of Parliament	Copy of draft plan requesting comments to all MPs (strategy to include follow-up letter after 6 weeks)	1 Oct – 31 Dec
Business organisations	Copy of draft plan to Chambers of Commerce (strategy to include follow-up letter after 6 weeks) Stakeholder forum/Business breakfast (20-25 persons)*	1 Oct – 31 Dec Oct/Nov
Local authorities, public agencies and other emergency services	Copy of draft plan requesting comments Consultation meeting with emergency services	1 Oct – 31 Dec Nov/Dec
Employees (uniformed and non-uniformed) and their representatives	Representative Bodies – dedicated focus group 'Red letter' day meetings (reminders to Trade Unions) Copy of draft plan requesting comments (strategy to include follow-up letter after 6 weeks) Employees – focus groups	Oct/Nov As requested 1 Oct – 31 Dec Oct/Nov
ODPM/ HM Fire Service Inspectorate	Copy of draft plan requesting comments (strategy to include follow-up letter after 6 weeks)	1 Oct – 31 Dec
Any other interested parties/school children	Appropriate consultation methodology as required Focus groups (Key Stages 2 (Yr 6) and 3)	 Nov
All	Regular updates on IRMP progress and initiatives to be placed on HFRS website.	Ongoing

cehO/I/ConsultationStrategy
26 September 2003

* Opinion Research Services (ORS) to conduct

HAMPSHIRE FIRE AND RESCUE SERVICE

INTEGRATED RISK MANAGEMENT PLAN

RISK MANAGEMENT STRATEGY

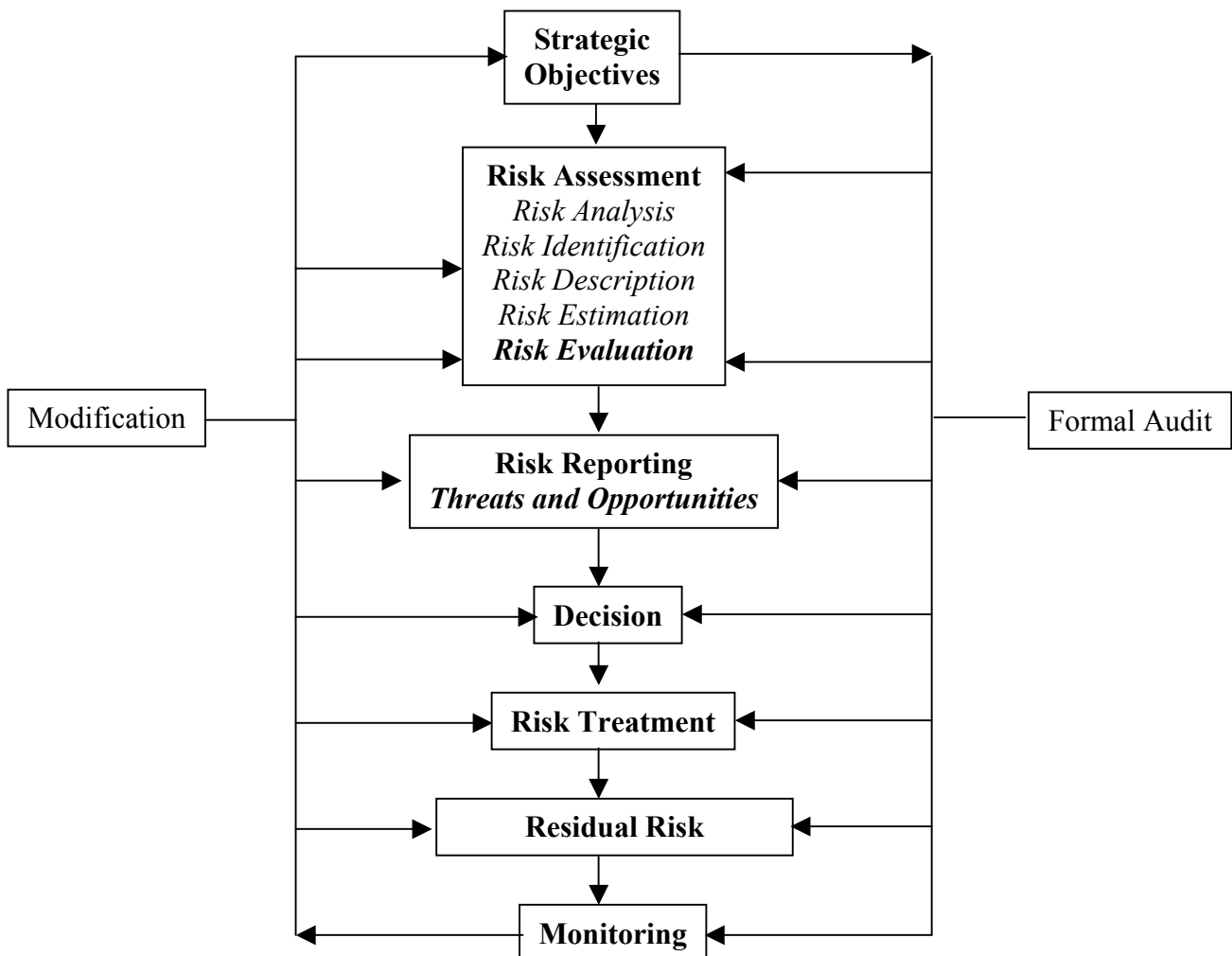
INTRODUCTION

Risk management protects and adds value to the organisation and its stakeholders through supporting the organisations objectives by:

- Providing a framework for an organisation that enables future activity to take place in a consistent and controlled manner.
- Improving decision making, planning and prioritisation by comprehensive and structured understanding of business activity, volatility and project opportunity/threat.
- Contributing to more efficient use /allocation of capital resources within the organisation.
- Reducing volatility in the non essential areas of business.
- Protecting and enhancing assets and company image.
- Developing and supporting people and the organisation's knowledge base.
- Optimising operational efficiency.

THE RISK MANAGEMENT PROCESS

The Institute of Risk Management recommends the model detailed below.



This process must form an integral part of HFRS's risk management strategy.

RISK ANALYSIS

There are 5 key areas that HFRS will need to address in respect to identifying risk.

- Strategic - This is in relation to the long term objectives of the organisation.
- Operational - This is in relation to the day-to-day issues that confront the organisation in delivering the strategic objectives.
- Financial - This is in relation to effective management of the budget.
- Knowledge management- This relates to the effective management of all the knowledge resources.
- Compliance - This is in relation to legislative controls.

This process must be carried out by person/s with an sufficient knowledge of the organisation in relation to the key areas.

Once a risk under one of the 5 key areas has been identified it must be 'Described'. The guidance for 'Risk Description' requires the following structure:

1 - Name of Risk	
2 - Scope of Risk	Qualitative description of the events, their size, type, number and dependencies.
3 - Nature of Risk	Strategic, Operational, etc.
4 - Stakeholders	Stakeholders and their expectations.
5 - Quantify Risk	Significance and probability.
6 - Risk Tolerance	Loss potential and financial impact. Value at risk. Probability and size of loss/gain. Objectives for control of risk.
7 - Risk Treatment	Primary means by which risk is managed.
8 - Potential Action for Improvement	Recommendations to reduce risk.
9 - Strategy and Policy Developments	Identifying who is responsible (ownership.)

RISK ESTIMATION

There are a number of models that could be used for estimating risk. Many organisations use a model based on assessing Consequence and Probability in terms of High, Medium and Low. If this model is adopted for use within HFRS then the risk parameters for the organisation need to be determined:

CONSEQUENCE

High	Financial loss in excess of £x Significant impact on Strategy or Operational activity Significant Stakeholder concern
Medium	Financial impact between £x and £y Moderate impact on Strategy or Operational activity Moderate Stakeholder concern
Low	Financial Impact less than £x Low impact on Strategy or Operational activity Low stakeholder concern

PROBABILITY

<i>Estimation</i>	<i>Description</i>	<i>Indicators</i>
High	Likely to occur each year or more than 25% chance of occurrence.	Potential for it to occur within a time period, ie, 10 years. Has occurred recently.
Medium	Likely to occur in 10 year period or less than 25% chance of occurrence.	Could occur more than once in time period. Could be difficult to control.
Low	Not likely to occur in a 10 year period or less than 2% chance of occurrence.	Has not or unlikely to occur.

RECOMMENDATION

The IRMP Project Management Team recommend that the “Risk Management Strategy” that is outlined above is adopted by the HFRA for the management of risk in HFRA’s Corporate Plan and IRMP.

ACKNOWLEDGEMENTS

“A Risk Management Standard” The Institute of Risk Management.

cehO/I/RiskManagement
26 September 2003

CORPORATE PLAN

ANALYSIS OF THE EXTERNAL ENVIRONMENT

SWOT ANALYSIS

The Authority regularly assesses and reviews its **S**trengths, **W**eaknesses, **O**pportunities and **T**hreats. The table below summarises these together with some of the actions that will be taken to address them.

Generally, this analysis focuses on the way the Service is managed. Reference is made, where appropriate, to our Corporate Aims that also help to address particular issues. The last significant review was carried out in July/August 2003 with particular emphasis on the implications for the Authority's new Integrated Risk Management Plan (IRMP)

	SWOT factors	Response - emerging issues and key areas for action
	STRENGTHS	
SW1	Public opinion surveys of local government services consistently show high levels of satisfaction with the fire and rescue service. We seem able to 'engage' the public in our activities.	<ul style="list-style-type: none">▪ We need to maintain and exploit this enviable position.▪ We could do more to publicise the many expressions of appreciation we receive; doing so may help to further motivate our personnel.▪ Corporate Aim 2 recognises the need to establish high levels of customer satisfaction in our dealings with the commercial/business community.▪ Corporate Aim 5 underlines the intention to improve the practical and theoretical training facilities for both internal and external customers. We have a good 'brand name' – which we can exploit.▪ We will be able to assess from the results of public satisfaction survey? that will be carried out in the Autumn of 2003 whether the industrial action taken during 2002/03 has had any detrimental impact on the Service's reputation.▪ Fire Station Open Days are always very popular – and we use these as golden opportunities to promote fire safety awareness. Under our IRMP we recognise that we can promote other personal safety messages (i.e. not only fire safety) in partnership with other agencies.
SW2	The Service has a 'can-do' culture and always responds positively to any challenges it faces in its core service delivery roles.	<ul style="list-style-type: none">▪ The public and other stakeholders expect us to be available to help in all sorts of emergency situations.▪ Increasingly, our business is not just about putting out fires, but about the general safety of the community from fire and other hazards. At last, this fact is recognised in the title and content of Government's White Paper (published June 2003) which refers to "our fire and rescue service".

