Hereford & Worcester Fire Authority

PROTEGENS POPULUM

2014 - 2020

Community Risk Management Plan

COMMUNITY RISK MANAGEMENT PLAN 2014-2020

Contents

WELCOME AND INTRODUCTION

There's an old saying that 'nothing is permanent except change'. That's as true for our Service as it is for anyone else. The whole of this plan is about change and how we deal with it. It's about how *risks* are changing and how the *resources* we have available to deal with them are changing. It's also about how *we* are changing to meet the different challenges this brings.

We are pleased to present the Community Risk Management Plan 2014-2020 (the CRMP). The Plan sets out how we intend to make our area safer, how we plan to reduce the number of emergency incidents we need to attend and, above all, how we will work within our communities to keep people safe in the coming years.

The CRMP explains what we do to tackle risks to our communities, to our firefighters and to the effectiveness and efficiency of our services. It follows guidance called the Fire and Rescue National Framework for England, published by the Government in 2012[1], which sets out what is expected of fire and rescue authorities in making their communities safer.

It's called the CRMP 2014-2020, because we want to make it really clear it's about delivering sustainable services for our communities, and we want to look further ahead to 2020 rather than just the three years for which we traditionally plan. Working towards and beyond 2020 is also a theme being championed by the Chief Fire Officers Association through their Fire 2020[2] research, which looks at how a mix of social, economic, environmental and political factors might shape the future working environment for fire and rescue services.

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[1] Fire and rescue national framework for England, DCLG © Crown copyright 2012

[2] The Fire 2020 interim report, August 2012 published by the Chief Fire Officers Association (CFOA), the professional voice of the UK fire and rescue service.

TACKLING THE FINANCIAL PRESSURES

The Plan has been prepared at a time of significantly reduced levels of public sector spending for the foreseeable future, which is presenting challenges to all fire and rescue services. We cannot gloss over the seriousness of the issue: **dealing with the ongoing financial pressures is, without doubt, our greatest challenge in many years.**

In the last few years, we have had to reduce our budget. Up until now, we have managed to do so without having any noticeable impact on the level and quality of services we deliver. In fact, since 2011-12, we have cut £2.5 million from our budget, not just as a one-off reduction in that year but permanently.

We were faced with having to make further savings of £4.7 million between now and 2016-17; that's the size of the gap between what we currently need to keep delivering our services and the actual money we get from the Government and local council tax. And that gap will still be there in each following year. We simply have to find ways of delivering our services on much less money: this is an unprecedented challenge but one we must take on.

From the sheer scale of savings needed, it is impossible not to have an impact on services and it is clear all parts of the Service will have to share the burden, from our support services to our frontline firefighting and rescue functions.

In preparing the Plan, we took a fresh look at everything we do. We looked at all the main strands of our work – prevention, protection, response and resilience – as well our organisational support services. Starting with an assessment of risks, we examined how we are organised to deal with risks now and in the future, and we have considered how best to deliver our services in the coming years.

Following these reviews, we believe we can meet the challenge. Up until 2016-17, we will be making close to three-quarters of the savings needed away from the frontline. This will be achieved mostly through internal efficiencies, including changes to how we deliver prevention and protection services and more management and support office reductions. But that still left a gap of £1.7 million that can only be addressed from within frontline services.

The stark reality is that we have simply run out of options to make the savings we need away from the frontline.

Our frontline means our fire and emergency response services – our fire stations, fire engines and firefighters – and we fully appreciate any plans to reduce the level of cover they provide is of utmost concern to our communities as is it to us.

*M*AKING THE CHANGES NEEDED

We ensured **our review of fire and emergency cover only identified where reductions in the level of cover could be made that had the least impact on our communities.** It found that cover could be reduced in some areas without adversely affecting the overall level of risk across the two counties.

We appreciate any decisions on reducing fire cover would need to reflect a full understanding of the local impacts. Therefore, in October 2013, we published a draft CRMP for public consultation. It presented a proposal to reduce the Service's fleet by removing up to ten fire engines. This would still provide satisfactory and appropriate levels of fire cover across the two counties when compared to existing fire cover in other areas of the Service and the availability of resources.

Since then, however, the financial situation facing the Service has improved to some extent and, in the light of consultation responses and further deliberation by Members of the Fire Authority, an alternative proposal has been agreed. The alternative involves making changes to crewing systems and the number of firefighters on fire engines at certain stations and the removal of two engines from the Service's fleet. It will provide an enhanced level of fire cover at some fire stations better than in the original proposal, which will help to maintain

an additional level of resilience within the overall system of fire cover in the Service.

The changes to fire cover involve removing 44 fulltime firefighter posts, making annual savings of £1.6 million from 2016-17. Removing two on-call fire engines will deliver further annual savings of around £90,000. Such decisions are not taken lightly, and we appreciate the strength of people's feelings toward their fire service. We will ensure that changes are implemented in a most sensitive way, and we will work closely with affected firefighters and their union representatives to make sure the overall impact is reduced as far as possible. Additional plans to remove a number of other uniformed management posts will also deliver further savings in the next 12 months.

There are more savings still to be found, and we must ensure the CRMP is delivered in a way that balances our available resources against the assessment of risk, while maintaining an effective fire and emergency response service across the two counties.

We want to be able to show that every pound we spend brings the most benefit possible and has the greatest impact on tackling risk.

PLANNING FOR THE FUTURE

We are confident we have the right people to deliver the Plan and tackle the financial situation. We are proud our Service continues to make improvements in how we do things: we have driven down the number of incidents we attend by over 25 per cent in the last ten years, we have made considerable savings and efficiencies over the years and we have built a strong reputation for delivering a high-quality service at a very low cost. We have a strong management team and a very clear focus, and we have committed staff determined to maintain excellent services for our communities.

As we said earlier, 'nothing is permanent except change' and we are conscious our planning must also adapt to the circumstances that may face us in the future. This means we must remain open to finding new and more effective and efficient ways of delivering our services, however challenging they may be. Whatever changes we may need to make in the future, we will ensure they continue to address our overall aim of providing our communities with sustainable, high quality firefighting, rescue and preventative services.

To assist the communities of the two counties to understand the impact we are making with the resources available and to judge the service they are getting, we will report our progress through annual action plans and Statements of Assurance. We welcome your thoughts and views on the Plan now and as it develops over the coming years.

Finally, we would like to record our appreciation to everyone who responded to the consultation and to everyone who has worked with us to finalise the proposed changes to fire cover. We welcome their ongoing input as we continue to deal with the challenges we face as we deliver the CRMP, and we invite anyone with an interest in the future of the Fire and Rescue Service to continue challenging us in the coming years.

Cllr. Derek W. Prodger MBE, Chairman of the Fire Authority

Mark J. Yates QFSM, Chief Fire Officer/Chief Executive

HOW THE PLAN IS ORGANISED

The Plan sets out our overall approach to how we will be delivering our services in the future. It is based on our understanding of the risks we face across our two counties and our considered view on how we can continue to deliver the best service we can with the reduced resources available.

It has five chapters:

Underlying Issues	A look at the national and local focus with an overview of our two counties and the wider influences and pressures affecting our Service. It describes our overall strategy and includes a review of what we've achieved since our last Plan.
Understanding Risk	The risks affecting the safety of our communities and our Service as a whole. The chapter sets out what we understand by risk and how it is changing over time, as well as assessing the impact of risk from a local and wider perspective.
Tackling Risk	An explanation of how we organise the Service to keep people safe though a range of prevention, protection and response services. It also looks at what resources we have to deliver our services, including employees, fire stations, fire engines and equipment.
Delivering Our Services	Setting out the changes to be made to the way we provide fire and emergency cover (response) services in the light of changing risk profiles and working within the reduced resources available.
Outcomes 2020	A look ahead to where we want to be in 2020, bringing together our plans for the future into a series of outcomes so we continue to challenge ourselves to deliver a more effective, efficient and sustainable service in the future.

A NOTE ON THE STYLE OF THIS PLAN

It's important to make the Plan as easy to understand as possible. We want you to be able to understand what we're doing and why, and be able to form a view about how well – or not – we're doing.

We've tried to keep the jargon to a minimum in the Plan and we've included a glossary in Appendix 2 to explain any technical terms or phrases we have had to use.

We also want to you to be able to easily find the background documents and reports produced in the preparation of the CRMP. The following table provides direct links to these documents and reports, which can be found on the Service's website.

Timeline and links to related documents

3 October 2013	Report to Fire Authority 03-10-13 and publication of the Draft CRMP 2014-2020 for public consultation
19 February 2014	Report to Fire Authority 19-02-14 and publication of the Consultation Report for the CRMP 2014-2020
9 June 2014	Report to Fire Authority 09-06-14
1 October 2014	Report to Fire Authority 01-10-14
January 2015	Publication of the approved CRMP 2014-2020

THE AUTHORITY AND THE SERVICE

Throughout the Plan, we refer to the Fire Authority and the Fire and Rescue Service. It is important to understand the distinction between the two, and this is explained in the panels below.

Hereford & Worcester Fire Authority	The *Authority* is the governing body of the *Service* and through the *Authority* the *Service* is answerable to the general public for its actions and performance.
	The Authority is a legally required fire and rescue authority[3] that ensures the Fire and Rescue Service is able to carry out its duties in relation to fire prevention, fire safety, firefighting and rescues, including from road traffic collisions and other emergencies, such as flooding.
	An important role is to collect funding from the local councils through a *precept*, which is a portion of council tax allocated to deliver its services; it also receives a small proportion of local business rates and grant funding from the Government. With this the Authority sets a budget and approves the overall direction for the Service.
	The Authority is also responsible for appointing the Chief Fire Officer/Chief Executive. It holds the Chief Fire Officer to account, and ensures the Service has the right people, equipment and training to carry out duties efficiently and in the best interest of the public and community it serves.
	The Authority is made up of 25 local councillors – six from Herefordshire Council and 19 from Worcestershire County Council. The composition reflects both the balance of population and the political make-up of the two councils.

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[3] The Authority is responsible for the provision of fire and rescue services under the Fire and Rescue Services Act 2004.

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Hereford & Worcester Fire and Rescue Service	The *Service* delivers the services required by the *Authority*. It is led by the Chief Fire Officer/Chief Executive and a Senior Management Board. The Service employs just under 800 full-time and part-time staff, most of whom are highly trained firefighters.
	There are 27 fire stations across the two counties, plus a service headquarters, training centre and stores/workshop. A fuller description of the work of the Fire and Rescue Service is set out in Chapters 3 and 4.

Underlying Issues

1 UNDERLYING ISSUES

We aim to provide our communities with sustainable, high quality firefighting, rescue and preventative services.

How we deliver our services is shaped by our understanding of the needs of our communities and the issues facing our two counties. This chapter provides a background to services and plans set out later in this Plan.

THE NATIONAL FOCUS

In 2012, the Government issued a guidance document for fire and rescue authorities called the **Fire and Rescue National Framework for England**[4]. It highlights the importance of understanding and tackling fire and rescue risks, and stresses services should be delivered in a way that is open and accountable to communities.

The Framework sets out three priorities for fire and rescue authorities:

- ❖ **Identify and assess the full range of foreseeable fire and rescue related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately**

- ❖ **Work in partnership with their communities and a wide range of partners locally and nationally to deliver their service**

- ❖ **Be accountable to communities for the service they provide.**

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[4] Fire and rescue national framework for England, DCLG © Crown copyright 2012

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The Framework also sets out some specific requirements for what needs to be in this Plan to make sure:

- assessments of foreseeable risks include those risks that might cross into other areas or involve other authorities or have a national focus, such as widespread flooding or the threat of terrorist attacks;

- the plan considers community risks and national resilience issues identified by other organisations and through other risk analysis;

- prevention, protection and response activities are well used to reduce the impact of risk on communities, including working with others to maximise their effectiveness and reduce costs;

- protection work with businesses follows fire safety regulations;

- response to incidents such as fires, road traffic accidents and emergencies includes provisions for working with other fire and rescue services where necessary;

- the Plan is easily accessible and publicly available, reflects effective consultation, uses up to date risk analysis and outcome evaluation techniques, and covers at least three years with regular reviews, *and*

- there is an annual assurance statement showing all requirements are being followed.

The full requirements are listed in Appendix 1 and are addressed throughout the rest of this document.

ABOUT OUR TWO COUNTIES

The Fire Authority's area covers the two counties of Herefordshire and Worcestershire, some 1,500 square miles. It's a very attractive place in which to live, with most people living in areas surrounded by beautiful landscape and rich countryside. There is a population of about 750,000 people, the majority of whom live in Worcestershire.