		<ul style="list-style-type: none"> ▪ We need to continue to lobby Government to ensure that future funding formulae take our (now formally recognised) diverse role.
<p>SW3</p>	<p>Our personnel are very proud to work for the fire and rescue service. There is a strong sense of camaraderie. We take very seriously the welfare of our employees. Staff turnover is generally very low.</p>	<ul style="list-style-type: none"> ▪ We consider that we are generally a caring and fair employer. ▪ We have recently strengthened our occupational health and welfare service. ▪ We are committed to a ‘workplace partnership’ to ensure that there is a sound process for consultation and negotiation with representative bodies at local level. ▪ Corporate Aim 6 sets out our intentions to reduce the number of working days lost through work-related injuries by maintaining already high standards of health, safety and welfare. ▪ Corporate Aim 7 seeks to improve the performance, contribution and effectiveness of all our staff. ▪ Corporate Aim 8 demonstrates our commitment to improving diversity and equality in the workplace. ▪ The Service will be going through a significant period of change as it seeks to modernise. Effective ‘change management’ processes need to be established to help ensure that staff morale does not suffer unduly and our workforce feel part of the change. ▪ Effective internal communication and consultation with staff will be essential – especially during this period of major change to working practices and expectations.

<p>SW4</p>	<p>Our speed of response to all emergency incidents is impressive - especially when compared to the performance of other emergency services.</p>	<ul style="list-style-type: none"> ▪ Public focus groups have confirmed what we already knew – that generally the public is more concerned about our speed of response to incidents than anything else we do. ▪ A central plank in our Integrated Risk Management Plan will be the aim (reinforced by appropriate targets and performance indicators) to ensure that we maintain and, ideally, improve on this already strong position. <u>We want to be able to respond to at least 80% of all incidents within eight minutes.</u> ▪ Public perceptions on ‘acceptable speed of response’ will be further assessed in the major Public (satisfaction) Survey carried out by Opinion Research Services (Autumn 2003) and through a range of further focus group meetings with a wide range of stakeholders.
<p>SW5</p>	<p>Our practical resources for dealing with incidents (vehicles, operational equipment and personal protection for firefighters) are generally very good. The resources are mobile – with specialist vehicles/equipment strategically located to ensure that we can achieve excellent speed of response to incidents throughout Hampshire.</p>	<ul style="list-style-type: none"> ▪ The investment by the Authority in our vehicle replacement programme since 1997 has meant that we have significantly reduced the average age of front-line vehicle fleet to?? years. We now need to find a funding methodology to sustain this programme in a more cost-effective way. The current operational leasing of vehicles is not considered to offer best value. ▪ Firefighting technology is continually being developed to improve safety – the Authority is mindful of the need to continue its investment in this important area. ▪ Our IRMP will underline the need to continue to maintain modern levels of equipment to deal with the increasingly wide range of emergency incidents; and to collaborate with neighbouring fire authorities; emergency services and other agencies (e.g. the Environment Agency) to ensure ready access to resources.
<p>SW6</p>	<p>The fire and rescue service has a strong ‘training culture’ and the recently introduced Integrated Personal Development System (IPDS) will further support and facilitate this.</p>	<ul style="list-style-type: none"> ▪ The implementation of IPDS will be critical to achieving modernisation in the fire and rescue service. It will provide a highly structured approach for ensuring that our staff – both uniformed and non-uniformed – are adequately trained and competent to perform their current and prospective roles.
<p>SW7</p>	<p>We are generally very good in partnership working.</p>	<ul style="list-style-type: none"> ▪ We rarely take a passive (back seat) role when we commit to partnership working. ▪ Our ‘action-centred’ ‘can do?’ culture means that we tend to pursue practical outcomes and results from our alliances (e.g. provide a few good examples) ▪ Our ‘prevention’ strategies and activities under our IRMP are likely to demand increasing use of partnership working.

		Pooling/sharing ideas and resources with other partners will enhance our capability and capacity to make a greater impact on reducing emergencies/accidents.
SW8	There are excellent working relationships between the officers and elected members of the Authority.	<ul style="list-style-type: none"> ▪ Elected members are actively involved in major projects – (e.g. Best Value Reviews; Asset Management Panel; IRMP Corporate Management Team)

	SWOT factors	Response - emerging issues and key areas for action
	WEAKNESSES	
SW9	Our ‘can-do’ culture sometimes has the result of stretching our resources too far – and occasionally putting unreasonable pressure on our staff.	<ul style="list-style-type: none"> ▪ We must be sensitive to the heavy workloads some of our staff are carrying. ▪ The Authority has responded positively to requests to fund increased staffing levels in some areas. ▪ We might occasionally need to say ‘no’ in response to external demands that are not considered immediately critical to our core business and corporate aims. ▪ Corporate Aim 7 recognises that we need to offer sound advice, support and guidance on employment matters to our staff.
SW10	We need to further develop our systems of performance review and monitoring so that we can more readily demonstrate both success and areas needing improvement; and also satisfy the particular demands of our external auditors and inspectors.	<ul style="list-style-type: none"> ▪ We acknowledge that robust systems of performance management are critical to developing sound business cases for resources to support and develop initiatives aimed at continuous improvement. ▪ IRPM provides the opportunity to review the usefulness of existing performance indicators and to develop new ones that will provide benchmarks against which future service delivery can be assessed. ▪ The Performance Review Unit has recently being strengthened. ▪ Corporate Aim 9 specifically addresses this important issue emphasising the need for the Authority to fully embrace the concept of best value and schemes of quality accreditation.

<p>SW11</p>	<p>Despite presenting soundly based and fully risk-assessed operational grounds to vary the existing provision of fire cover, we sometimes fail to convince local communities and their representatives to support proposals for change.</p>	<ul style="list-style-type: none"> ▪ Experience has demonstrated that the public will invariably not support proposals for rationalising fire cover that involves the closure of existing fire stations or relocation of resources – even when it can be demonstrated that the majority of residents in an area will not suffer a diminution of fire cover protection. ▪ IRMP is the primary vehicle for ‘modernising’ the fire and rescue service. Although HFRA has a good track record of progressively reviewing fire cover throughout the county (see Corporate Aim 4), our IRMP will take a different and wider perspective at achieving effective and efficient delivery of our services. ▪ Our consultation strategy has been reviewed and strengthened in response to IRMP such that the principles and rationale for reviewing the provision of emergency response (intervention) can be presented to a wider range of stakeholders both during the a review process as well as it its conclusion. The aim will be to encourage greater public participation.
<p>SW12</p>	<p>False alarms, however caused, divert valuable resources away from areas of real need. In terms of impact on our resources, they have the same effect as malicious calls.</p>	<ul style="list-style-type: none"> ▪ Despite being amongst the 'best performers' in keeping these to a minimum, numbers of such calls is on the increase due in part to the proliferation of alarm systems being installed in the home and industry. ▪ Corporate Aim 3 shows our longstanding concern in this area and refers to the Technical Fire Safety functional plan on the initiatives to be implemented. ▪ Our IRMP will include a more radical approach to dealing with these incidents in the future.
<p>SW13</p>	<p>Some of our fire stations (as bases for our firefighting and rescue vehicles and equipment) are not in ideal locations and some of the buildings have major repair and maintenance needs.</p>	<ul style="list-style-type: none"> ▪ The continuous review of cover (strengthened by the IRPM process) will identify where relocation of resources is considered necessary. ▪ Our rolling review (condition survey) of, and programme for, the repair and maintenance of our built estate demonstrates that additional funding/investment will need to be considered. The Government’s new ‘prudential’ system of borrowing for capital projects may provide greater flexibility and opportunities to address this major issue.

SW14	<p>We have an underlying culture in the fire and rescue service that focuses heavily on ‘intervention’ rather than ‘prevention’.</p>	<ul style="list-style-type: none"> ▪ IRMP (and the whole modernisation agenda) seeks to change this traditional focus and give due weight to the opportunities that fire and rescue authorities have to establish innovative plans for action that will reduce the number of emergency incidents.
SW15	<p>We have a culture that is, perhaps understandably by the very nature of our business, ‘risk adverse’. We are perceived to be particularly resistant to change.</p>	<ul style="list-style-type: none"> ▪ If the fire and rescue service is to modernise, we will need, on occasion, to take some calculated risks where the successful outcome of decisions is more likely to improve our overall effectiveness and efficiency in delivering services that will make Hampshire safer. ▪ IRMP underlines the need to take a different approach in the way we take decisions and manage services for the future. A prime example is the opportunity to take a different approach on the way we respond to false (unwanted) alarm calls from automatic detection systems. ▪ These decisions will not always be in front-line delivery, but in background/support activities leading to improvements in our targeting of resources. ▪ We will need to follow a sound change management process that includes extensive consultation with all relevant stakeholders – particularly our own staff.
SW16	<p>In common with most public sector organisations, we do not always get the media coverage we feel we deserve.</p>	<ul style="list-style-type: none"> ▪ It will be essential – especially as we implement IRMP – to get more positive and factually accurate news coverage of any proposed changes. ▪ We need to fully exploit the power of the media to raise public awareness and interest in fire safety and other accident prevention measures.