Figure 1: Areas with high population concentrations (shaded blue), 2011 Census
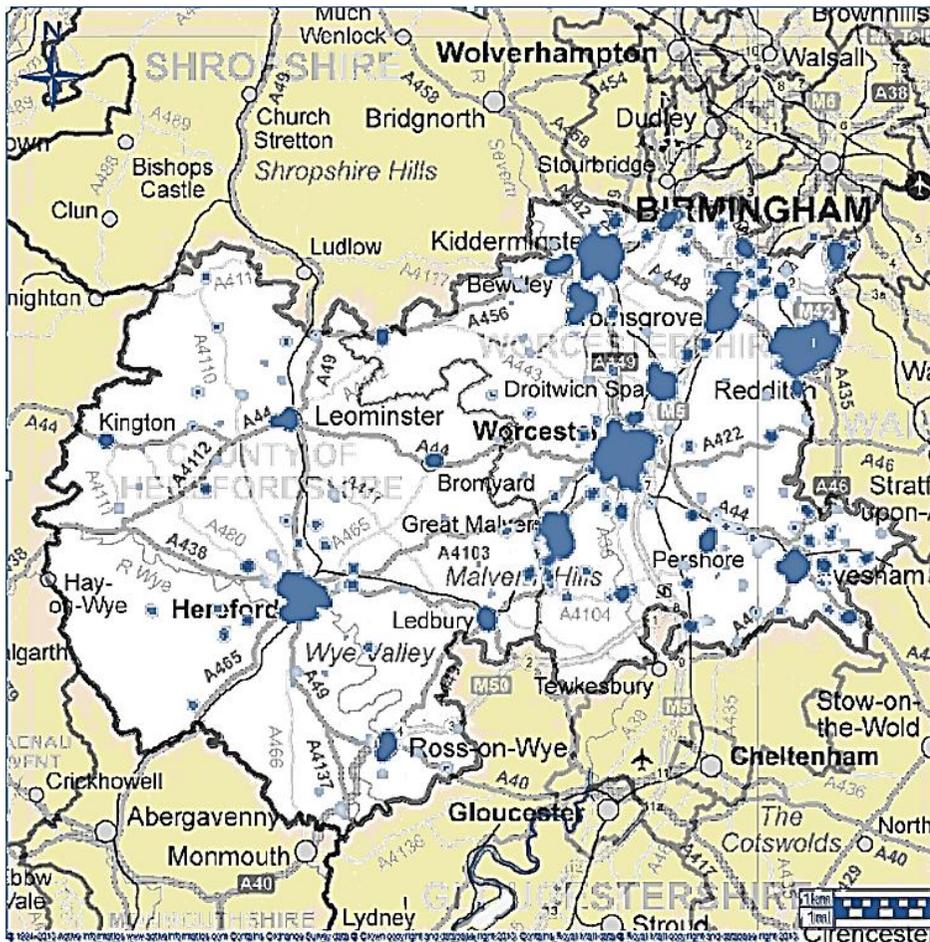
Both counties are largely rural; about a third of Worcestershire's 567,000 residents and more than half of Herefordshire's 183,000 residents live in rural areas. While having the smaller population of the two counties, Herefordshire is the larger by area and is one of the most sparsely populated counties in England.

In the 2011 Census, 98,700 people were living in the city of Worcester, followed by Redditch with 78,200 and the city of Hereford with 58,900 residents. The table below lists the population of the main towns in the two counties.

Herefordshire		Worcestershire			
Hereford city	58,900	Worcester city	98,700	Evesham	23,400
Leominster	11,700	Redditch	78,200	Stourport	20,300
Ross-on-Wye	10,600	Kidderminster	55,100	Bewdley	11,300
Ledbury	9,600	Malvern	34,200	Pershore	7,100
Bromyard	4,500	Bromsgrove	32,300	Upton	2,700
Kington	3,200	Droitwich	23,500	Tenbury	2,200

Sources: Census 2011 – Office for National Statistics; Facts and Figures – Herefordshire Council; Population Statistics – Worcestershire County Council

Like most other areas in the UK, there are social and economic differences across both counties. Some parts are relatively prosperous while others are more deprived; some have an ageing population while others have a younger profile. Given the rural nature of much of the two counties, in some places services are not as accessible as in others.

If we are to plan ahead to 2020 successfully, we need to understand how issues like these shape our two counties, how they might change in forthcoming years, what risks they pose and how they impact on how we deliver our services.

ISSUES FACING THE TWO COUNTIES

To help to understand the issues in more detail, we have used expert analysis carried out by our partners in local authorities[5]. We have also taken account of the findings of the Chief Fire Officers Association's 'Fire 2020'[6] research project, which looked at what changes the future may hold and the potential implications they may have for fire and rescue services. We have also held workshops with some of our own officers and councillors from the Fire Authority to get a more local view on the specific issues of concern for our Service.

Three main issues stand out, which give a good picture of what our Service will be dealing with over the next few years:

- the economic situation,
- population growth and change,
- environmental changes.

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[5] see Understanding Herefordshire and Worcestershire County Council – Research & Feedback.

[6] see Fire 2020 interim report CFOA, August 2012

The economic situation

This is the most pressing issue: nationally, we are in a period of prolonged austerity, which some predict will last for the duration of this Plan. At the same time costs are rising for everyone and many people's personal circumstances are getting increasingly difficult; it is estimated that more than one in five households in the two counties are living in poverty[7].

Some of the economic issues documented by local authorities in Herefordshire and Worcestershire include:

- Housing is becoming less affordable, particularly in rural areas and there is a move towards people renting rather than owning homes because of the difficulties of buying;

- More than one in four houses in Herefordshire is in a poor condition, with some 22,000 houses categorised as non-decent through their state of repair, a lack of modern facilities and poor heating;

- Single parent households are much more likely to live in poverty;

- There is evidence that the gap is growing between those people who are most deprived and those who are better off;

- Increasing energy demand coupled with increasing costs of bills is leading to fuel poverty;

- While unemployment is low, there are fewer people in qualified jobs than average and there are high rates of young people claiming benefits.

Issues like these are of particular concern because the households most affected are more likely to be at higher risk of fire than others. The issues are also more prevalent in areas experiencing high levels of deprivation. National and local research shows that there is a strong link between deprivation and fire[8]. Chapter 3 discusses this link in more detail.

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[7] see Glossary for definition; see also Herefordshire Council - Facts & Figures and Worcestershire County Council – Economic Summary.

[8] research carried out by Greenstreet Berman Ltd. presented in 'Fire and Rescue Service partnership working toolkit for Local Area Agreements' DCLG 2008

Population growth and change

The population of both counties is increasing. By 2020 there are likely to be around 774,000 people living in the Service area, 24,000 more than in 2011. The largest change is predicted to be an increase in the number of older people; in 2011 people aged 60 or over represented about one in four of the total population, and by 2020 this is likely to rise to almost one in three[9].

Some of the issues of particular concern[10] are:

- As medical advances are helping people to live longer than ever before, we expect to see greater numbers of older people living with some form of impairment, such as a limiting long-term illness, reduced mobility, hearing and visual impairments, and mental health issues including depression and dementia[11];

- There is likely to be an increase in the number of older people living alone, and social isolation is a particular issue as much of the Service area is remote and sparsely populated;

- Household size is getting smaller and more people are going to be living alone in the future;

- Health issues are also a concern, particularly the numbers of people becoming obese, smoking, taking drugs or drinking too much alcohol;

- People in more deprived areas tend to have a lower life expectancy and also spend more of their shorter lives with a disability.

Research into the categories of people who are more likely to have fire incidents at home, especially people who get injured or killed by fire, shows the groups of people listed above share many of the characteristics of fire victims[12]. We work closely with local authorities and other agencies to make sure our fire prevention activity is targeted at these groups.

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[9] see Herefordshire Council – Population Forecasts and Worcestershire County Council - Population Projections.

[10] see 'Fair Society, Healthy Lives' (The Marmot Review) 2010 © The Marmot Review, Ageing Safely, CFOA 2013, and Joint Health & Well-being Strategy 2013-16, Worcestershire Health & Well-being Board 2013

[11] see CFOA 'Fire and Rescue Services' Pledge on Dementia'

[12] 'Learning Lessons from Real Fires: Findings from Fatal Fire Investigation Reports' (Research Bulletin no. 9, June 2006, DCLG)

Environmental changes

There are signs the weather is becoming increasingly unpredictable: we expect to see an increasing tendency towards more extreme weather, with more periods of flood, storm and drought. Many parts of the Authority's area are vulnerable to the risk of flooding, and flooding has become more frequent. In such a large rural area, much of our natural and agricultural landscape is also vulnerable to fire should there be extended periods of drought.

This unpredictability is a particular challenge for the Service, which needs to be ready for all eventualities. It can have severe impacts on the natural environment, homes, businesses, travel and insurance costs as well as being a serious risk to life and the safety of firefighters; it also place a considerable demand on the Service's resources.

To ensure we are able to respond quickly and safely in the event of widespread flooding or grassland fires, we maintain tactical plans for areas at particular risk, such as the Malvern Hills and organise specific training in techniques such as water rescue. Training is discussed further in Chapter 3.

Changing economic, demographic and environmental conditions represent significant areas of concern for the Fire and Rescue Service, because we need to be able to respond to the impact such changes may have on our ability to deliver an effective service now and in the future.

OUR STRATEGY

Safety is firmly at the heart of everything we do, now and in the future. To reflect this when delivering our services and when planning ahead, we have reshaped and simplified our overall strategy. Called 'Our Strategy', its Core Purpose provides a clear statement of intent:

We will provide our communities with sustainable, high quality firefighting, rescue and preventative services.

Everything we do is supported by three firm principles against which we can be measured and judged:

- ❖ **ensuring firefighter safety,**

- ❖ **ensuring community safety,**

- ❖ **ensuring the delivery of quality services.**

Our Strategy relies on all parts of our Service – everyone from frontline firefighters to support staff and community safety volunteers – working together to deliver our services and plans.

Our philosophy is simple: we want to have the right people with the right skills and training in the right place at the right time; and we want to do the right things in the right way for the right people in a timely, inclusive, open, honest and accountable manner.

The strategy is illustrated in Figure 2 on the following page.

Figure 2: Our Strategy

Core Purpose

We will provide our communities with sustainable, high quality firefighting, rescue and preventative services

We will deliver this through

- Ensuring firefighter safety
- Ensuring community safety
- Ensuring the delivery of quality services

Built on these foundations

Fleet & Equipment

We will provide and maintain the right fleet, tools and equipment to ensure our staff can do their jobs effectively

People

We will ensure we have the right people, with the right skills and training to carry out the right job at the right time

Building & Infrastructure

We will provide appropriate premises in the right locations that enables our staff to carry out their roles effectively

Resourcing for the Future

We will ensure that our actions now will secure our long term future

Services

We will deliver targeted and quality services with the resources available to us

Fire & Rescue Authority

We will engage with FRA Members in strategic matters affecting the Service

How we organise our services

The Service is organised across three geographic Districts: North, South and West. This enables us to balance how we deliver services throughout the two counties and how we provide support to our seven neighbouring fire and rescue services. Figure 3 opposite shows how our Districts and fire stations are arranged.

The two counties are served by 27 fire stations; 13 in Herefordshire and 14 in Worcestershire. These fire stations are located in the two cities and main towns to provide an appropriate response as soon as an emergency call is received. Every fire station has an on-call crew of firefighters (known as retained firefighters), who are part-time employees living or working locally to their fire station and able to respond quickly should they be called.