SW17	Our resources are not always targeted where they are most needed.	<ul style="list-style-type: none"> ▪ IRMP directly address this issue. Some of the outcomes and proposals that emerge may well involve us taking radically different approaches to achieving our Corporate Aims and targets. ▪ We may need to take a number of ‘pump-priming’ and ‘invest-to-save’ decisions to achieve greater cost-effectiveness in the deployment of our resources.
SW18	We struggle to attract, recruit and retain sufficient numbers of retained personnel in some communities (this also poses a significant threat to delivering an effective response).	<ul style="list-style-type: none"> ▪ We need to invest even greater energy and resources into making the role of retained firefighter (rescue worker) more attractive. ▪ We need to continue to lobby the Government to co-ordinate and engage in major recruitment campaigns and to use media opportunities that are beyond the scope (in financial terms) of individual fire and rescue authorities.
SW19	We are currently unable to identify ‘at risk’ groups within Hampshire.	<ul style="list-style-type: none"> ▪ Success of an IRMP relies on the co-ordinated targeting of prevention, protection and intervention resources to drive down risk. It is essential HFRS has the ability to gather, manage and access data which identifies risks within Hampshire.

	SWOT factors	Response - emerging issues and key areas for action
	OPPORTUNITIES	
SW20	The White Paper ‘Our Fire and Rescue Service’ sets out the Government’s vision for the modernisation and improvement of the Service. It provides the basis and catalyst for significant change in the way the service is delivered.	<ul style="list-style-type: none"> ▪ There will be a range of opportunities for changes to current practices and standards of delivery. Central to the modernisation agenda is the requirement for each fire authority to produce its own Integrated Risk Management Plan (IRMP). We view the process positively and regard it as a vehicle for setting new standards of service delivery in which we will be able to target and deploy our resources more effectively and efficiently. ▪ The White Paper also sets out expectations for collaboration between fire authorities – particularly at the regional level. This could lead to significant economies of scale in the management and delivery of a wide range of front-line and support services. ▪ It will provide significant scope for innovation in the way services are delivered and supported.

SW21	<p>The anticipated Regulatory Reform Order (RRO) will simplify, rationalise and consolidate existing fire safety legislation. It will provide for a risk based approach to general fire safety allowing more efficient, effective enforcement by the fire service and other enforcing authorities.</p>	<ul style="list-style-type: none"> ▪ This important piece of legislation is long overdue. It fits well with IRMP and (amongst other things) it will provide a new statutory duty on fire authorities to promote community fire safety. This aspect is particularly welcome and - with our established community fire safety teams - we are well placed to make an immediate and positive response.
SW22	<p>The proposed introduction of ‘precepting’ status for combined fire authorities (i.e. the ability to raise Council Tax) will make us more visibly and directly accountable to the public we serve.</p>	<ul style="list-style-type: none"> ▪ The need to issue a Council Tax leaflet will provide an opportunity to communicate and consult with the public. We will be able to explain how the Authority provides good value for money. The leaflet can also be used to deliver key safety messages and proposals for change emerging from the IRMP process. ▪ Precepting status will mean that the Authority will have demonstrably greater financial independence than under the current system of ‘levying’ its budget from the three constituent authorities. With it will come the power (and responsibility) to hold reserves and balances and potential greater flexibility in medium- and longer-term financial planning.
SW23	<p>The role of the fire and rescue service within wider the civil protection agenda is recognised in the White Paper and further supported by the recently published Civil Contingencies Bill.</p>	<ul style="list-style-type: none"> ▪ The fire and rescue service has been given responsibility to provide a national mass decontamination capability. We have already made a positive response to this new responsibility and, as a result, will be allocated four specialist vehicles and specific funding to accommodate them. ▪ We are in a strong position to take a leading role in developing the role – particularly in relation to the provision of specialist training on behalf of other fire authorities. ▪ Taking this proactive approach is likely to ensure that the Authority is in a strong position to benefit from any associated and specific funding streams.
SW24	<p>We need to be increasing alert to alternative sources of funding both existing and new projects/initiatives.</p>	<ul style="list-style-type: none"> ▪ We recognise that we may occasionally miss specific funding initiatives when it is not immediately obvious that the fire service can play a part in their development (e.g. various European Union funds). As a result we have engaged the Hampshire County Council’s Economic Development Unit and the services of the County Council’s office in Brussels to alert us to potential opportunities.

<p>SW25</p>	<p>We should continually seek and exploit ‘partnership-working’ and collaboration to both promote and develop community fire safety and other preventative initiatives.</p>	<ul style="list-style-type: none"> ▪ The Government remains keen to encourage public authorities to carry out cross-cutting reviews of services, and to encourage partnership working between local authorities through the specific funding of projects. ▪ We have had some recent successes, but recognise that more could be done -particularly in contributing to wider community safety/accident prevention programmes of work. ▪ The Authority has now become a full member of the Hampshire and Isle of Wight Local Authorities Association. – and this will provide excellent opportunity to promote and participate new initiatives. ▪ Corporate Aim 1 sets out our overarching aim to promote greater understanding of, and responsible attitudes to, community safety. ▪ We have begun to restructure the organisation and management structure and boundaries of the Service (the Group Command concept) so that we will be better able to respond positively to opportunities for closer partnership working with unitary/district councils as well as tailoring our service to meet the particular local risk.
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	<p>SWOT factors</p>	<p>Response - emerging issues and key areas for action</p>
	<p>THREATS</p>	
<p>SW26</p>	<p>Given the unprecedented scale of change facing the fire and rescue service, the threat of further industrial action cannot be ruled out.</p>	<ul style="list-style-type: none"> ▪ Experience gained from managing the service during the recent dispute and associated periods of industrial action showed the need for, and benefit of, having robust business continuity plans. ▪ The forthcoming public satisfaction survey may give an indication of whether there has been a loss of public esteem and confidence in the wake of the pay dispute. ▪ If there is a perceptible reduction public satisfaction, we will make every effort to restore our former enviable position relative to other public services. Good media relations and effective communication with all our stakeholders (including our own staff) will be essential to achieving this.

SW27	<p>‘Political’ resistance to change by Members of the Authority may frustrate the implementation of some aspects of modernisation particularly where they are perceived to have a detrimental impact in local communities.</p>	<ul style="list-style-type: none"> ▪ Individual Members or groups may find themselves in the difficult situation of having to represent the opinions of the electorate when the Authority proposes what are perceived as ‘unpopular’ changes. This ‘tension’ can lead to the Authority being unable to command the necessary support it needs when final decisions on proposals for change are to be made. ▪ In a democratic decision-making process such situations are bound to arise from time to time. There can be no guarantees about outcomes when dealing with sensitive issues - such as the future provision of fire and rescue services in local communities. However, improving methods of public (and other stakeholder) consultation and involvement in review processes will certainly help to ensure that communities are better informed about the ‘business case’ for changes.
SW28	<p>Conflicting legislation and guidance can create frustration. Conversely, the lack of prescriptive advice in some areas can cause confusion and different practices being pursued by fire and rescue authorities.</p>	<ul style="list-style-type: none"> ▪ Sometimes we find that different pieces of legislation (and formal guidance) conflict with each other. This can stifle innovation and risk-taking. For example, the Working Time Directive (not designed with retained firefighters in mind) can frustrate our attempts to improve flexibility in the way we recruit and manage our personnel. ▪ There is a danger that, by allowing fire and rescue authorities wide discretion to set their own policies and standards under IRMP, the public may become confused as what to expect in terms of service delivery in their local community. Unhelpful and inconsistent league-tables may result.
SW29	<p>The requirement to replace the Service’s main radio communication scheme will require a considerable investment in resources to develop a detailed specification of future needs, an implementation plan, and fund the necessary new equipment.</p>	<ul style="list-style-type: none"> ▪ Although it has now been determined that the new radio scheme will be procured nationally on behalf of fire authorities, the detailed arrangements for the funding of changes to brigades’ command, control and communications systems – and the provision of new communications systems are not yet known. ▪ We will continue to play an active part in lobbying for reasonable levels of specific funding for the project. ▪ The White Paper contains an expectation for regionally based Control Rooms. This could further complicate the specification and procurement for authorities’ radio replacement schemes. A detailed analysis of the potential implications of regional control rooms on the project needs to be undertaken by the ODPM to ensure that the new radio scheme is flexible and adaptable to cope with such an eventuality.

SW30	<p>Our built-estate (particularly fire stations) is in need of considerable investment, but there is little prospect of funding all the necessary works (identified as essential) in the short, medium and long-term.</p>	<ul style="list-style-type: none"> ▪ The Authority's property advisers have prepared an up to date and detailed Condition Survey. This provides estimated costs of works that will be summarised in reports to the Authority so that the needs can be taken into account in preparing the future capital and revenue budgets. ▪ The opportunity will be taken to seek alternative sources of funding larger capital projects including PFI if it is considered to be in the Authority's best financial interests. The new system of 'prudential' controls for borrowing may provide greater flexibility/freedom to fund capital schemes. ▪ Corporate Aim 4 includes reference to the fact that all resources need to be deployed cost-effectively. This includes making best use of our built-estate.
SW31	<p>Unless something is done, at national level, to directly fund the firefighters' pension scheme, there will be an increasing burden on the revenue budget and consequently on the provision of services to the public.</p>	<ul style="list-style-type: none"> ▪ Currently, 20% of the Service's budget is committed to funding the pension shortfall – the percentage is predicted to increase to 25% by 2008. ▪ There is a commitment by the ODPM to take steps to ease the increasing burden, but there little confidence that an affordable solution will be found.

CORPORATE PLAN

ANALYSIS OF THE EXTERNAL ENVIRONMENT

ENVIRONMENTAL ('STEEPLE') ANALYSIS

This analysis examines the context in which the Authority operates. It identifies some of the key issues that exist (or are emerging) in the external environment and suggests how these will or might impact on future strategy and resources. These are listed under seven main headings (factors): **S**ocial, **T**echnological, **E**nvironmental, **E**conomic, **P**olitical, **L**egal and **E**thical.

The analysis is regularly reviewed and was significantly updated as part of the development of the Authority's Integrated Risk Management Planning process (IRMP) in August 2003.

Environmental Factor and some key issues for HFRA (not an exhaustive list)	Some implications for HFRA strategy, resources and capabilities
Social	

Demographic issues:

ST1 Regional and local plans (especially the Hampshire Structure Plan) with policies to increase number of homes.	Need to rationalise and/or increase emergency cover in certain areas of the County as part of the IRMP implementation process. This may result in schemes for new or modified fire stations requiring capital and revenue funding.
ST2 Impact of socio-economic factors within local communities.	Recognition of the different types of risks within local communities and the need to target resources accordingly – especially those aimed at prevention. Need to invest in, and make better use of, geographic information systems (GIS) applications.
ST3 Care in the community, and increase in elderly population.	Increase in the number of older and other vulnerable people living alone. Need to ensure that our risk assessments take this fully into account and that our risk prevention campaigns are tailored to meet the needs of specific groups.
ST4 High cost of housing in the south-east.	Need for affordable housing for our front-line personnel (wholtime and retained) in areas where we have recruitment/retention problems. Potential to collaborate with local housing authorities and/or associations in the management of the Authority's housing stock is being pursued.

Life style issues:

ST5	Increasing appetite for personal safety training and awareness	Demand might outstrip current ability to deliver fire safety training courses. May need to increase commercial training resources or seek to recover costs from fees/charges.
ST6	Growth in use of mobile phones	Multiple calls (especially on motorways) for every incident – impact on Control Room resources call-handling.

Technological	
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ST7	Significant improvements in Information and Communications Technology (ICT) available to emergency services.	ICT systems now able to cope with significantly more business. The potential to combine control rooms on a regional basis is proposed in the Government’s White Paper on the future of the fire and rescue service. Caller identification can help to speed-up emergency call handling.
ST8	Procurement of a replacement radio scheme for the fire and rescue service.	Considerable frustration on method of procurement over several years. ODPM now determined that it will be a national procurement. However, the potential to combine control room functions may further complicate the procurement/implementation process. Need to clarify the position to determine whether to focus on the replacement of HFRS’s own Command, Control & Communications (CCC) system, or concentrate on a specification for a regional control as part of the radio replacement scheme.
ST9	Improvements in firefighting and rescue vehicles and personal protection equipment	Cost of replacing old technology significant, but difficult to ignore given health and safety implications. Currently the replacement of breathing apparatus is a priority. The need to provide lightweight firefighting protective clothing is recognised, but funding has not yet been secured.
ST10	Growth in use of fire detection systems	Of all ‘emergency incidents’, calls to false alarms from automatic detection systems shows highest rate of growth. These unwanted calls have the same impact on resources as malicious calls so our IRMP will include new policies and practices aimed at reducing the number of such calls and their impact on operational resources.

- ST11 Application of geographic information systems (GIS) technology.
- We need to rationalise and extend our use of GIS systems. Its application is regarded as critical to our implementation of IRMP – both for the production of data/information to plan and support the future rationalisation of our response to emergency incidents (intervention); and to ensure that our preventative campaigns and resources are targeted to in areas of highest risk. This will require continuing investment to upgrade our systems and to ‘clean’ and input historic data.
- Making full use of GIS technology will enable us to share key data and information with other organisations and agencies so that we can better identify and understand some of the factors that influence causes and trends of emergency incidents and types of risk in local communities. It will help to encourage and support collaborative and partnership working arrangements.
- ST12 Implementing Electronic Government (IEG).
- We have produced an ‘IEG2’ statement which identifies the actions we need to take to comply with the government’s expectation that all transactions with the public and other stakeholders are capable of being delivered electronically by 2005. While some pump-priming funding has been obtained (£50,000 for 2003/04 to 2004/05) this is will be insufficient to ensure that all our systems and procedures are changed to ensure full compliance.
- We will need to ensure that fully exploit the potential to participate in national fire and rescue service (IEG) projects; and also in collaboration with the Hampshire and Isle of Wight Local Authorities (IEG) Partnership at the local level.
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Environmental	
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ST13 Increasing expectations by national and external stakeholders that the fire and rescue service should play a key role in safeguarding the environment and heritage (both built and natural). IRMP guidance includes this as a specific requirement.

The increased importance given to this role will require us to take particular account in our risk analysis and reviews of the natural and built heritage in Hampshire and the surrounding area (notably the New Forest). We will need to develop stronger partnership working with other agencies to ensure our plans for preventing and mitigating the impact on the environment are regularly reviewed and tested.

Environmental impact analysis is also required of our internal operations. As a public body, the Authority has a role to play in promoting sustainable economic developments by working in partnership with the business community and other enforcement agencies.

We need to ensure that we take all practical steps to reduce the adverse environmental impact of our firefighting & rescue operations and mindful of the contribution we can make in our risk prevention campaigns. This must include the need to provide specialist training to all our staff so that they are fully aware of their responsibilities and what they can do to contribute to the protection of the environment.

ST14 The impact of weather-related incidents.

We need to ensure (especially as we move to ‘precepting’ funding status) that we have sufficient reserves and balances to deal with the cost of dealing with higher than average numbers of emergency incidents caused by extreme weather conditions (e.g. long dry/hot spells, storms, flooding).

Our IRMP needs to include plans for dealing with unusual or spate conditions: including how we work in partnership with other emergency services and agencies; and the impact on our human and physical resources.

Targeted and seasonal campaigns (anticipating such risks) need to be enhanced and coordinated with other agencies.

Economic	
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ST15 It is proposed that combined fire authorities will become ‘precepting’ local authorities from 1 April 2004.

It will be essential for the Authority to prepare a budget for 2004/05 that provides a financially sound basis for the short, medium, and long-term. This must include making sufficient provision for reserves and balances within the accounts to meet unexpected or exceptional expenditure – particularly for those areas of expenditure that are particularly volatile (e.g. operational activity and pensions).

- ST16 Inadequate funding for capital schemes continues to cause problems for the replacement of vehicles and new/replacement fire station buildings.
- The new 'prudential' system of capital controls might help, but this remains to be seen. The scope for Private Finance Initiative funding is acknowledged to be limited within the fire and rescue service unless there is a significant willingness/requirement to consider schemes on a regional (or wider) basis.
- The current reliance on operational leasing of vehicles – which is known to be a more costly method of procurement in the medium to long term – could be phased out if sufficient provision was made instead within the revenue budget.
- ST17 The Government's, and the Authority's, aim is to deliver services as cost-effectively as possible. The continuing requirement to demonstrate 'best value' - and more recent developments as part of the modernisation agenda for the fire and rescue service further underlines this.
- A requirement within the IRMP guidance is to provide value for money. Several proposals contained in the White Paper recommend ways in which the fire and rescue service could become efficient.
- Our IRMP and Corporate Plan must be able to demonstrate how the service continuously strives to deliver its services more cost-effectively. This will be tested under the Comprehensive Performance Assessment (CPA) methodology which will shortly be extended to 'stand-alone' fire and rescue authorities.
- In the light of the White Paper proposals, it makes sense to review the current programme of best value reviews and consider whether it makes better sense to undertake these at a regional level.

Political

- ST18 Members of combined fire and rescue authorities are appointed by the constituent County and/unitary local authorities.
- This produces a mix of party-political and local authority groupings. It is important to recognise that this will, on occasion, cause inevitable tensions for councillors who may need to satisfy or respond to different - and sometimes opposing views/priorities – when policy decisions are required. In addition, elected members have ensure that the views of their public they serve are adequately voiced.
- In terms of delivering the modernisation agenda though the IRMP process, these tensions underline the need to ensure that any proposals for change are well presented and communicated; and that the formal consultation process is as thorough as practically possible.

- ST19 White Paper proposals for regional and sub-regional management boards. It will be essential that any future management arrangements ensure adequate representation of both Members (councillors) of the Authority and officers of the Service. We want to take a leading role in shaping any new arrangements so that they are in the best interests of Hampshire residents.
- We want to ensure that we play an active role in any regional/collaborative initiatives – particularly where the Service has particular expertise/experience to offer.
- ST20 Changes in party-political control at national or local (fire authority) level. Our medium and long-term planning processes need to be flexible enough to anticipate or respond to changes in both central and local government policies and priorities.
- ST21 Impact of recent pay dispute on employee relations. At the local level the Authority, Service and trades unions representatives maintained effective working relationships during the industrial action. As the resulting modernisation agenda is rolled out for implementation, it will be essential that we follow good ‘change management’ practices and ensure effective internal communication and consultation with all our personnel.

Legal

- ST22 Increasingly litigious society – fire authorities can be sued (notably Capital & Counties v HCC, 1990). Impact on training for command and control of incidents: need for officers to fully understand the impact of their decisions. Need to ensure adequate insurance arrangements.
- ST23 Numbers of claims made by employees for has shown an upward trend. Implications for the costs of insurance cover and legal fees.
- ST24 New and changing legislation affecting fire safety regulation and advice especially with the introduction of the Regulatory Reform Order (RRO). Fire safety legislation extended to cover wider range of buildings and activities – impact on staff resources and training (note: no additional funding provided).
- Revised fire safety regulations will put increasing emphasis on self-inspection/compliance. Our role has and will increasing shift to one of enforcement (as a prosecuting body).
- RRO will increase the potential and need to work in closer collaboration with other agencies – especially local planning authorities and their building control departments.

- ST25 European employment legislation – eg working-time and part-time employees directive. This has had a major impact on the employment and conditions of service for retained firefighters.
- ST26 Conflicting legislation , regulation and guidance. Sometimes we find ourselves having to compromise our policies and plans because different pieces of legislation, regulation or guidance can have competing expectations and/or send out different messages. While we are encouraged to be more innovative and take a more cost-effective approach to service delivery, we have to be mindful of the expectation on us to fully comply, for example, with health & safety regulations. We need to achieve a balance in our assessment and management of risk thorough the IRMP process.