Figure 3: Service Map
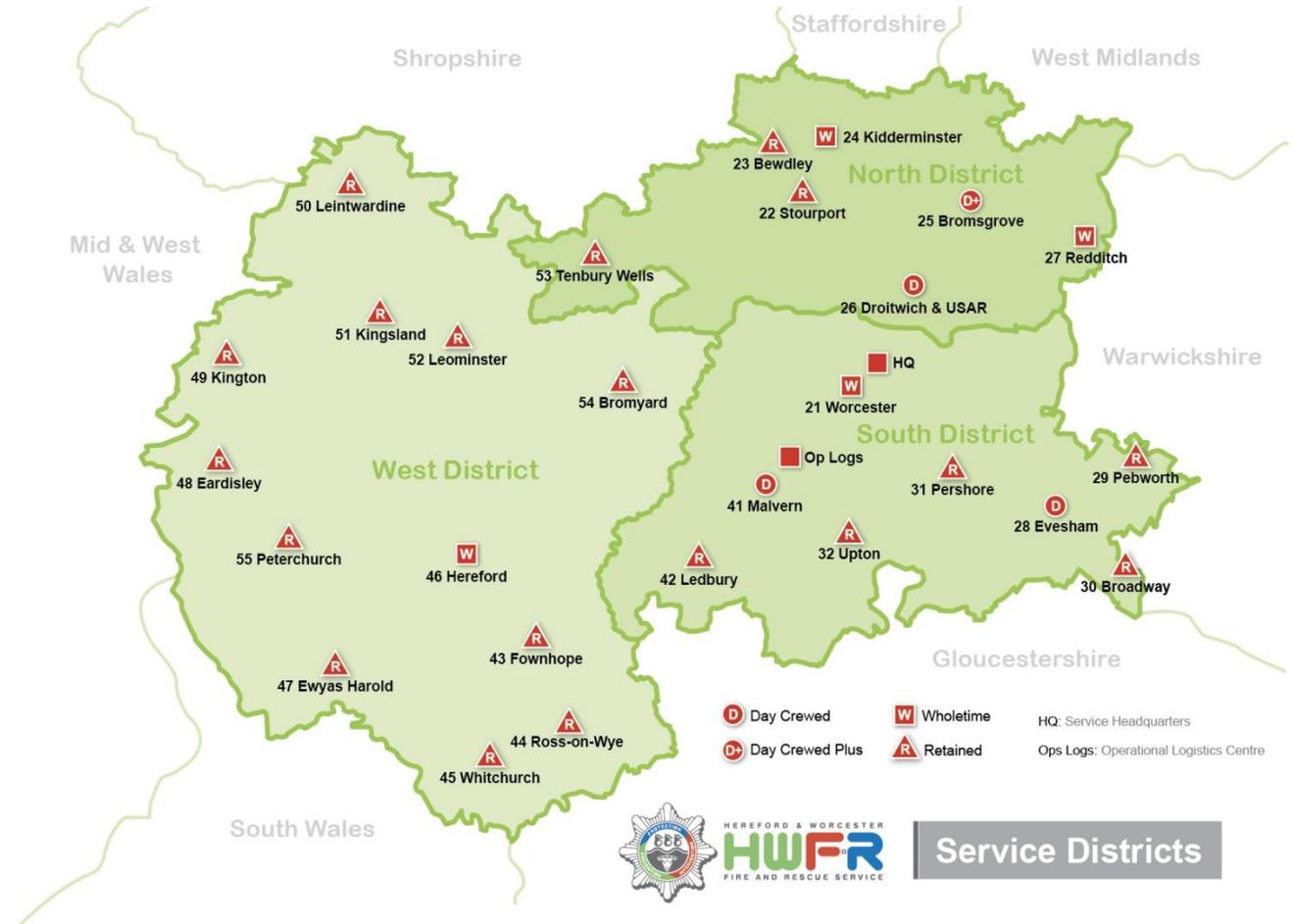
The five busiest fire stations are permanently crewed by firefighters 24 hours a day, every day of the year; these are known as wholetime fire stations[13]. Three other fire stations are permanently crewed during the day and by on-call firefighters during the night; these are known as day crewed fire stations[14]. The other nineteen fire stations are crewed by on-call firefighters. The CRMP arrangement of fire engines at fire stations is shown at Appendix 3.

The crewing arrangement at Bromsgrove Fire Station was reviewed as part of the 2011-12 IRMP Action Plan and the Fire Authority agreed a change to a self-rostering system called Day Crew Plus. Firefighters at Bromsgrove began working this new system in April 2014.

We receive around 10,000 emergency calls each year requesting assistance at a wide variety of incidents, including property and countryside fires, road traffic collisions, collapsed structures, water rescues, hazardous materials and people and animal rescues. Up to 2011-12 we attended around 8,000 incidents each year. In 2013-14 this was down to about 6,600 incidents, just over 125 incidents a week.

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[13] Worcester, Redditch, Hereford, Kidderminster and Bromsgrove fire stations.

[14] Droitwich, Evesham and Malvern fire stations.

Previous Integrated Risk Management Plan actions

Through previous plans (called Integrated Risk Management Plans) and related action plans, we introduced new and innovative ways of working in some areas. We are also investigating opportunities presented by areas such as more flexible working shifts and collaborative working. The panel below provide information on our last Plan.

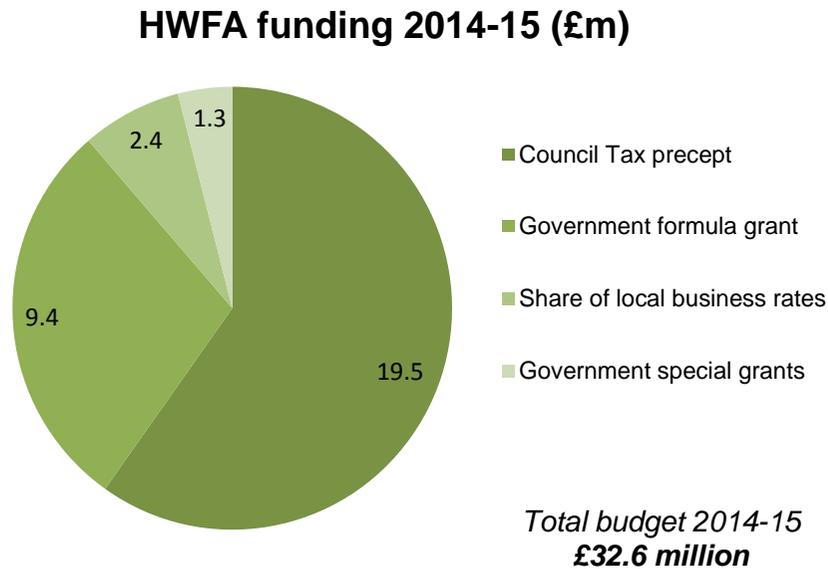|	
IRMP 2009-2012[15]	Our last Integrated Risk Management Plan was published in 2009. It set out how we would tackle fire and rescue risks, improve the safety of our communities, keep our firefighters safe and well trained, and how we would make sure we deliver our prevention, protection and response services more effectively and efficiently. It also introduced a revised attendance standard for measuring how long it takes us to reach fires in buildings. This helps to make sure we keep a strong focus on saving lives across both rural and urban areas of the two counties. The Plan was supported by annual action plans, which set out which actions were taken each year to deliver the aims set out in the Plan.

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[15] Integrated Risk Management Plan 2009-12, Hereford & Worcester Fire Authority, 2009

FINANCIAL ISSUES FACING THE FIRE AUTHORITY

The biggest challenge facing the Fire Authority is the need to maintain a balanced budget at a time when public finances are being reduced. In balancing the budget, the Authority must ensure the Service continues to deliver a high quality public service that keeps both communities and firefighters safe.

The Authority's funding comes from two main sources: central government grant (approximately 33 per cent of the total) and local council tax/business rates (67 per cent) collected in Herefordshire and Worcestershire. The council tax contribution from a Band D property is currently £75.06 a year (Bands A, B and C pay less while Band E and higher pay more). For a Band D council tax payer, this is about 21p a day. Figure 4 below shows a breakdown of the 2014-15 budget and Figure 5 shows how the budget is spent.

Figure 4: Funding sources 2014-15

HWFA funding 2014-15 (£m)

- Council Tax precept
- Government formula grant
- Share of local business rates
- Government special grants

Total budget 2014-15
£32.6 million

Figure 5: HWFA budget 2014-15

How the budget is spent (£m)

- Uniform staff, inc. Fire Control
- Fleet, Equipment, ICT & Property
- Support staff - on, or directly supporting, frontline services
- Support staff - 'back office'
- Fixed' costs (Pension, Insurance, Capital Financing
- Other

Total budget 2014-15
£32.6 million
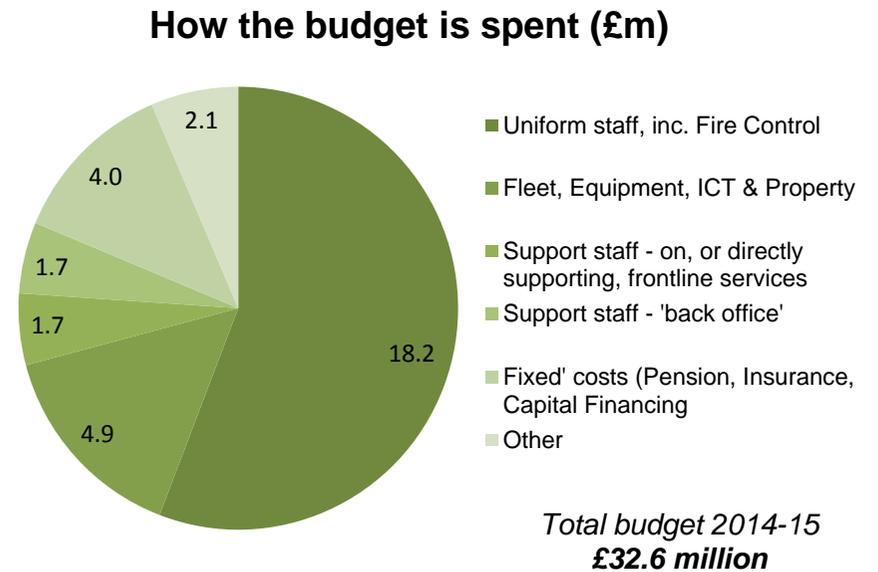
The Government grant for fire and rescue authorities was reduced nationally by 8 per cent in 2014-15 and potentially by a further 8 per cent for 2015-16, so it is reasonable to expect our Authority will also receive a smaller grant. Council tax has been frozen for the last three years and difficult decisions will need to be taken by the Authority on the level of council tax required for the future.

While our grant is reducing significantly, council tax has remained static and considering the general level of inflation, predicted wage and fuel increases and an increase in business rates, we also expect inflation to go up. In plain terms, this means cuts have to be made to balance the budget. The Fire Authority is legally obliged to set a balanced budget and cannot intentionally overspend.
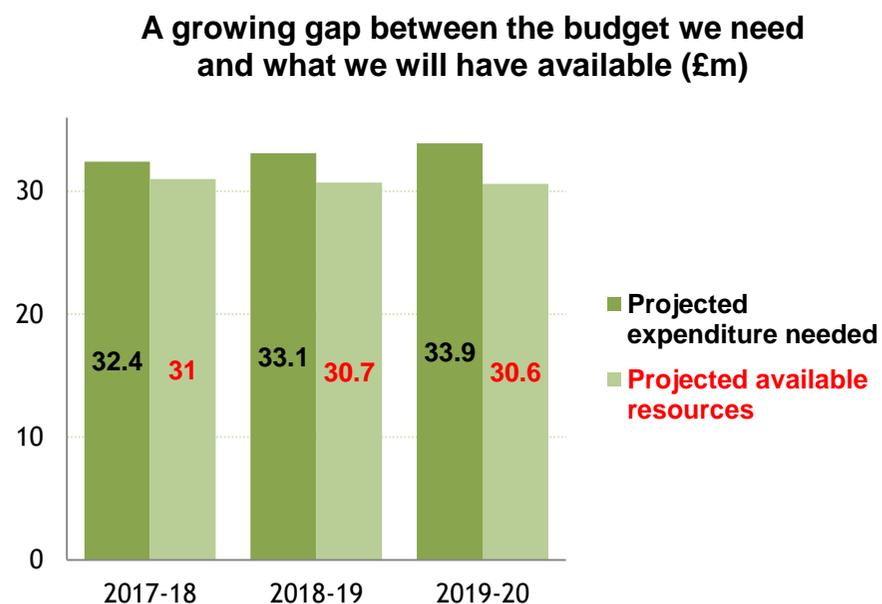
The following graph (Figure 6) shows how the gap between what we need to deliver our services and what we are likely to have available is projected to grow.

Taking all these factors into account, including the savings reported in this document, we expect to have to make savings of £3.3 million[16] by 2019-20. We also expect this to be phased over three years, so in 2017-18 it would be a reduction of £1.4 million, in 2018-19 a further £1 million and then another £0.9 million in 2019-20. This means that in

every subsequent year from 2019-20 the difference between the budget we need and the funds we have available will be at least £3.3 million. These latest reductions would take the year-on-year total cuts to our budget to around £9.9 million since 2011-12.

Figure 6: Projected budget gap 2017-20

A growing gap between the budget we need and what we will have available (£m)

- Projected expenditure needed
- Projected available resources

With an historically low government grant over the years the Fire Authority is used to making the most of what it has and still maintains an excellent performance in improving community safety and delivering value for money.