Ethical

- ST27 Fire Service can't say "No"! Public (and government) expectation that fire service will deal with rescues and emergencies of any type – despite no legal duty in the past. We have a 'can do' culture, which will be challenged as we implement IRMP. Previous funding formulae has been based essentially on dealing with fires, not other rescue work (eg road traffic accidents (RTA's), chemical incidents, animal rescues). Now that these are being formally recognised by the White Paper and IRMP guidance, it is hoped that future funding arrangements will take due account of the responsibilities.
- ST28 Public (local community) demand not to close fire stations or reduce emergency cover even when there is demonstrable over-provision. It has always proved difficult to rationalise emergency cover in the face of public concern/protests, but other stakeholders expect greater efficiency to be achieved. This expectation has been given greater emphasis under IRMP guidance and underlines the need to improve our consultation and communication (marketing) practices.
- ST29 As a public body we are expected to set examples of good employment practice by improving equality and diversity in the workplace. Ambitious targets to increase the number of women and people from minority ethnic groups in operational positions have been set by the ODPM. Our ability to meet these targets will need to be very carefully monitored to see what further actions might be taken to encourage greater numbers of applications from these groups.

HAMPSHIRE FIRE AND RESCUE SERVICE

ACTION PLAN YEAR 1 - PREVENTION

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
<p>Provide accurate management information identifying the ‘at risk’ people and groups within Hampshire</p>	<p>HFRS will develop a ‘risk map’ for Hampshire that will include the following information:</p> <p><u>Incident Information</u></p> <ul style="list-style-type: none"> • Number, type, time and geographical location of all incidents reported [fire and non-fire] <p><u>Resource Information</u></p> <ul style="list-style-type: none"> • Numbers of pumping, aerial and special appliances; equipment; people mobilised to, and used at, incidents • Number, type and location of incidents attended where no action was taken • Number, type and pattern of “supporting movements” made. • Number, time and location of incidents attended by flexible-duty officers <p><u>Causes of Incidents</u></p> <ul style="list-style-type: none"> • Causes of fires and other incidents attended and factors contributing to the cause of incidents, eg, drugs, drink 	<ul style="list-style-type: none"> • Identify the groups of data required to provide develop the ‘risk map’ • Develop methods of gathering and storing the data required for the HFRS ‘Risk map’. • Develop the HFRS ‘Risk Map’ using Geographical Information System (GIS). • Data is to be available in an appropriate format for analysis by the GIS. • Develop the GIS to enable the information to be analysed and displayed in a manner that supports future decision making. <p>Notes:</p> <p><i>Data from external organisations will be used to address information requirements outside of HFRS scope.</i></p>	<p>March 2005</p>	<p>SDO CFS/Ops(S)</p>	<p>ST1, ST2, ST3, ST11, ST12, ST14, ST17, ST22, ST28</p>	<p>SW5, SW10, SW11, SW13, SW14, SW17, SW19, SW20, SW21, SW23, SW25, SW27</p>

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
	<p><u>Casualties and Fatalities</u></p> <ul style="list-style-type: none"> • Number, time and geographic location of fatal and non-fatal casualties • Number, time and geographic location of brigade rescues and self-rescues from fires and other incidents <p><u>Community Factors</u></p> <ul style="list-style-type: none"> • The age range and grouping of the population in the county • Community structure, e.g. family units, single parent families, students, etc. • The nature, type and tenure of housing, eg, houses/apartments/bedsits. • Employment patterns, socio-economic factors and deprivation. • Occupancy of commercial/industrial premises • Transport infrastructure <p><u>National Trends</u></p> <ul style="list-style-type: none"> • Rates of fires and other incidents per head of population • Rates of fires and other incidents for more vulnerable groups • Deaths and injuries per head of population • Deaths and injuries for more vulnerable groups 	<p><i>Comparative data with other Fire and Rescue Services will be obtained from Fire Statistics UK (Published by National Statistics for the Office of the Deputy Prime Minister).</i></p>				

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
	<p><u>Community Fire Safety Activity</u></p> <ul style="list-style-type: none"> • Smoke detectors fitted • Home fire safety checks • Risk assessments • Collaborative working 					
<p>Develop 'prevention' resources to improve the safety of our communities</p>	<p>HFRS will review our existing Community Fire Safety structure and consider:</p> <ul style="list-style-type: none"> ▪ What current prevention activities might we do differently or better? ▪ What areas can be identified as offering the greatest scope for early improvements ▪ Are existing resources appropriately allocated, targeted at identified risks, and available at the appropriate time of the day/day of the week to achieve the best effect? ▪ Is collaboration with other agencies achieving the objectives and is information shared? 	<ul style="list-style-type: none"> • Identify current groups receiving CFS inputs and information • Review following Community Fire Safety resources: <ul style="list-style-type: none"> - Schools Challenge Team - Community Support Team - Firesetters Interventionists - Fire Safety Campaign Management - Station Personnel • Evaluate effectiveness of delivery of CFS in identified groups • Identify 'at risk' groups from our Risk Map and target appropriate resources • Identify opportunities to work in partnership with other agencies to improve community safety. 	<p>March 2005</p>	<p>SDO CFS/Ops(S)</p>	<p>ST2, ST3, ST11, ST12, ST13, ST17, ST28</p>	<p>SW2, SW7, SW9, SW14, SW17, SW19, SW20, SW24, SW25, SW28</p>

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
<p>Improve partnership working and data sharing with other agencies/bodies</p>	<p>We believe that risk reduction must be approached holistically. As such, HFRS will improve partnerships, share data/information, develop joint initiatives and explore funding opportunities with the following agencies/bodies:</p> <ul style="list-style-type: none"> • Police • Ambulance service • Primary Care Trusts • Hampshire County Council (HCC) • Portsmouth City Council • Southampton City Council • District Councils • HCC Highways Department • Hampshire Local Strategic Partnerships • Crime and Disorder/Community Safety Partnerships • Environment Agency • Neighbouring fire and rescue services • Local community groups • Marine Coastguard Agency <p>The purpose will be to work in partnership to address local and county wide problems; to share data and information; develop funding opportunities.</p>	<p><u>Share Data and Information</u></p> <ul style="list-style-type: none"> ▪ HFRS has signed the joint protocol for sharing data and information with other agencies. ▪ Identify opportunities to gather and provide data with other agencies to improve the delivery of our services in the community. ▪ Establish protocols for gathering and sharing data with other agencies in line with the Data Protection Act. <p><u>Joint Initiatives</u></p> <ul style="list-style-type: none"> ▪ HFRS will be represented on all 13 Crime and Disorder Partnerships in the county by a Fire Authority Member and a uniformed officer. ▪ Identify opportunities to work in partnership with other agencies and local bodies to address local problems affecting the community. <p><u>Develop Funding Opportunities</u></p> <ul style="list-style-type: none"> • Identify and utilise funding opportunities from both national and local sources to improve Community Safety within Hampshire. 	<p>March 2005</p>	<p>SDO CFS/Ops(S)</p>	<p>ST1, ST2, ST3, ST11, ST12, ST13, ST28</p>	<p>SW7, SW12, SW17, SW19, SW20, SW24, SW25</p>

INTEGRATED RISK MANAGEMENT PLAN

ACTION PLAN YEAR 1 - PROTECTION

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Replace existing database, and IT infrastructure.	Identify and supply a data base capable of maintaining the dynamic risk rating of all premises and notional premises files, to enable County wide risk management planning by Protection, Prevention and Intervention	<ul style="list-style-type: none"> • Identify needs in line with Integrated Risk Management Plan and new fire safety legislation. • Produce user specification. • Tender and supply. • Commission. 	May 2004	SDO (S/RM)	ST2, ST7, ST10, ST11, ST12, ST13, ST17, ST22, ST24, ST25, ST26	SW9, SW10, SW11, SW14, SW17, SW19, SW21
Introduce new management structure	Implement a new management structure in line with the National Occupational Standards and Role Maps.	<ul style="list-style-type: none"> • Evaluate management structure options. • Present structure proposals to Service management Team • Review job descriptions. • Implement Group Command Structure. 	May 2004	SDO (S/RM)	ST13, ST17, ST23, ST25, ST29	SW6, SW7, SW9, SW10, SW15, SW17, SW20, SW25
Enforce new fire safety legislation.	Introduce new fire safety legislation (Regulatory Reform Order) in line with Government guidelines and protocols.	<ul style="list-style-type: none"> • Review implications of new legislation, aligned to Integrated Risk Management. • Produce enforcement policy. 	Sept 2004 (Subject to new legislation being introduced)	SDO (S/RM)	ST10, ST11, ST12, ST13, ST17, ST24, ST26	SW1, SW7, SW10, SW12, SW14, SW17, SW19, SW20, SW21, SW25, SW28

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Develop a risk based inspection programme.	Adopt a risk based inspection programme as per Fire Precautions Act Circular 29 (Draft), targeting resources against high risk.	<ul style="list-style-type: none"> Continue phased implementation of risk based inspection programme utilising existing data. Develop a risk based inspection programme driven by the new database to complement Integrated Risk Management Planning. 	March 2005	SDO (S/RM)	ST10, ST11, ST12, ST13, ST17, ST24, ST26	SW1, SW7, SW10, SW12, SW14, SW17, SW19, SW20, SW21, SW25, SW28
Develop staff in line with role.	Implement a structured development and training strategy for all staff.	<ul style="list-style-type: none"> Establish levels of required competencies. Establish training programme in line with National Occupational Standards and role maps. Introduce development programme in year 1 in line with Integrated Personal Development System. Review policy. 	March 2007	SDO (S/RM)	ST13, ST17, ST23, ST25, ST29	SW6, SW7, SW9, SW10, SW15, SW17, SW20, SW25
Review the Technical Fire Safety Best Value Action Plan.	Consider the outcomes of the Best Value Review of Fire Safety in line with the modernisation agenda, new fire safety legislation and integrated risk management planning.	<ul style="list-style-type: none"> Confirm outcomes are aligned to Corporate Aims. Implement Action Plan. 	April 04	SDO (S/RM)	ST13, ST17	SW1, SW10, SW17, SW20, SW21, SW28
Streamline administration process.	Review administration arrangements in line with functional design.	<ul style="list-style-type: none"> Establish an administration review project team. Commence phased implementation of outcomes. 	May 04	SDO (S/RM)	ST11, ST12, ST17, ST24	SW6, SW9, SW10, SW19, SW20, SW21