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[16] This is our best estimate at November 2014, as we don't normally get exact figures for government grant until just before each financial year.

Finding the savings needed

Up to 2016-17, some £4.9 million of savings from the annual revenue budget have been achieved, mostly through reducing the size of the workforce (including senior and middle management and support staff, as well as changing the crewing system at Bromsgrove Fire Station) and by cuts to spending budgets. This has been achieved without any noticeable impact on the quality of service we deliver to communities. However, there is a limit to how far staff numbers and budgets can keep being cut back before they start to make a noticeable impact.

We reported earlier how it has been necessary to find a further £1.7 million from frontline services as a result of the fire cover review. The review identified where changes in cover can be made with the least overall impact on our communities. The proposed changes are described in 'Delivering Our Services' (Chapter 4 of this Plan).

So far we have managed to make substantial savings and reduce the size of our workforce without having an impact on the quality of frontline services we provide.

With a further £3.3 million savings to be found over the following three years, it will be impossible not to have a further impact on services. Given the scale of cuts needed, it is clear that all parts of our Service will have to take a share, from more cuts to support services and prevention and protection services through to the frontline response services – our firefighters, fire engines and fire stations.

Achieving 'more with less' has been a constant theme following the Government's 2010 Spending Review[17]. The need to find savings and make improvements without reducing the quality of frontline services to the public is also a theme taken up in an independent review of fire and rescue authorities carried out in 2013 for the Government by Sir Ken Knight, the former Chief Fire and Rescue Advisor. The report, Facing The Future[18], examined options for savings within and beyond the current spending review period. It looked at a number of broad areas in which fire and rescue services provide their services, including their staffing arrangements, how they work with other services and how they buy and contract for services.

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[17] The 2010 Spending Review, HM Treasury, © Crown Copyright 2010, covering the years 2011-12 to 2014-15 included a Spending Challenge to find 'practical ways to help deliver more for less.'

[18] Facing the future: findings from the review of efficiencies and operations in fire and rescue authorities in England, Sir Ken Knight CBE QFSM FIFireE), May 2013, © Queen's Printer and Controller of Her Majesty's Stationery Office, 2013.

These are all areas we have explored and have made considerable progress in achieving both improvements and efficiencies. The Service has a range of shift patterns suited to local circumstances, with over half of all firefighters being employed on an on-call basis (i.e. part-time employees). We are working with other services and local authorities, sharing facilities and services to improve their effectiveness and efficiency. We are also actively exploring ways in which we can achieve 'more with less' through further joint working with other fire and rescue services.

As a public service we have a responsibility to make sure we spend every penny wisely and as an emergency service we have an obligation to keep our communities as safe as we can. Despite the scale of the financial cuts, we are committed to finding the best ways to balance the resources we have against the risks faced by communities and firefighters across the two counties.
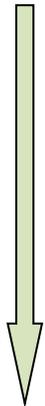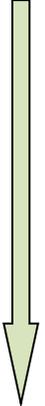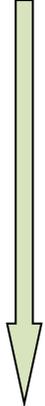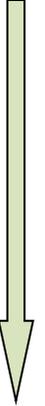
Understanding Risk

2 UNDERSTANDING RISK

Herefordshire and Worcestershire are two very safe areas for fire and rescue incidents: we aren't called to put out as many fires as we used to and we don't attend as many road traffic collisions or false alarms as we did 12 years ago. In fact, there's been a 30 per cent fall in the number of incidents we've attended since 2002, including a 50 per cent fall in the number of fires. However, we can't be complacent: even though the overall trend is downwards, the number of incidents we attend does vary from year to year. For example, there was a 12 per cent increase in fires attended in 2013-14 over the previous year. See Table 1 and Figure 7 below:

Table 1: HWFRS Incident Trends

Year	All Fires	% fall 2002-14	Special Service Incidents[19]	% fall 2002-14	All False Alarms	% fall 2002-14	Total Incidents	% fall 2002-14
2002-03	4,068		1,878		3,937		9,883	
2003-04	4,836		1,778		4,261		10,875	
2004-05	3,309		1,883		3,975		9,167	
2005-06	3,169		1,789		3,924		8,882	
2006-07	3,590		2,089		4,040		9,719	
2007-08	2,908		2,359		3,878		9,145	
2008-09	2,649		1,817		3,773		8,239	
2009-10	2,433		1,806		3,718		7,957	
2010-11	2,510		1,780		3,846		8,136	
2011-12	2,849		1,509		3,499		7,857	
2012-13	1,770		1,698		3,175		6,643	
2013-14	1,987	*-50%*	1,458	*-20%*	3,177	*-20%*	6,622	*-30%*

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[19] Everything that isn't a fire or a false alarm is called a Special Service Incident and includes road traffic collisions, flooding, rescues and spills/leaks.

Figure 7: Incidents attended by HWFRS with trendline

**All incidents in Herefordshire and Worcestershire
(2002-03 to 2013-14)**
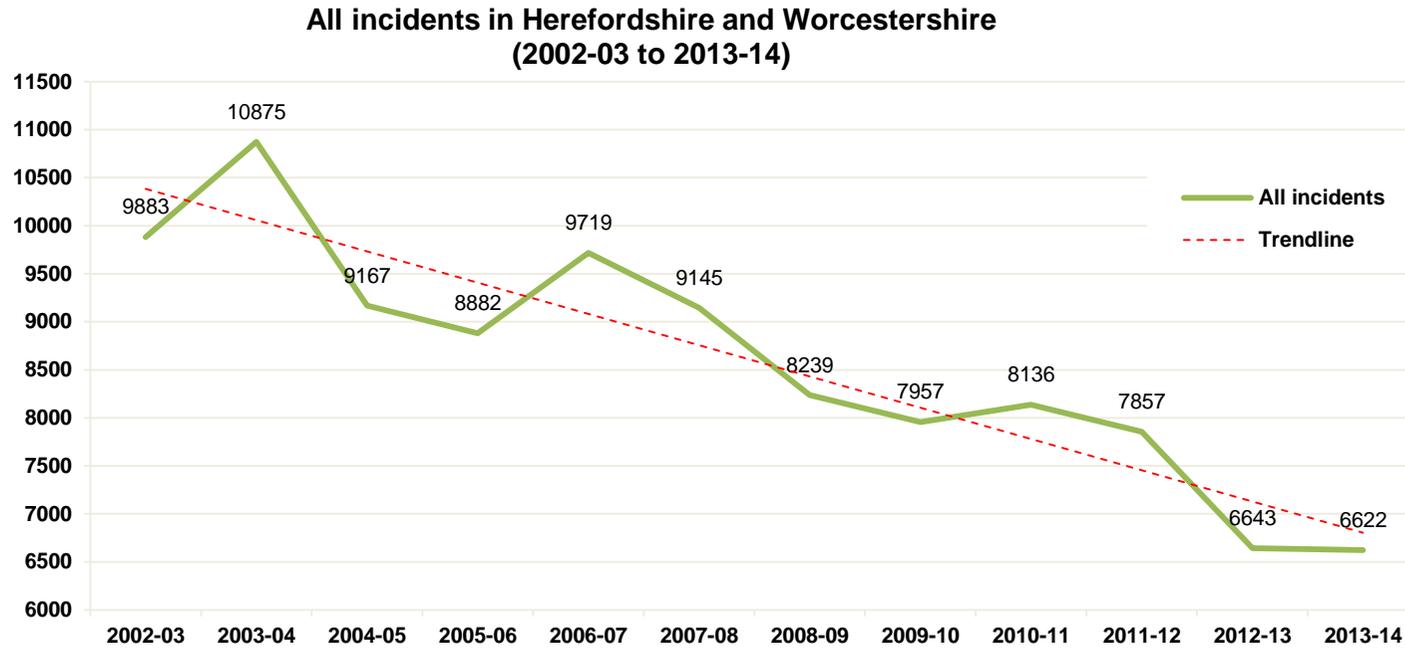
With the reduction in the number of fires and other emergencies, fire engines are called out on far fewer occasions than they were 12 years ago. However, within this overall trend there are variations between different types of incidents from year to year.

If we look at the main 'life risk' incidents the Service attends, the number of fires in the home (known as primary dwelling fires or PDFs) has fallen by about 23 per cent over the 12-year period, and the number of road traffic collisions (RTCs) attended has fallen by about 11 per cent over the same period.

Figure 8 below shows the general trend and fluctuations over time in the two main 'life risk' incidents.

Figure 8: Life risk incidents attended by HWFRS

All Primary Dwelling Fires (PDFs) and Road Traffic Collisions (RTCs) attended (2002-03 to 2013-14)
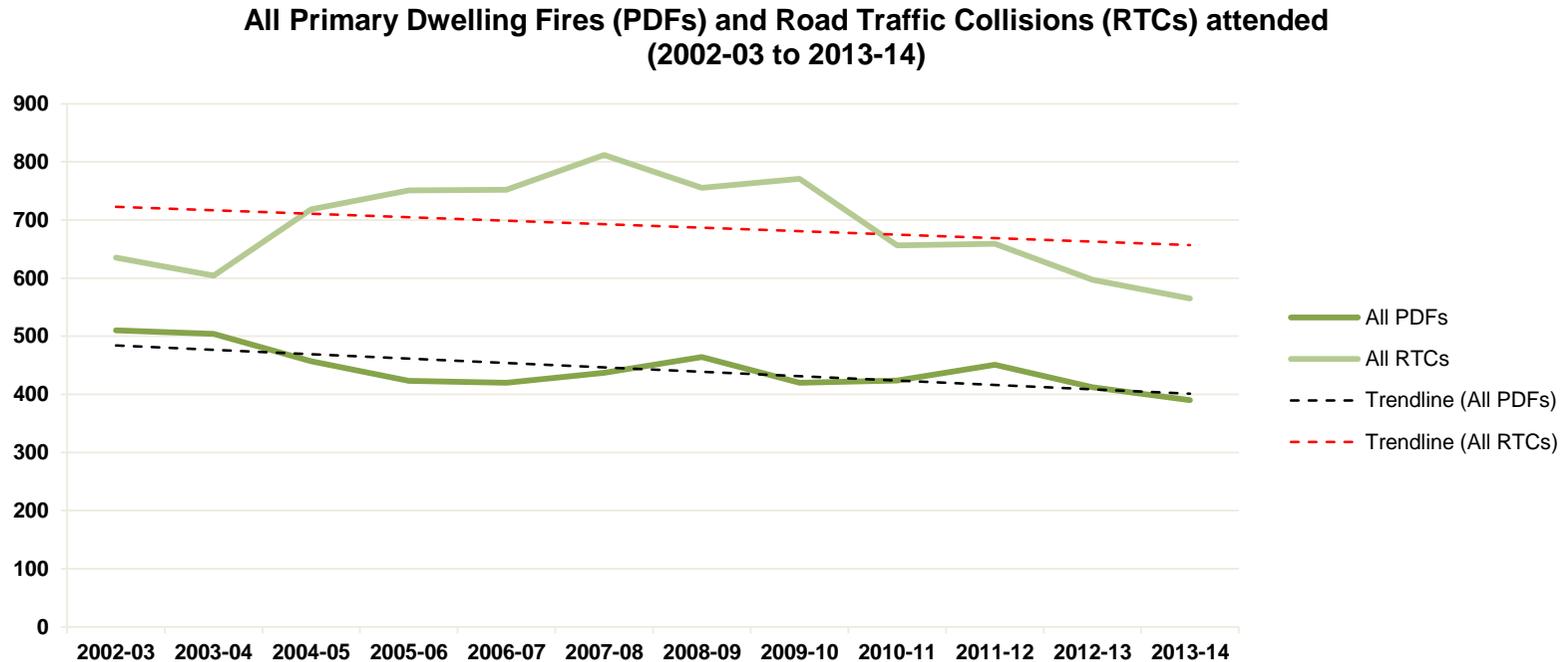
There are several factors behind why the trend is downwards, not least of which is the prevention, protection and incident response work of the Fire and Rescue Service. For instance, over the last 12 years:

- Community education and safety work with households, schools and businesses has helped to provide people with a better understanding of the dangers of fire, water and roads. We now carry out twice as many home fire safety visits as we did ten years ago and install almost twice as many smoke alarms in houses;

- We have invested in the best training, facilities and equipment available for firefighters to help them prepare for and deal effectively with all types of fire and rescue incidents;

- There have been major advances in computer technology, such as having crucial data available on fire engines for crews on the way to incidents and specialist equipment, such as heavy cutting tools for getting people out of vehicles quickly if they have an accident.