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>		
Establish links with business and commerce.	Generate greater education of business and commerce through partnerships and extensive development of the web site.	<ul style="list-style-type: none"> • Group managers to identify and develop partnership opportunities to influence risk reduction. • Develop an interactive web site for business and commerce in line with the principles of E.Governance. 	March 2006	SDO (S/RM)	ST2, ST10, ST11, ST12, ST13, ST17, ST24, ST26	SW1, SW2, SW7, SW8, SW12, SW16, SW17, SW19, SW20, SW21, SW24, SW25, SW28
Integrate Service delivery protocols.	Develop pre and post-incident protocols, including the management of unwanted fire signals.	<ul style="list-style-type: none"> • Pilot study for post-incident protocols in N.E. Hampshire. • Joint working with Intervention on the management of Unwanted Fire Signals. 	March 2005	SDO (S/RM)	ST10, ST11, ST13, ST17, ST24, ST26, ST27	SW2, SW7, SW10, SW12, SW14, SW15, SW17, SW19, SW20, SW21, SW25, SW28

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target Completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Highlight the benefits of sprinkler protection.	Coordinate an integrated strategy to promote the use of sprinklers for domestic, residential and commercial premises.	<ul style="list-style-type: none"> Establish internal and external partnerships to publicise and market the positive effects of sprinkler protection in all types of premises particularly; Schools and Houses of Multiple Occupation. 	Oct 2004	SDO (S/RM)	ST1, ST2, ST3, ST10, ST11, ST13, ST17, ST24, ST26	SW7, SW11, SW14, SW15, SW16, SW17, SW19, SW20, SW21, SW24, SW25, SW28
Coordinate Risk Intelligence data.	Develop exchange of information protocols for internal and external stakeholders.	<ul style="list-style-type: none"> Analyse the effectiveness of current arrangements. Introduce procedures to encourage exchange of information with internal and external partners. 	March 2006	SDO (S/RM)	ST1, ST2, ST3, ST10, ST11, ST12, ST13, ST14, ST17, ST24, ST28	SW4, SW5, SW7, SW10, SW11, SW12, SW13, SW14, SW15, SW17, SW19, SW20, SW21, SW23, SW25
Provide effective management tools.	Develop a more comprehensive and meaningful set of management Performance Indicators and benchmarking protocols.	<ul style="list-style-type: none"> Await central guidance on National Performance Indicators. Continue to develop Local Performance Indicators and benchmarking opportunities. 	March 2005	SDO (S/RM)	ST12, ST17	SW10, SW20

Outcomes Year 1

- Replace existing database and IT infrastructure.
- Introduce new Management Structure.
- Enforce new fire safety legislation (subject to introduction of legislation).
- Develop a risk based inspection programme.
- Review the Technical Fire Safety Best Value Action Plan.
- **Integrate service delivery protocols.**
- **Highlight the benefits of sprinkler protection.**
- **Provide effective management tools.**

Each action point within this plan will be subject to a structured review process coordinated by Technical Fire Safety Support

Improvement Opportunity to Commence in Year 2

Enhance the scope of Fire Investigation to examine: causation, fire behaviour and effectiveness of fire protection and design.

HAMPSHIRE FIRE AND RESCUE SERVICE

ACTION PLAN YEAR 1 - INTERVENTION

Identify opportunities for improvement and determine policies and standards for the intervention at incidents that threaten life/injury, environment, heritage business and personal property.

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
What does the Authority have to do, and what does it wish to do?	<ul style="list-style-type: none"> Protect people from fire and its consequences and from a range of other hazards in an effective and efficient manner. 	<ul style="list-style-type: none"> Develop and adapt HFRS's existing intervention resources and strategies to reflect the risk and respond to changing circumstances including the growing risk of terrorism. 	01/01/04	Corporate Management Team (CMT)	ST2, ST7, ST9, ST10, ST11, ST13, ST14, ST17, ST25, ST26, ST27, ST28	SW2, SW4, SW5, SW9, SW10, SW11, SW12, SW13, SW14, SW17, SW19, SW20, SW23, SW25, SW28
What changes in response policy might result in improvement.	<ul style="list-style-type: none"> Determine new response standards to replace the existing National standards of Fire Cover. 	<ul style="list-style-type: none"> Consult with key stakeholders on the new response standards. 	01/12/03	CMT. Performance Review Team. (PRT)	ST1, ST2, ST3, ST7, ST10, ST11, ST13, ST14, ST16, ST17, ST22, ST25, ST27, ST28	SW2, SW4, SW5, SW9, SW10, SW11, SW12, SW13, SW14, SW15, SW17, SW18, SW19, SW20, SW23, SW26, SW27, SW28, SW30
Should the Brigade attend all non-fire emergency calls it receives or could some be rejected and/or referred to other agencies, egg. Persons shut	<ul style="list-style-type: none"> Response options to be reviewed to allocate calls to one of three new categories. 	<ul style="list-style-type: none"> Consult with key stakeholders on the new response options. 	01/12/03	SDO (OPS/D) PRT	ST1, ST2, ST3, ST7, ST10, ST11, ST13, ST14, ST16, ST17, ST22, ST25, ST27, ST28	SW2, SW4, SW5, SW9, SW10, SW11, SW12, SW13, SW14, SW15, SW17, SW18, SW19, SW20, SW23, SW26,

(rather than trapped) in lifts that have malfunctioned.						SW27, SW28, SW30
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<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Do you have a ‘call challenge’ policy in Fire Control to inform judgements about whether to make a response when apparently false calls are received?	<ul style="list-style-type: none"> HFRS currently operate a call challenge policy on Malicious Calls. 	<ul style="list-style-type: none"> The current call challenge policy will be developed further to eliminate unwanted fire signals that are generated by system faults or malicious actuation of alarms. 	01/01/04	SDO (OPS/D)	ST6, ST7, ST10, ST11, ST17, ST22, ST26, ST27	SW1, SW2, SW7, SW9, SW10, SW12, SW14, SW15, SW20, SW25
Would prioritising emergency responses to incidents be appropriate, and what would it achieve?	<ul style="list-style-type: none"> All calls received at the Control Centre will be prioritised according to risk to make efficient use of resources. 	<ul style="list-style-type: none"> Develop policy to extend the current call challenge process to include calls received from Alarm Receiving Centres. Develop call priority policy. 	01/01/04	SDO (OPS/D)	ST1, ST2, ST3, ST7, ST10, ST11, ST13, ST14, ST16, ST17, ST22, ST25, ST27, ST28	SW2, SW4, SW5, SW9, SW12, SW13, SW14, SW15, SW17, SW18, SW19, SW20, SW23, SW26, SW27, SW28, SW30
Could some aspects of the service be provided in a different way, or by other providers?	<ul style="list-style-type: none"> Initiate non-emergency and no response options 	<ul style="list-style-type: none"> Develop policy for graded response. 	01/01/04	SDO (OPS/D)	ST1, ST2, ST3, ST7, ST10, ST11, ST13, ST14, ST16, ST17, ST22, ST25, ST27, ST28	SW2, SW4, SW5, SW9, SW12, SW13, SW14, SW15, SW17, SW18, SW19, SW20, SW23, SW24, SW27, SW28, SW30

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Has consultation taken place with neighbouring authorities in respect of emergency response standards to incidents adjacent to authority borders, and to meet the requirements of New Dimensions planning.	<ul style="list-style-type: none"> Other service providers should be explored as part of the collaboration process. 	<ul style="list-style-type: none"> The use of Local Strategic Partnerships will continue to identify opportunities to better respond to need. Restructuring of the service to provide Group Commands. This will provide closer community collaboration opportunities and an element of local discretion. This enables locally developed Protection, Prevention and Intervention strategies to address local needs. 	31/03/05	Service Management Team (SMT)	ST1, ST3, ST11, ST13, ST14, ST17, ST19, ST26, ST27,	SW1, SW2, SW5, SW7, SW9, SW11, SW12, SW14, SW19 SW20, SW23, SW24, SW25, SW27, SW30
Have operational policies and practices been reviewed and revised to address the new local risk management approach to setting standards?	<ul style="list-style-type: none"> CACFOA regional Principal Officers steering Group will develop guidance on Mutual assistance arrangements, including regional response option for Civil Protection. 	<ul style="list-style-type: none"> Continue with the existing “Mutual Assistance” arrangements. Year 2 & 3 action plans will explore opportunities to maximise neighbouring brigades emergency response resources to mutually increase operational efficiency. 	31/03/05	CACFOA Steering Group.	ST11, ST12, ST13, ST14, ST17	SW10, SW13, SW17, SW20, SW23

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
<p>What level of attendance and what response times do you consider to be appropriate for each identified risk, and for each type of incident to be attended?</p>	<ul style="list-style-type: none"> Operational Polices and Practices have and will continually be reviewed by the “Fire Intelligence Team” to ensure that an integrated approach to managing risk is maintained. 	<ul style="list-style-type: none"> Review the existing arrangements for crewing Special appliances. Review the use of special appliances. Review incident support arrangements. 	<p>31/03/05</p>	<p>SDO (OPS/D)</p>	<p>ST1, ST2, ST3, ST7, ST11, ST13, ST14, ST17, ST22, ST27</p>	<p>SW4, SW5, SW10, SW11, SW12, SW13, SW17, SW20, SW23</p>
<p>What type of, and how many, vehicles and personnel are required to respond to incidents of differing types and in different locations, e.g.: might be a limited response of, say, two persons in a light vehicle be appropriate to investigate an incident in a premise where comprehensive fire protection measures are installed.</p>	<ul style="list-style-type: none"> The Pre Determined Attendances (PDAs) that are already in place will continue to be applied in year 1 of the IRMP. Minor changes will be made to respond to the new categories of incidents and the call challenging process. 	<ul style="list-style-type: none"> Consult key stakeholders on new response standards. 	<p>01/12/03</p>	<p>SDO (OPS/D) PRT</p>	<p>ST11, ST17</p>	<p>SW4, SW5, SW10, SW11, SW13, SW19, , SW20, SW23</p>