The figures also reflect other factors like the weather. For instance, the high numbers of fires in 2003-04 and 2006-07 can be linked to outbreaks of grassland fires during the summer heatwaves of 2003 and 2006, and the big rise in special service incidents in 2007-08 can be related largely to the major floods across the two counties in the summer of 2007.

The figures also say something else: for each fire and rescue incident there is a personal story. Some incidents involve bringing people or animals out of harm's way or making sure leaks and spillages don't pollute the environment. Others involve damage to or loss of property and some may involve people getting injured or in some tragic cases losing their lives. When we examine the figures more closely, we also find that some areas and some groups of people tend to experience a greater proportion of incidents than others.

This is what understanding risk is all about: the more we understand, the more we will be able to focus our resources and target our services in ways that reduce risk as far as we can.

WHAT IS RISK AND HOW DO WE ASSESS IT?

Risk assessment is about weighing up how likely it is something potentially harmful or hazardous could happen against the severity of the impact or consequences if it does.

This Plan is about what we do to reduce the likelihood of something harmful occurring and the measures we take to be able to respond effectively if incidents do happen.

One of the problems with identifying risk is that it is very hard to predict where and when an incident is going to happen or how serious it might be. There are, however, a number of ways in which we can improve our understanding and we can use this to help prevent incidents happening in the first place or to make sure we are well prepared to deal effectively and reduce the impact if there is an emergency.

Three of the main ways in which we improve our understanding are by:

- gathering and analysing incident and activity data,
- learning from research and professional judgement,
- using risk modelling techniques.

Incident and activity data

Every time we attend an incident, lots of information is collected and recorded. We know the type of incident that occurred, where and when it happened and who was involved. In most cases we can also identify what the cause was and how and why it became an emergency. We also know which fire station(s) responded to the incident, how many fire engines attended and how long they took to get there. We know how the incident was dealt with, what equipment was used and how long it took to deal with it. We also know if any other fire and rescue services were involved, especially if the incident was close to or over the border in our neighbouring fire and rescue service areas.

With data on tens of thousands of incidents, there is plenty of valuable information we can analyse. The data helps us to see if there are any trends emerging in each of our fire station areas and across the two counties. We can see what impacts our community safety work and targeted safety campaigns are having on reducing incident numbers in particular neighbourhoods. We can also see where new issues might be emerging that need to be addressed.

Research and professional judgement

Each of the 46 fire and rescue services in England provides similar incident data to the national Government. Detailed research and analysis of this data[20] has helped to identify a number of important characteristics shared by people who are most at risk of having, or suffering injuries in, accidental fires. They include people who live alone, elderly people, those with physical or mental disabilities and those with substance abuse problems. Many of those people most at risk are also in contact with other agencies, such as the National Health Service and local councils.

One of the most striking characteristics is a strong link between the rate of house fires and the level of deprivation in an area; the rate of dwelling fire tends to be highest in areas where the rate of deprivation is also high. Indicators of deprivation include economic and social issues such as unemployment and low income, poor health and high crime rates. They also include issues such as having poor access to services, which is more common across the most rural areas in the two counties [21].

Matching these characteristics with our own incident data can help to identify who and where to target our prevention work for greatest impact. We can also increase the impact by working closely with other local agencies such as local councils to ensure our services are joined up.

There is also a wealth of local and national information available to help us consider what other potential risks exist. Some of these, such as the likely growth in the elderly population in the two counties over the coming years, were listed in the previous chapter. Our partners in local authorities provide lots of information and analysis about future trends, and this can help us plan ahead to make sure we are well prepared[22].

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[20] 'Learning Lessons from Real Fires: Findings from Fatal Fire Investigation Reports'; research carried out by Greenstreet Berman Ltd. presented in 'Fire and Rescue Service partnership working toolkit for Local Area Agreements' DCLG 2008;

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[21]Much of this information is set out in the national Indices of Deprivation for England, which was last published by the Government in 2010.
[22] see Facts and Figures – Herefordshire Council and Worcestershire County Council – Research & Feedback

Risk modelling

Risk doesn't stand still: we need to keep on reviewing how the risks we face change over time. We need to look ahead to see how risk might change as a result of factors discussed earlier, issues such as population growth and changing levels of deprivation. We use a number of statistical techniques, mapping software and simulation modelling to analyse the data.

Bringing together the evidence from incidents we have attended with wider research findings helps to develop a picture of what risk looks like across all parts of the two counties. It focuses on the main life risks incidents we attend – fires and road traffic collisions – to identify who and where is most at risk and it highlights where our prevention and protection activities should be targeted for best effect.

Our analysis has developed risk ratings for fires and road traffic collisions, which enable us to rank every area of the two counties according to how likely it is an incident will occur and the chances of someone being injured in that incident. The findings show that most areas are at low risk of having a house fire, but there are some smaller areas where there has been a higher than expected number of fires. They also show that we attend more road traffic collisions in some parts of the two counties than others.

Figures 9 and 10 on the next two pages, give a visual representation of fire risk and road traffic collision risk. Most areas are low risk (shaded blue), while those areas shaded yellow and red are at medium and high risk. In Figure 9, this means these areas are more likely to have fires in buildings than other areas. We use high/medium/low to help to distinguish between those areas that tend to have more incidents than expected. This does not mean living in a high or medium risk area will cause you to have a fire but it does mean these areas tend to be more at risk of a fire. In Figure 10, the higher risk areas for road traffic collisions are centred on the main populated areas and the busier roads, including the M5 and M42 motorways.

By adding in new data each year, we can develop a picture of how risk is changing over time. In addition to helping to target our activities, the maps can also help to assess the impact of these activities as part of the ongoing evaluation of activities delivered through the CRMP.

These maps are valuable pieces of evidence to use when considering how best to arrange our fire engines and provide sufficient cover to be able to respond to fires and other emergencies.

Figure 9: Fire Risk Map 2011-2013

Risk Grade		
Low	*Medium*	*High*

Notes:

1. Data from 2011-13.

2. The small areas in the map are known as 'lower-layer super output areas' (LSOAs). These are subdivisions of electoral wards in all local authority areas of England. They provide a useful basis for statistical comparison because they are generally similar in terms of population size. They range from about 1,000 residents (400 households) to a maximum of 3,000 residents (1,200 households) and on average they contain around 1,500 residents.

3. The map contains 477 LSOAs of which 4 were high risk, 117 were medium risk and 356 were low risk.

4. The 4 high risk areas in 2011-13 were:

- the Charford Road, Austin Road area of Charford ward in Bromsgrove,
- the Foley Park area of Oldington and Foley Park ward in Kidderminster,
- the St Thomas More First School area of Greenlands ward in Redditch,
- the Warndon, Windermere Drive area of Gorse Hill ward in Worcester.

Figure 10: Road Traffic Collision Risk Map 2009-2013
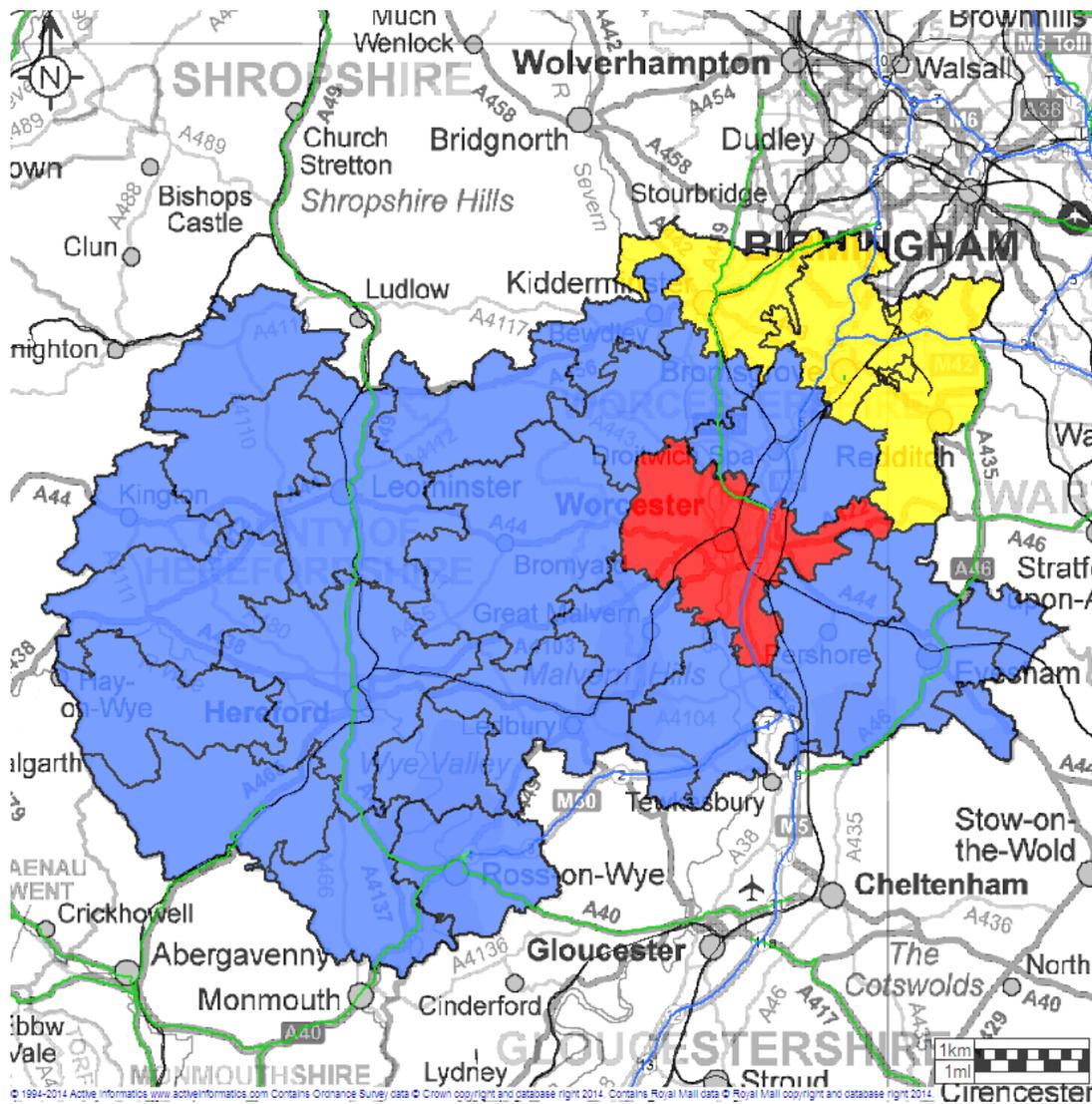
Risk Grade		
Low	*Medium*	*High*

Notes:

1. Data from 2009-13.

2. The small subdivisions in the map are the 27 fire station areas.

MANAGING RISK

Combining everything we know about risk informs our decisions about what we need to do to manage risk and how best to allocate our resources. Our approach to managing risk is summarised below.

1	**Identify the hazard**	Hazards might be related directly to our services, such as fires and road traffic collisions or may affect the way we run the Service, such as reduced financial resources; or they might be wider issues outside our influence, such as climate change and the threat of terrorism.
2	**Assess the risk**	Using risk modelling alongside local knowledge and professional judgement helps to build a risk profile across our two counties. The analysis enables us to map risk at a very local level and show which areas are at greater risk than others.
3	**Review and rank the risk**	Once hazards are identified and their risks assessed, they can be listed and prioritised for a more detailed consideration of how each risk can be best minimised or tackled.
4	**Agree actions to reduce risk**	Decisions about how to reduce risk levels to as low as reasonably practical requires careful consideration of how they affect the three main principles set out in Our Strategy – that is, how they take into account risks to communities, to firefighters and to the quality of our services. How planned actions will be implemented through the Service's prevention, protection, response and resilience strategies are determined by asking: ▪ **is the risk acceptable?** ▪ **if not, is there a cost effective way of reducing the risk?** ▪ **is the Service able to deal effectively with any remaining risk?**
5	**Action planning**	Annual action plans will report on how risk is being tackled and how our activities are being delivered and evaluated. They will also help to monitor our performance. A midpoint review during 2016-17 will further ensure that the impact of actions to reduce risks is fully evaluated against the outcomes in this Plan as well as the overall principles in Our Strategy.