<i>Improvement Opportunity</i>	<i>Strategy</i>	<i>Action Required</i>	<i>Target completion Date</i>	<i>Allocated To</i>	<i>Steeple</i>	<i>Swot</i>
Where premises are known to have a poor safety record and to be poorly managed is a higher level of response required until prevention measures manage this risk down?	<ul style="list-style-type: none"> As has already been stated the PDAs for all incidents will remain unchanged with a few minor exceptions in Year 1. The Year 2 & 3 action plans will provide the opportunity to address incident response arrangements. 	<ul style="list-style-type: none"> Consult with key stakeholders on proposed changes. 	01/12/03	SDO (OPS/D) PRT	ST11, ST17	SW4, SW5, SW10, SW11, SW13, SW19, SW20, SW23
Does a cost benefit analysis support the proposed response?	<ul style="list-style-type: none"> Year 2 & 3 actions plans will provide the opportunity to address response options based on risks identified by "Fire Intelligence" (See Protection and Prevention action plans) 	<ul style="list-style-type: none"> Continue to collect data to enable the risk map to be developed. 	31/03/05	SDO (OPS/D) SDO OPS/S)	ST1, ST2, ST3, ST11, ST13, ST14, ST18	SW2, SW4, SW5, SW10, SW13, SW17, SW19, SW20, SW23, SW30
Will response standards/arrangements need to vary according to the changing patterns of risk at different times of the day/week?	<ul style="list-style-type: none"> Year 2 & 3 will provide the opportunity to review response option based on "Fire Intelligence. 	<ul style="list-style-type: none"> Continue to collect data to enable informed decision making to take place in respect to response options. 	31/03/05	SDO (OPS/D)	ST1, ST2, ST3, ST11, ST13, ST14, ST18	SW2, SW4, SW5, SW10, SW13, SW17, SW19, SW20, SW23, SW30

INTEGRATED RISK MANAGEMENT PLAN

INTERVENTION ACTION

ELIMINATING UNWANTED FIRE SIGNALS

1 SUMMARY

1.1 An integral part of the Service's Integrated Risk Management Plan (IRMP) is the aspect of utilising resources in the most effective manner, thereby ensuring the most appropriate emergency response service to the public.

2 BACKGROUND

2.1 One of the greatest drains on operational resources continues to be calls generated by automatic fire alarm systems (AFA) that are faulty, poorly maintained or for other reasons actuate when there is no fire situation present; in effect a nuisance call that reduces the Service's capability to provide an emergency service and adversely affects the community, for example disruption to business continuity; all of which causes concern to the Service Management Team (SMT). This report proposes a strategy to reduce the number of nuisance alarm calls being responded to.

2.2 AFAs are provided in non-domestic properties such as factories, offices, hotels and residential homes to warn occupants of fire. The design, installation and maintenance of these systems are covered by approved codes of practice. Historically the Service has advised occupiers to alert the Fire and Rescue Service if the alarm actuates.

2.3 The appropriately specified, well designed, effectively maintained and properly used systems cause very few problems to occupiers and the Service. Unfortunately the systems that do not meet these necessary criteria are responsible for numerous unwanted signals due to system faults or failures in the occupier's management of the system. Importantly, experience has shown that over 95.5% of alarm activations are not as a result of fires. During the last year there have been 6508 unwanted fire signals in the county.

2.4 The effects of unwanted fire signals on the Service and the community are extensive and are detailed below:

- Reduced availability of operational crews for genuine emergencies;
- Reduced availability of personnel for other important functions such as training and community safety;
- Significant impact on the primary employers of retained firefighters who release their staff for fire and rescue service duties;
- An increased risk to the public and Service personnel through unnecessary journeys under emergency response conditions;
- A potential for complacency amongst occupiers in relation to fire safety;
- The costs of attending unwanted fire signals, resources that would be better utilised for community safety activities; and
- Unnecessary disruption to business continuity of commercial interests.

3 PROPOSAL TO CHANGE EXISTING MOBILISING POLICY

- 3.1 Following a risk analysis of this type of incident, it is proposed that in the future we adopt the policy of only mobilising after an AFA signal is confirmed as a fire with the following exceptions:
- Unoccupied buildings – when it would be impossible for the alarm signal to be confirmed as a fire;
 - Sleeping risks where a risk assessment has identified a vulnerable group are accommodated during the hours of 2200 – 0800 hours, the period of highest risk and when minimal staff would be available to confirm a fire as their priority is the evacuation of the occupants;
 - Other premises where a specific risk assessment carried out by the Service indicates that local arrangements are reasonable but a residual risk to occupants remains;
 - Other premises where a specific site risk assessment provides other valid reasons why a delayed response is undesirable and there is a low chance of unwanted fire signals due to effective management arrangements; and
 - Where it is not possible to ascertain the absence of fire at a premises a one pump Pre Determined Attendance (PDA) will be mobilised.
- 3.2 The overriding responsibility of the Service will be to discharge its statutory duty and provide an appropriate response in the event of a confirmed fire.
- 3.3 The adoption of this policy will initially provide the HFRS with a considerable challenge in effectively managing the change, particularly in relation to stakeholders outside of the Service. In order to provide the best overall service delivery and gain acceptance of interested parties the following actions are proposed.
- 3.4 When a fire is confirmed the full PDA will be mobilised. The primary and overriding responsibility for crews attending any premises where it is believed that an alarm system has generated an unwanted fire signal is to ensure that it has not actuated as a result of a fire situation.
- 3.5 Stakeholders will be consulted and informed of the decision. This consultation will be facilitated by focus group meetings as well as by correspondence with alarm receiving companies. They will be requested to comply with their statutory responsibility of making effective safety arrangements and for establishing the cause of fire alarm actuations.
- 3.6 Occupiers will be asked to ensure that emergency plans are effective and include the need for all non-essential persons to immediately evacuate the building when the fire alarm sounds or to carry out other pre-determined evacuation plans. Where requested, the Service will provide technical fire safety advice.
- 3.7 Some fire alarms are linked to Alarm Receiving Centres (ARC), who notify the Service on their behalf. ARCs will be consulted and notified of this policy decision and asked to ensure they have effective arrangements for contacting the premises to confirm the cause of the alarm.
- 3.8 Each unnecessary alarm actuation will be subject to follow-up action designed to assist occupiers in the management of their fire alarm system. This aspect is fundamental to the successful operation of this policy and will commence with call receiving in Fire Control followed by appropriate action by responding operational crews and ultimately enforcement or advisory action by fire safety personnel.

4 LEGAL ADVICE

- 4.1 Legal opinion (HFRS Legal advisor) on this policy indicates that it is lawful and does not breach a duty of care that may be owed, to make an attendance following reports that fire alarms have actuated at a premises.

5 ANTICIPATED BENEFITS

- 5.1 Careful application of this policy, associated risk assessment and follow-up activity is judged as a significant step for the Authority, one that will bring forward many benefits to the HFRS and those it is charged with delivering its expanding range of services to. Some of these are listed below:

- Reduction in the number of emergency vehicle movements, reducing the associated risks to the public and personnel alike;
- Reduction in vehicle accidents resulting from unnecessary emergency responses;
- Reduction in the number of occasions when retained personnel are unnecessarily called away from home and primary employment;
- Reducing the impact on primary employers of retained staff, possibly aiding the problem of retained retention;
- Importantly, closer working relationships with occupiers to assist them in meeting their management of health and safety responsibilities in relation to fire;
- Reducing the disruption caused to employers and the general business community;
- Releasing wholetime resources for community safety initiatives; and
- Creating the opportunity to redeploy retained resources for much needed training and community safety activities.

INTEGRATED RISK MANAGEMENT PLANNING

RESOURCE REQUIREMENTS – YEAR 1

The HFRA Integrated Risk Management Plan has highlighted a number of resource requirements in the areas of Prevention, Protection and Intervention. These requirements are necessary to support the successful delivery of the Year 1 Action Plan and to develop the level of service to the people of Hampshire in the future. The individual documents detailing the requirements for Prevention, Protection and Intervention are attached.

Whilst some of the requirements are specific to one area a number of them support the three areas of Prevention, Protection and Intervention. The table below indicates the resource requirements identified from the Year 1 Action Plans that will provide benefit across the functions of Prevention, Protection and Intervention.

<i>Strategy</i>	<i>Resource Requirement</i>	<i>Action Plan</i>
Develop risk map of Hampshire on Geographical Information System (GIS)	An additional £10000 is required to make GIS available on the web for all Group Commanders and Station personnel to be able to access the Risk Map. A further £5000 will be required to provide the necessary training and licences for the Risk Intelligence Team.	Prevention
Develop County wide risk management planning capability.	Database capable of maintaining dynamic risk rating of premises/non- premises (£100 000)	Protection
Develop data sharing capability to improve effectiveness of partnership working	Additional post of Data Co-ordinator in Risk Intelligence Team required (£25 000)	Prevention

Note: The costs shown are approximate and should not be relied on. Detailed costing of all resource requirements will be presented in the 2004/05 budget bid later in the year.

Additionally, it has been highlighted to the Corporate Management Team of the need to develop a marketing strategy to promote the HFRA Integrated Risk Management Plan to the people of Hampshire. This will help to promote understanding of the future direction of their fire service and the changes that are inevitable as IRMP is developed over the coming years.