Tackling Risk

3   TACKLING RISK

Understanding risk helps us to be more prepared to successfully tackle an incident should it happen. Knowing the likelihood of something happening and the potential impact it could have provides us with an opportunity to put measures in place to prevent incidents happening and to ensure our communities, firefighters and local areas are as well protected as possible. It also helps to ensure we are able to respond quickly and effectively to an incident.

## *ORGANISING OURSELVES TO TACKLE RISK EFFECTIVELY*

To be ready to tackle risk effectively we need to make sure we are well organised and make the best use of our resources. As a publicly funded service, we also need to make sure every penny is well spent. Achieving this requires effective management of the whole Fire and Rescue Service. This is led by the Chief Fire Officer and the Senior Management Board, overseen by the Hereford & Worcester Fire Authority.

The Chief Fire Officer and the Senior Management Board determine how to organise the Service to be most effective at tackling risk. The Service employs just under 800 full-time and part-time staff, most of whom are highly trained firefighters (some 80 per cent of the total workforce) and there are 27 fire stations across the two counties plus a headquarters, training centre and stores/workshop.

The following map (Figure 11) shows the distribution of fire engines and other specialist vehicles in each fire station. The range of specialised vehicles includes all-terrain vehicles and boats and a High Volume Pumping Unit, which is able to move vast amounts of water quickly in times of major flooding. Droitwich fire station also incorporates one of the UK's highly specialised Urban Search and Rescue (USAR) teams, which provides both a national resilience resource and specialist rescue support for major incidents in the local area.

Figure 11: Distribution of fire engines across Herefordshire and Worcestershire
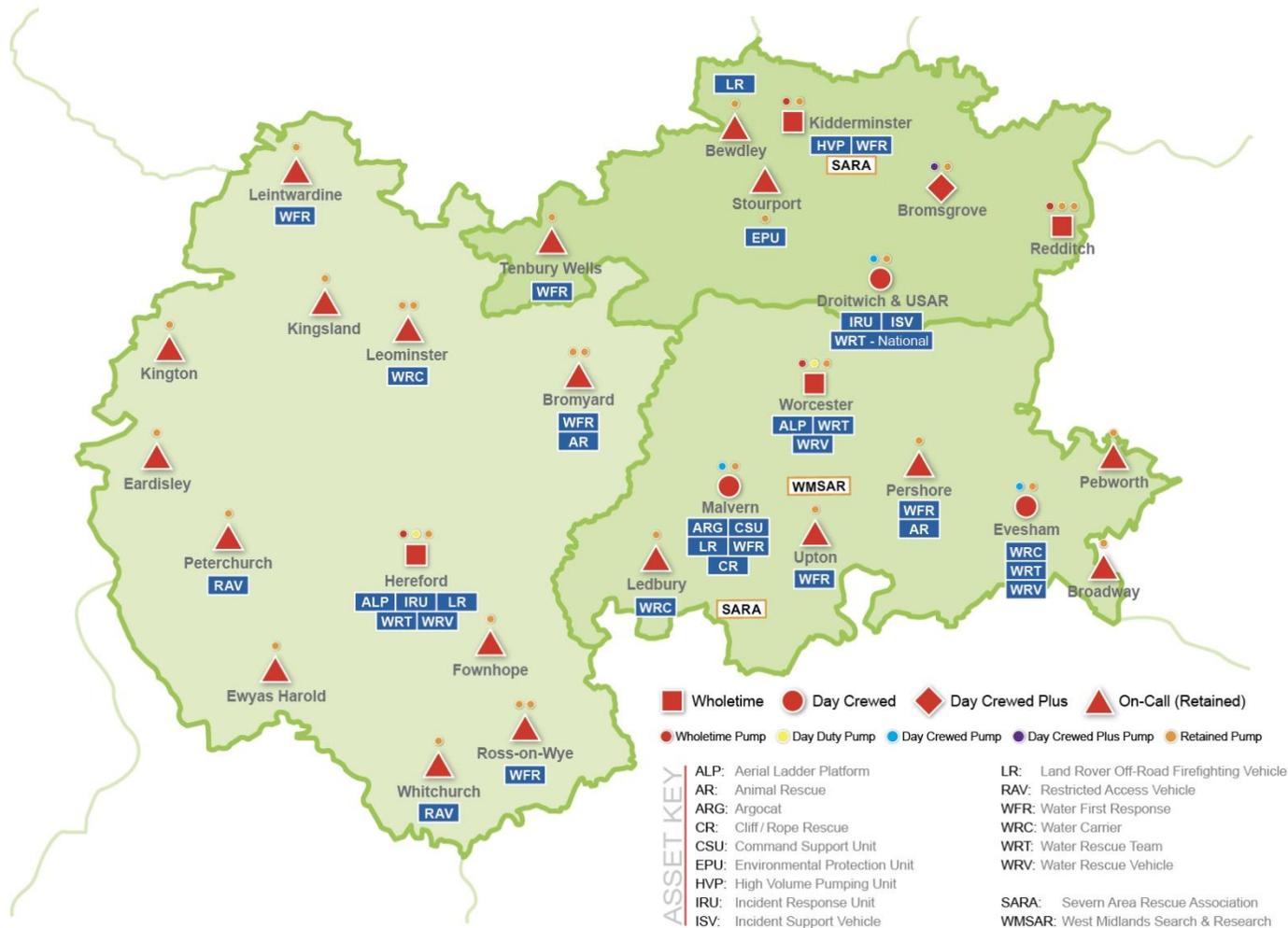
Most of our employees are directly involved in delivering services that keep our communities as safe as we can, from being able to respond quickly and effectively to any emergency incident, to working with communities and partner agencies to try to make sure these incidents don't happen in the first place.

These services generally come under three headings, though all are interrelated: **Prevention**, **Protection** and **Response**. A fourth heading, which runs through how we deliver all our services is **Resilience**.

Ensuring we are able to deliver these essential services successfully relies upon a whole range of organisational support services and functions.

These include highly professional management structures, training and development programmes, risk management and health and safety procedures, specialised technology, vehicle and equipment maintenance, property management and a state of the art emergency call handling and mobilising centre, known as Fire Control. Supporting this are the business functions such as financial and legal management and human resources. Together all these services help to make sure we are as resilient as possible to whatever risks and challenges we might face.

The following chart (Figure 12) shows how the Service is organised to deliver these services:

Figure 12: Fire and Rescue Service structure

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                              ┌─────────────────────┐
                              │    Fire Authority    │
                              └─────────────────────┘
                                         │
                              ┌─────────────────────┐
                              │ Chief Fire Officer / │
                              │  Chief Executive     │
                              └─────────────────────┘
```

Fire Authority

Chief Fire Officer / Chief Executive

| Director of Service Support | Director of Service Delivery | Director of Finance & Assets (Treasurer) |

Head of Legal Services (Clerk/Monitoring Officer)

Committee and Member Services

Fire Control

Fleet, Equipment and Stores

Human Resources & Development

Health & Safety

Operational Assurance and Inspections

Operational Policy including Risk/ Emergency Planning

Performance and Information

Corporate Communications

Programme Management

Community Risk

Operations and Districts

Training

Capital Building Projects

Finance Team

Information & Communication Technology (ICT)

Procurement

Property

We know hazards and risks are not evenly distributed across the two counties: for instance, some areas have higher levels of deprivation than others, some areas are more prone to flooding and some have higher risk sites such as industrial processes and heritage buildings.

So that we are fully able to tackle different risks in different areas, the Chief Fire Officer and Senior Management Board aim to ensure there is a good balance between our services, and to make sure the right resources, such as fire engines and firefighting equipment, are located in the right places.

The way in which we deliver these services, and the emphasis we place on each, changes over time. In effect, the more successful we are at managing risk through our prevention and protection activities, the fewer occasions we will need to be called upon to attend an emergency incident.

Nevertheless, there will always be emergencies, so we will always need to maintain an effective response service able to tackle a wide range of fire and emergency incidents across the two counties and occasionally in other areas.

In the next few years to 2020, we will be focusing on the following broad areas to ensure our services continue to meet the three main principles of Our Strategy – firefighter safety, community safety and quality services.

Prevention

Prevention	Delivering activities that aim to stop incidents happening in the first place. Much of this work is organised through our Community Risk department and delivered locally by firefighters, frontline support staff and volunteers.

Preventing fires and other emergencies from happening in the first place is the most effective way to save lives.

Over the coming years, **we will:**

a. Continue to develop our understanding of risk to improve our ability to target areas and people most at risk.

b. Concentrate Community Risk activities around four key themes:

  ▪ accidental fire deaths and injuries,

  ▪ arson,

  ▪ vulnerable and elderly people,

  ▪ road safety.

c. Focus within these themes on:

  ▪ the ageing population,

  ▪ greater youth engagement in local communities.

d. Use risk analysis software and techniques to help ensure community safety work remains targeted at those most at risk.

e. Continue to share and develop technical expertise and good practice with neighbouring fire and rescue services.

f. Continue to work in partnership with local authorities and other agencies with a focus on better data sharing to identify those most at risk in the two counties.

Protection

Protection	Making sure business premises are as safe as possible, including carrying out inspections and enforcing fire safety measures where required. This work is undertaken by specialist fire safety officers.

Protection work significantly reduces the risk of fire in buildings where people work, shop and visit.

Over the coming years, **we will:**

a. Work with businesses across the two counties to ensure they have appropriate fire safety precautions in place, including ways of preventing and restricting the spread of fire, and ensuring means of escape in case of fire.

b. Focus our protection work on:

- providing education and advice to businesses to ensure they understand the risks and costs of fires and know what precautions to take to reduce the risk of fire;

- carrying out risk-based audits and targeted inspections of those premises identified as presenting a greater risk of fire than others;

- investigating and taking enforcement action where necessary against those business premises that fail to comply with fire safety legislation (the Fire Safety Order)[23].

c. Develop and deliver training programmes to maintain the specialist skills needed to carry out the provisions of the Fire Safety Order. Over the next few years this training will be extended to more fire and rescue officers throughout the Service to enhance delivery of legislative fire safety requirements.

d. Continue to share technical expertise and good practice with neighbouring fire and rescue services and other partners such as local authorities to ensure a consistent approach to fire safety and reduce the risk of fire in buildings to keep communities and firefighters safe.

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[23] The Fire and Rescue Service has a responsibility to carry out the provisions of the Regulatory Reform (Fire Safety) Order 2005 legislation.

Response

Response	Being able to act quickly, effectively and efficiently in the event of a fire and rescue emergency. This is highly specialised work carried out by well-trained and well-equipped firefighters.

We have carried out an extensive review of our fire and emergency response arrangements. The review looked at our current firefighting resources balanced against the levels of risk in our two counties and took into account both the significant fall in the number of incidents we need to attend and the increased pressures on our funding.

The review found we can reduce the number of fire engines and firefighters we need, and still maintain an effective response service. The proposed changes we will be making to our response services are set out in the next chapter, "Delivering Our Services."

While available resources can no longer support as many fire engines or firefighters as before, firefighters will always represent the largest part of our workforce and their safety is of paramount importance. To support this in the coming years, **we will:**

a. Continue to provide training and development programmes designed to ensure firefighters have the necessary firefighting and rescue skills and technical knowledge to be able to carry out their many roles effectively and safely.

b. Ensure training and development programmes include a focus on improving competence in:

- the controlled tactical ventilation of buildings,

- operating specialist fire engines and equipment,

- managing large animal rescues,

- the use of new technology.

c. Continue to develop our training facilities, including the three new locally-based Strategic Training Facilities that provide firefighters with the opportunity to gain and practise crucial skills in highly realistic conditions.

d. Seek opportunities to further enhance skills and competence by sharing training expertise and facilities with other fire and rescue services.

e. Continue to improve and update general and local knowledge on the main hazards and risks to maintain firefighter safety. This includes gaining a full understanding of the general risks involved in incidents[24] – such as fighting fires in open rural areas and rescuing people who are trapped – and developing competence in being able to assess and manage risk at the scene of an incident.

f. Further develop and review the intelligence programme (INTEL) at a local level, in which fire officers research and record vital risk information about local hazards in and around the two counties.

g. Regularly review our operational planning arrangements to maintain the very best standards of service delivery for our communities. We are working with many other fire and rescue services to develop and deliver a common practice, which will ensure the service we provide to our communities is consistent, to a high standard and provides value for money.

h. Continue to explore and evaluate future innovations in fire and emergency cover to ensure our response services are tailored to local demand and risk with maximum effectiveness and efficiency. This may include looking at good practice in areas such as changes in mobilising practice or different types of response vehicles.

i. Continue to invest and make the best use of resources and assets such as land and buildings. This includes working together with our public sector partners to explore opportunities to share facilities; for example, the development of the joint Bromsgrove Police and Fire Station. We will also explore further opportunities to develop our joint Fire Control, which has potential to achieve additional cost savings and efficiencies.

[24] The Department for Communities and Local Government publish operational and training guidance for fire and rescue services covering 'generic risk assessments' and general health, safety and welfare issues. Details can be found here: Operational guidance for the fire and rescue service.

Resilience

Resilience	Being as prepared as possible for whatever emergency might happen and being able to provide timely back up support at incidents. This requires us to have contingency plans in place with others for both nationally significant emergencies as well as local incidents, including making sure we can continue to deliver our own services at times of emergency.

All fire and rescue services have plans and arrangements in place to deal with the many types of incidents they might face, however they are caused; naturally, by accident or by intentional acts. Some incidents will be dealt with by the Fire and Rescue Service on its own; others might need assistance from across the region, while a few might require national support and coordination.

Resilience planning involves many agencies[25], from Government through to services at the local level, working together to put procedures in place should an incident

happen. Having plans and arrangements in place means we are as prepared as possible for whatever emergency might happen and can respond quickly and safely.

While large and very large scale incidents are rare, some risks have a wide significance because of their potential to adversely affect large parts of the country – such as widespread flooding – or even the whole of the UK, for example a potential national outbreak of a new flu virus affecting everyone, including firefighters. To assist in assessing the potential impact, the Government compiles a National Risk Register for Civil Emergencies[26]. This records the most significant risks the country could face over the next five years and is based on expert assessment of how serious the impact could be. It covers the potential threats of natural and accidental disasters, as well as terrorism and malicious attacks.

To support this in the coming years we will:

a. Continue to work alongside other emergency services and agencies to make sure plans and resources are in place for these types of events. The Government has made significant investment in supporting fire and rescue services to be as prepared as possible,

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[25] The Government has prepared guidance on 'emergency preparedness' and 'emergency response and recovery' for emergency services, including fire and rescue services, carrying out their duties under the Civil Contingencies Act 2004, which can be found at this link: Emergencies: preparation, response and recovery

[26] see the National Risk Register for Civil Emergencies (2013 edition)

including the provision of specialised equipment and related training. In this respect, we have a range of specialist vehicles and equipment able to deal with larger incidents and a highly specialised Urban Search and Rescue (USAR) team, who work both locally and are available to provide support at incidents elsewhere when called upon.

b. Continue to work together with other emergency services, local councils, health authorities and others in a forum known as the West Mercia Local Resilience Forum. This forum assesses all the significant risks we are likely to face in Herefordshire, Worcestershire, Shropshire and Telford & Wrekin from wide area flooding to major traffic accidents. The forum compiles a list called the Community Risk Register[27], which assesses the likelihood of each risk occurring and its potential impact, along with the control measures put in place to tackle it.

c. Maintain working arrangements with our neighbouring fire and rescue services to enable us to provide mutual assistance when needed and ensure emergency planning procedures are in place with all relevant local agencies.

d. Ensure every fire station has its own assessment of specific risks in the station area. These assessments range from inspections of local sites by firefighters to make sure they identify any potential hazards they may face if an incident occurs, to full surveys to gather intelligence for tactical firefighting plans should an incident occur at important sites such as hospitals and recycling facilities. Assessments also include consideration of any potential hazards lying over the border from our area to ensure we are able to assist in minimising the impact of risk to communities and firefighters in other areas. Every fire station also has contingency plans in place, known as 'station fall-back arrangements' that prepare crews to deal with emergencies on station, such as the loss of utilities.

e. Regularly review and update procedures set out in Business Continuity Plans, which are contingency plans to make sure the Service itself can continue to deliver its crucial role at times of emergency. Like any other organisation, the fire and rescue service might be adversely affected by a significant event, for example disruption to fuel or power supplies or lack of staff available to respond to a number of large incidents happening at the same time.

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[27] the Community Risk Register can be found at the West Mercia Prepared website.
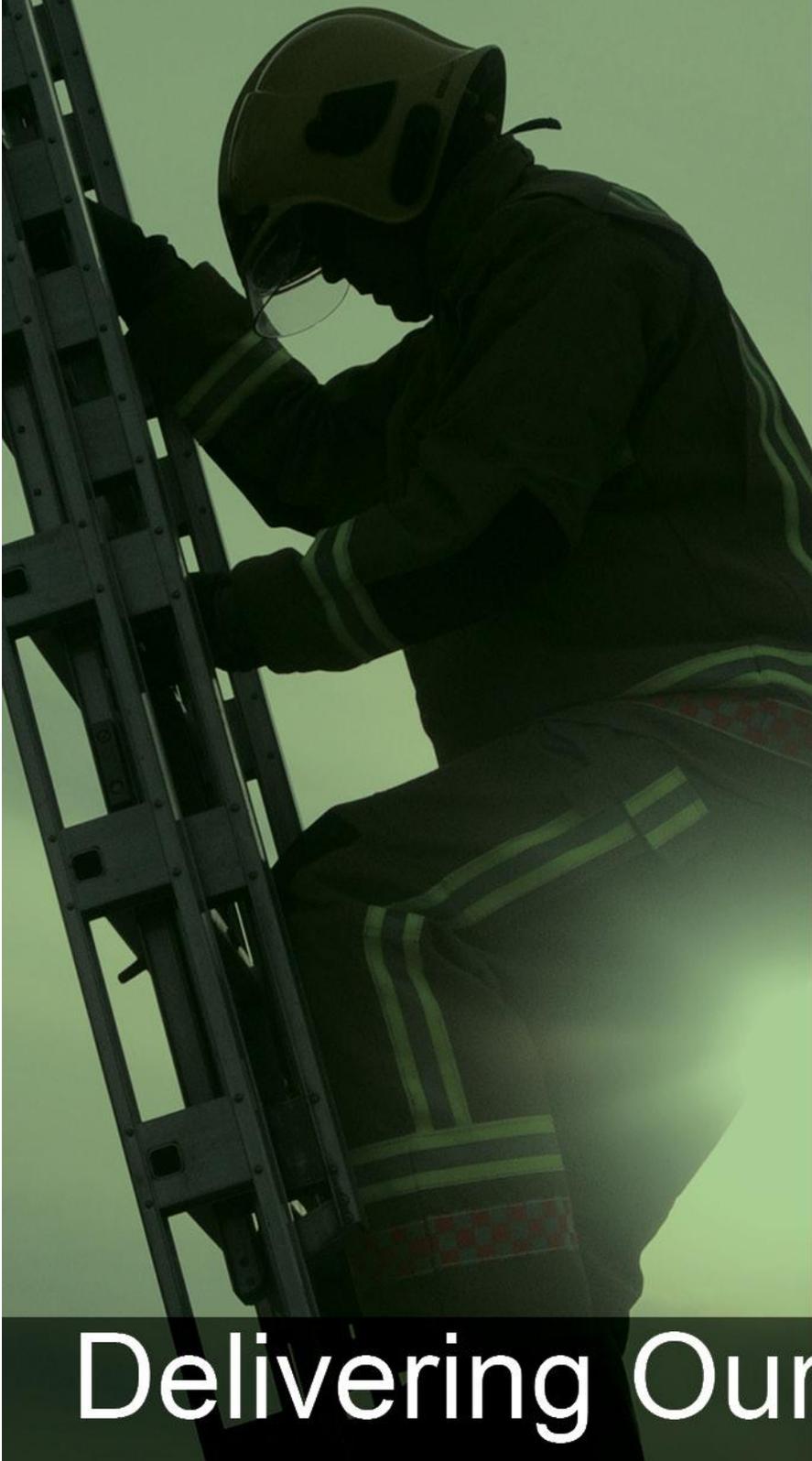
Delivering Our Services

4 DELIVERING OUR SERVICES

The previous chapters have shown how we expect risk to change over the next few years and how we are organising our services to tackle this. We have also shown that, over time the number of incidents we attend has reduced and we know far more about where and who is more likely to have an incident, especially a life risk incident, than we did ten years ago.

The challenge for how we deliver our services into the future is to find the most appropriate balance between what we know about risk and the needs of communities against our available resources.

Over the years, through our previous Integrated Risk Management Plans, we have met this challenge by reorganising and rebalancing our prevention, protection and response services against risks and resources. We have put greater emphasis on targeting our prevention and protection work in areas at greatest risk, we have increased our joint work with other services and we have managed to reduce what we spend and make our resources go further.

We know our available resources will be substantially lower in the coming years, and the challenge is to address this while simultaneously ensuring we continue to meet the aims of Our Strategy.

To find ways of meeting this challenge, we have carried out a thorough review of risk across the two counties and we have made significant changes to the ways we deliver our

protection and prevention services. In future years, these services will need to adapt further to ensure they continue to provide an important prevention and protection focus while becoming more efficient and innovative in delivering initiatives.

We have also reviewed our response services against risks and resources and this is discussed in the next section.

FIRE AND EMERGENCY COVER REVIEW

The IRMP Action Plan 2012-13 included a broad set of strategic objectives to realign our resources to the areas of greatest risk in our communities. Within the objectives was a recommendation to review fire cover across the whole Service and ensure:

- The deployment of available resources best reflects the risk profiles and needs of the communities across both counties;

- The community is provided with a response that is flexible, resilient and appropriate across the entire Service area.

Fire and emergency cover refers to the provision of resources (fire engines and specialist vehicles) to attend incidents that involve fire and/or emergency situations. It includes the speed of response, how many resources we send and how we crew the fire engines and specialist vehicles.

We periodically review all activities to ensure they remain appropriate to the needs of communities and are clearly focused on reducing risk. Our reviews include determining where specialist vehicles[28] should be located for best effect, examining arrangements for tackling incidents on or over our border with neighbouring fire and rescue services, assessing how we make provision for managing resources in times of high demand, such as widespread flooding incidents, and evaluating the impact of our prevention and protection work. Reviewing fire and emergency cover is an important part of this on-going process.

The review was carried out against the backdrop of financial pressures and funding uncertainties with a potential need to find £2.7 million savings, of which up to £1.7 million would be needed through the review.

The focus of the review was on activity and risk: where we place and how we crew our fire engines in order to maximise the effectiveness and efficiency of our response services within the funds and resources available to us.

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[28] also known as 'special appliances' or 'specials', these are vehicles and equipment that attend incidents but are not fire engines; for example, it could be a vehicle with an aerial ladder platform or a high volume pump unit.

Undertaking the review

The question posed in the review was, **'How can we reduce our operational resources to assist in balancing the budget with the least impact on Our Strategy?'**

To capture the potential implications of each proposal, the review incorporated a number of key principles as set out in the following table.

> ❖ **we should minimise the overall impact by removing only the most appropriate fire engines** based on a consideration of:

- the demand placed on each fire engine in terms of the number of incidents that occur within a fire station area, including the types of incident and the times of day they take place;