Market HFRS and Integrated Risk Management Planning to the people of Hampshire	<i>Support of external marketing specialists to develop the profile of HFRS in Hampshire (£50 000)</i>	
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INTEGRATED RISK MANAGEMENT PLAN

RESOURCE REQUIREMENTS FOR PREVENTION - YEAR 1

<i>Strategy – Year 1 Action Plan</i>	<i>Resource Requirements</i>
<p>HFRS will develop a ‘risk map’ for Hampshire that will include the following information:</p> <ul style="list-style-type: none">▪ Incident Information▪ Resource Information▪ Causes of Incidents▪ Casualties and Fatalities▪ Community Factors▪ National Trends▪ Community Fire Safety Activity	<p>Risk Intelligence Team</p> <p>The current structure of the Risk Intelligence Team includes the Fire Cover Review Team, GIS/Database Team and the Arson Co-ordinator.</p> <p>The GIS/Database team are developing methods of gathering and storing the information required for the HFRS ‘Risk map’. Data is to be available in an appropriate format for analysis by the Geographical Information System (GIS).</p> <p>The Fire Cover Review Team are developing the HFRS ‘Risk Map’ using GIS. GIS will enable the information to be analysed and displayed in a manner that supports future decision making.</p> <p><i>An additional £10000 is required to make GIS available on the web for all Group Commanders and Station personnel to be able to access the Risk Map.</i></p> <p><i>A further £5000 will be required to provide the necessary training and licences for the RIT.</i></p> <p>In light of the developments of IRMP, a review of the structure and make-up of the Risk Intelligence Team will be carried out in 2003/04. This will identify what outputs/ outcomes are required from the team and the most appropriate composition and structure to support IRMP in the future.</p>

<i>Strategy – Year 1 Action Plan</i>	<i>Resource Requirements</i>
<p>HFRS will review our existing Community Fire Safety structure and consider:</p> <ul style="list-style-type: none"> ▪ What current prevention activities might we do differently or better? ▪ What areas can be identified as offering the greatest scope for early improvements ▪ Are existing resources appropriately allocated, targeted at identified risks, and available at the appropriate time of the day/day of the week to achieve the best effect? ▪ Is collaboration with other agencies achieving the objectives and is information shared? 	<p>In Year 1 the focus will be on establishing the current effectiveness of our existing CFS resources and identifying opportunities for improvement. This will require the ‘risk map’ to support future decision making when considering the allocation focus of resources to target identified areas of risk.</p> <p>Specific areas of development in Community Fire Safety identified in the Year 1 Action Plan are:</p> <p><u>Schools Challenge Team</u></p> <p>HFRS will expand the Schools Challenge Team to provide a second Key Stage 2 vehicle and personnel. This will enable us to meet or target of reaching 90% of pupils in Key Stages 1,2 +3 and continue to develop their awareness of fire safety.</p> <p><i>Additional Key Stage 2 vehicle required. Additional Teaching Assistant and support member required.</i></p> <p><u>Community Support Team</u></p> <p>The HFRS Community Support Team will continue to visit the premises affected by fire and those surrounding them to raise awareness of fire safety in the home. We will explore different working patterns to enable our team to reach more people and improve their effectiveness.</p> <p><i>Additional funding for CST members to provide ‘out of hours’ service to meet needs of public.</i></p> <p><u>Firesetters Interventionists</u></p> <p>HFRS will continue to work with the police, Probation Service, Youth Offending Teams, schools and parents to educate children who are, or may be firesetters.</p> <p>HFRS will seek to recruit a full-time councillor to take on the more complex cases of firesetting and to support the team of volunteers currently within Hampshire.</p> <p><i>Additional post of Firesetter Councillor required</i></p> <p><u>Station Personnel</u></p> <p>HFRS will continue to develop the knowledge and understanding of our station personnel to enable them to deliver community safety messages.</p>

	<p>We will provide information to each station on their 'at risk' groups and support them to develop Community Fire Safety Station Plans to target those most in need.</p>
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Station personnel will work in partnership with other agencies to deliver local solutions to local problems, as identified through Crime and Disorder Partnerships.

<i>Strategy – Year 1 Action Plan</i>	<i>Resource Requirements</i>
<p>We believe that risk reduction must be approached holistically. As such, HFRS will improve partnerships, share data/information, develop joint initiatives and explore funding opportunities with the following agencies/bodies:</p> <ul style="list-style-type: none">• Police• Ambulance service• Primary Care Trusts• Hampshire County Council (HCC)• Portsmouth City Council• Southampton City Council• HCC Highways Department• Hampshire Local Strategic Partnerships• Crime and Disorder/Community Safety Partnerships• Environment Agency• Neighbouring fire and rescue services• Local community groups	<p>The foundation of the future success of IRMP, and in developing working relationships with outside bodies/agencies is capturing and sharing data/information.</p> <p>To support the co-ordination of data/information with other agencies we require a position within the Risk Intelligence Team that specifically develops the necessary relationships with other bodies/agencies and co-ordinates the data/information provided to and by HFRS.</p> <p><i>Additional post of Data Co-ordinator in Risk Intelligence Team required.</i></p>

INTEGRATED RISK MANAGEMENT PLAN

RESOURCE REQUIREMENTS FOR PROTECTION - YEAR 1

Composition: Identified resource requirements for implementation of year one protection strategies:

<i>Strategy – Year 1 Action Plan</i>	<i>Resource Requirements</i>
Identify and supply a data base capable of maintaining the dynamic risk rating of all premises and notional premises files, to enable County wide risk management planning by Protection, Prevention and Intervention.	<ul style="list-style-type: none"> • Funding for procurement of data base • Provision of additional IT hardware • Provision of external data sources
Implement a new management structure in line with the National Occupational Standards and Role Maps.	<ul style="list-style-type: none"> • Accommodation to facilitate re- structure in full (Winchester/Portsmouth) • Premises detail – signage etc • Administration detail – stationary etc • Communication detail – phones/callsigns etc • Public awareness detail – advertising etc
Introduce new fire safety legislation (Regulatory Reform Order) in line with Government guidelines and protocols.	<ul style="list-style-type: none"> • Guidance documentation • Training packages • Awareness literature • Legal advisor usage • Identified requirements following central guidance and introduction
Adopt a risk based inspection programme as per Fire Precautions Act Circular 29 (Draft), targeting resources against high risk.	<ul style="list-style-type: none"> • IT hardware provision to facilitate remote working and inspection capability • Data sharing facility with risk intelligence
Implement a structured development and training strategy for all staff.	<ul style="list-style-type: none"> • Facilitate training delivery post (This is an establishment growth) • Provision of training materials • Higher education and professional registration fees
Consider the outcomes of the Best Value Review of Fire Safety in line with the modernisation agenda, new fire safety legislation and integrated risk management planning.	<ul style="list-style-type: none"> • To be identified following the review of action plan

<i>Strategy – Year 1 Action Plan</i>	<i>Resource Requirements</i>
Review administration arrangements in line with functional design.	<ul style="list-style-type: none">• Provision of additional IT hardware• Accommodation for facilitation of CAD work stations• Accommodation of administration posts
Generate greater education of business and commerce through partnerships and extensive development of the web site.	<ul style="list-style-type: none">• Promotional activity, seminars etc.• Development of the website
Develop pre and post-incident protocols, including the management of unwanted fire signals.	<ul style="list-style-type: none">• Maintenance of Fire Safety competence levels for operational staff
Coordinate an integrated strategy to promote the use of sprinklers for domestic, residential and commercial premises.	<ul style="list-style-type: none">• Promotional and marketing activity• This is linked directly to educating business and commerce
Develop exchange of information protocols for internal and external stakeholders.	<ul style="list-style-type: none">• Data sharing facilitation between internal and external data providers
Develop a more comprehensive and meaningful set of management Performance Indicators and benchmarking protocols.	<ul style="list-style-type: none">• To be identified as developed

INTEGRATED RISK MANAGEMENT PLAN

RESOURCE REQUIREMENTS FOR INTERVENTION - YEAR 1

Below are the identified resource requirements for implementing the improvements detailed in the year one improvement plan strategies.

<i>Strategy In Year One Plan</i>	<i>Resource Requirement</i>
Protect people from fire and its consequences and from a range of other hazards in an effective and efficient manner.	Specialist rescue roles as well as keeping up with fire fighting developments will require new equipment, training and duty systems to deliver these in an efficient manner. These resource requirements will be determined by the HFRAs determination of what specialist rescue roles they will undertake.
Determine new response standards to replace the existing National Standards of Fire Cover.	The development of GIS is an essential element in determining and maintaining standards. The Command, Control and Communications centre is due for upgrade or replacement by 2007. The provision of dynamic mobilising, dynamic standbys and predictive analysis will be an essential element in the provision of service for the future.
Response options to be reviewed to allocate calls to one of three new categories.	GIS and an upgraded Command, Control and Communications system will be required to support this.
Operate a call challenge policy. Prioritise all calls received at the command and Control Centre.	This will form an integral part of the Command, Control and Communications facility.
Apply new response options.	Data sharing facilities between internal and external functions/organisations need to be improved.
Expand collaboration opportunities to explore other service providers.	This will be an integrated review utilising information that will be generated using the systems that are required by the "Fire Intelligence" team.
Develop Mutual assistance policy.	Regional facilities for Civil Protection need to be agreed and developed.
Expand and develop the role of the "Fire Intelligence Team" to ensure integrated risk management.	Data sharing facilities between internal and external functions/organisations need to be improved.
Review PDAs ready for Year 2.	This will be an integrated review utilising information that will be generated using the systems that are required by the "Fire Intelligence Team"

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INTEGRATED RISK MANAGEMENT PLAN

PERFORMANCE MANAGEMENT INDICATORS

The following indicators have been used to benchmark HFRS performance. These indicators will be used as the Performance Management Indicators to measure the effectiveness of the IRMP.

- 1) Speed of response to all emergency incidents
- 2) Expenditure per head of population on the provision of fire and rescue services (as per BVPI 150)
- 3a) Total incidents per 10,000 population
- 3b) Comparison of all incidents per 10,000 population
Incorporates BVPI 146 Total number of calls to malicious false alarms per 1,000 population (shown per 10,000 population), and
BVPI 149 False alarms caused by automatic fire detection apparatus per 1,000 population (shown per 10,000 population)
- 4) Number of deaths arising from accidental fires in dwellings per 100,000 population (as per BVPI 143i)
- 5) Number of people injured in accidental fires in dwellings per 100,000 population (as per BVPI 143ii)
- 6) Number of deaths arising from all incidents other than accidental fires in dwellings per 100,000 population
- 7) Number of injuries arising from all incidents other than accidental fires in dwellings per 100,000 population

HAMPSHIRE FIRE AND RESCUE SERVICE
INTEGRATED RISK MANAGEMENT PLANNING
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