- the availability of each fire engine;

- the overall impact on the Service's ability to attend life risk incidents;

- the potential impact on the level of life risk within the locality where a fire engine has been removed;

- the proximity of other fire engines able to provide appropriate cover in an area where a fire engine has been removed;

- the number of firefighters affected, including their crewing systems (e.g. wholetime shift and retained duty);

- the savings associated with the removal of a fire engine, which will vary depending on which engines are removed,

- the need to ensure strategically located fire stations[29] are not adversely affected by the removal of a fire engine;

- the potential impact on any strategically located specialist vehicles at fire stations affected;

- the potential impact on fire stations over the border, i.e. within other fire authority areas.

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[29] this is the geographic location of the fire station in relation to the Service's need to be able to provide back up support in good time and the resilience to deal with a large incident as well as day to day activities.

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The review looked at what we have and what we need. It assessed the potential changes to how we arrange our resources against risks in the local area and the wider risks across the whole Service area and, where appropriate, beyond the Service area.

It considered which fire engines can be removed with the least impact on our ability to reach incidents quickly and safely, as well as ensuring we can provide back up support in good time if needed.

The review looked at all 43 frontline fire engines, and noted we have never needed to call upon all at the same time, the most being 35 during the exceptional flooding event in the summer of 2007. Nevertheless, the review appreciated the moment fire engines are committed to an incident, cover must also remain available elsewhere in case further incidents happen at the same time. It also understood fire engines from other fire and rescue services can be brought into our counties to provide support.

The review also appreciated that removing a fire engine would also remove a firefighting crew and, where there is only one fire engine at the fire station, it would mean closing that fire station.

To help assess the overall impact on the Service's ability to reach incidents in good time and provide timely back-up support when needed, the review used a sophisticated simulation model called Phoenix[30]. Using incident data from 2008 to 2011, the model created different scenarios (or combinations) of fire engines removed from different locations and was able to calculate the impact on our ability to reach incidents.

Using current attendance data from the first and second fire engines at fires in buildings and road traffic collisions as benchmarks, the model was able to show how the removal of a fire engine compares against this. These benchmarks are important as they are the two main types of life risk incidents we attend. It is also important to note that, while it is no surprise most house fires happen where more people live, there are some areas and some people that tend to have a greater risk of having a house fire than others.

Likewise in terms of road traffic collisions which can happen on any road, those we need to attend tend to happen on the faster A roads throughout the two counties. Knowing this, the review could also assess what impact the removal of a fire engine could have on our ability to attend such incidents, particularly in the more at risk areas.

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[30] Phoenix™ is a software programme used to simulate changes to fire and emergency cover in order to evaluate the impact of such changes on fire engines and crews, community safety and attendance standards, © Active Informatics Ltd.

The review also considered the knock-on effect that removing a fire engine may have on surrounding fire stations; that is, if incidents happen in an area where a fire engine has been removed, which other fire engines will need to attend and what is the knock-on effect of that and so on. The simulation model was able to take this into account.

It also took into account that fire engines are not always available. One of the reasons for this is that crews for on-call fire engines are made up of members of the local community, who have other jobs and commitments. This means for some fire engines, any changes proposed may already be effectively in place for certain periods of the day and night.

While balancing overall resources against risks was central to the review, it also considered the local implications of any changes to fire and emergency cover. Removing a fire engine from a particular fire station or changing the crewing on a fire engine may have little impact on the Service's overall ability to maintain an appropriate level of cover, but there will be impacts on local areas and those directly affected.

Outcome of the review

Combining professional judgement with the detailed analysis, and taking account of the need to make the most efficient use of operational resources within the financial constraints, a proposal was drawn up to minimise as far as possible the impact on the Service and communities. The proposal involved removing up to ten fire engines from the Service's fleet. This was then subject to extensive public consultation.

Following some improvement in our financial circumstances over the original forecasts and having considered the consultation responses, the Fire Authority decided upon a revised approach. This involves removing two on-call fire

engines and making several changes to the crewing systems at certain fire stations in order to achieve the required savings.

The agreed plan is shown in the following table.

Table 2: Agreed Fire Cover Changes

	Fire Cover Changes	Fire Stations affected	Current Status	New Status
1	Change the second wholetime fire engines to the Day Duty crewing system, and operate a standard crewing of four firefighters on the first fire engines. Investigate the feasibility of changing the second fire engines to the Day Crew Plus crewing system at a future stage.	Hereford	🚒🚒🚒 (Wholetime, Wholetime, On-Call)	🚒🚒🚒 (Wholetime, Day Duty, On-Call)
		Worcester	🚒🚒🚒 (Wholetime, Wholetime, On-Call)	🚒🚒🚒 (Wholetime, Day Duty, On-Call)
2	Remove the second on-call fire engine from the Service's fleet of operational vehicles.	Ledbury	🚒🚒 (On-Call, On-Call)	🚒 (On-Call)
		Tenbury	🚒🚒 (On-Call, On-Call)	🚒 (On-Call)
3	Operate a standard crewing of four firefighters on all first fire engines	All fire stations		

Key: 🚒 = Wholetime   🚒 = Day Duty   🚒 = On-Call

The first change involves implementing a new day duty system on the second fire engines at both Hereford and Worcester stations to replace the previous wholetime crewing system. The day duty system consists of the fire engine being permanently crewed for 12 hours and on-call crewed for 12 hours in each 24-hour period. This change requires the removal of a combined total of 28 wholetime firefighter posts from Hereford and Worcester stations and the recruitment of additional on-call firefighters, making a net saving of approximately £940,000. However, in order to reach the level of savings required, a further 16 fulltime firefighter posts need to be removed across other locations, which will provide additional savings of around £660,000. This will be achieved by changing the standard crewing of a fire engine from five firefighters to four on most occasions.

We will also investigate the feasibility of changing the day duty crewed fire engines at Hereford and Worcester stations so they also include permanent cover at night. This is a system called Day Crew Plus and, subject to a feasibility analysis, would be implemented at some stage in the future. This is a crewing model already adopted at Bromsgrove Police and Fire Station.

The second change removes a fire engine from each of Ledbury and Tenbury fire stations. Both stations will still have a single fire engine available. This change results in the reduction of on-call firefighter posts with annual savings of approximately £90,000.

The third change involves operating a standard crewing of four firefighters on all first fire engines. This will replace the previous standard crewing of five firefighters. The Service will still aim to maintain five firefighters on the first fire engines at all fire stations on as many occasions as possible. To support this, at Redditch, Kidderminster, Bromsgrove, Droitwich,

Evesham and Malvern fire stations funding reserves will be used to maintain five firefighters on the wholetime-based first fire engines on as many occasions as possible for an initial period of two years (2015-16 and 2016-17), after which the position will be reviewed. Fire engines crewed by on-call firefighters will continue to have crews of four, five or six depending on the availability of crew members at any given time.

The new CRMP arrangement of fire engines at all 27 fire stations can be seen in Appendix 3 of this Plan.

Further reference

The details of the original proposal and the accompanying analysis and fire station profiles can be found in the draft CRMP consultation document, which is listed on the Service website. Further information on the Fire Authority's decision-making process in relation to the CRMP can also be found on the Service website.

More information about the Service and its overall performance from year to year can be found in the Fire Authority Annual Reports, which can be found on the Our Publications page of the Service website.

Outcomes for 2020

5   OUTCOMES FOR 2020

This final chapter brings together our plans for the future into a series of sustainable outcomes we want to achieve.

WHAT WILL WE SEE BY 2020?

Our review of the influences and pressures facing the Service provides an insight into the considerable challenges ahead. We expect future funding for fire and rescue services to be reduced. We also expect there to be potentially more vulnerable people living in our communities because of their age, health or other personal circumstances, or because of where they happen to live.

The Service you see in 2020 will not be the same as the one you see in 2014.

With the scale of current and future funding reductions, we will not be able to continue delivering all of the same services in the way we do currently. We will have less money to spend and fewer staff to deliver services. We will be doing some things differently and we may need to consider whether it is appropriate to continue providing others. We are likely to be doing more prevention work within communities through our partner agencies. We may also find it more effective to combine some of our services with other fire and rescue

services while other organisations may be more involved in providing some of what we currently deliver.

There may be other difficult decisions ahead as we strive to provide the best service we can with the resources available. We have already made substantial cost reductions across every part of our Service, and continue to make great efforts to provide a better service on a smaller budget. However, we are well aware there may be events outside our control that could adversely affect our ability to deliver services in the same way as before.

To make sure we do everything we can to maintain the best service possible we've set ourselves a number of outcomes we want to deliver over the next few years. Some of these outcomes involve making changes to the way in which we provide our services, so we are able to balance our resources against risks and other demands. The outcomes are shown in the following panel.

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By 2020, we want to be able to show that:

- ❖ Prevention, protection and response services are sustainable and being delivered to their best effect;

- ❖ Fire stations are equipped and crewed in the most appropriate ways to tackle risks in their local areas;

- ❖ The Service is taking full advantage of the significant advances in safety and firefighting technology;

- ❖ Work with other fire and rescue services, other emergency services, local organisations and local communities is giving us more capacity to deliver the most effective services, and eventually may mean merging with other fire and rescue services;

- ❖ There is wider community engagement and greater involvement with local council members of the Authority in setting priorities and decision making, ensuring there is more public scrutiny of our services and how we deliver them;

- ❖ Greater use is being made of the rapid changes in communications technology, particularly the rise in the use of social media websites, which can provide important safety information quickly and effectively.

Setting these outcomes allows us to plan ahead with sufficient flexibility to make appropriate changes as circumstances change and it does not tie us to unrealistic targets and deadlines. Having sustainable outcomes to aim towards also helps us to check our progress and overall impact against Our Strategy.

Progress will be reported through annual action plans and an Annual Statement of Assurance. A midpoint review of the CRMP will also be carried out during 2016-17.

6   What do You Think of Our Plan?

We welcome any views you have on the content of this Community Risk Management Plan or the way in which Hereford & Worcester Fire Authority delivers its services.

If you have any comments, or would like to contact us about any issue, please visit our website at www.hwfire.org.uk where you will find full contact details along with links to further information about our services and activities.

If you have any general enquiries, please call 0845 122 4454 or email us at info@hwfire.org.uk

You can also follow us on Twitter at https://twitter.com/hwfire or find us on Facebook at http://www.facebook.com/hwfire

Alternatively you may write to:
Hereford & Worcester Fire and Rescue Service Headquarters,
2 Kings Court,
Charles Hastings Way,
Worcester
WR5 1JR

If you would like this information in an alternative language or format such as large print or audio, please contact us on 0845 122 4454.

APPENDICES

Appendix 1: National Framework – Integrated Risk Management Plan requirements

Appendix 2: Glossary and abbreviations

Appendix 3: CRMP arrangement of fire engines

APPENDIX 1: NATIONAL FRAMEWORK - INTEGRATED RISK MANAGEMENT PLAN REQUIREMENTS

Extract from: Fire and rescue national framework for England[31]

Complete integrated risk management plan requirement

For completeness, each integrated risk management plan requirement is repeated below.

Integrated risk management planning plays a key role in identifying, assessing and mitigating fire and rescue related risks.

Paragraph 1.3

Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community, including those of a cross-border, multi-authority and/or national nature. The plan must have regard to the community risk registers produced by Local Resilience Forums and any other local risk analyses as appropriate.

Paragraph 1.10

Each fire and rescue authority integrated risk management plan must:

- **demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities, through authorities working either individually or collectively, in a cost effective way**

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[31] Fire and rescue national framework for England, DCLG © Crown copyright, 2012

- **set out its management strategy and risk based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat**

Paragraph 1.11

Fire and rescue authorities must make provision to respond to incidents such as fires, road traffic accidents and emergencies within their area and in other areas in line with their mutual aid agreements and reflect this in their integrated risk management plans.

Paragraph 2.3

Each fire and rescue authority integrated risk management plan must:

- **be easily accessible and publicly available**
- **reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies, and partners**
- **cover at least a three year time span and be reviewed and revised as often as it is necessary to ensure that fire and rescue authorities are able to deliver the requirements set out in this Framework**
- **reflect up to date risk analyses and the evaluation of service delivery outcomes**

Paragraph 3.2

Fire and rescue authorities must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in their integrated risk management plan and the requirements included in this Framework. To provide assurance, fire and rescue authorities must publish an annual statement of assurance.

The Government does not plan to issue additional integrated risk management plan related guidance. The Department values the multi-partner Integrated Risk Management Plan Steering Group, put in place to take this work forward.

Appendix 2: Glossary and abbreviations

Appliance	General term for a fire engine or specialist vehicle (e.g. Aerial Ladder Platform or ALP).
Attendance standard	A measurement for assessing the speed with which fire engines attend incidents. It is usually expressed as a percentage, for example, "the first engine arrives within 10 minutes to fires in buildings 75 per cent of the time."
Benchmark	A standard or point of reference against which an activity can be compared or assessed; for example, it is used in the context of how changes in activity compare to an attendance standard base case.
Call	A general term for an incident. Can also be referred to as a 'shout'.
Community Risk Department	Teams of officers with a wide variety of roles and skills working to make our communities safer from the risk of fire and other emergencies. Activities undertaken include working with partner organisations to help prevent or reduce the risk of injury and death from fire, road traffic collisions and water-related incidents; and protection work to identify and mitigate risk to the public and firefighters in non-domestic properties such as offices, other workplaces and shops.
Community Risk Management Plan (CRMP)	The Service's overall strategy for planning how to improve community safety, reduce the number of incidents we need to attend and, above all, save lives. It sets out what we do to tackle risks to our communities, to our firefighters, and to the effectiveness and efficiency of our services. Previously referred to as the IRMP (Integrated Risk Management Plan).
Community Risk Register	A register of risks drawn up by the West Mercia Local Resilience Forum. The register identifies risks in the community, assesses the likelihood of their occurring and the potential impacts if they happen. It assists in ensuring organisations and communities are aware and prepared in the event of an emergency incident occurring. Local registers, known as County Risk Registers, are also prepared for specific sites in Herefordshire and Worcestershire.
Control measure	Any measure taken to reduce risk.

County Risk Register	see 'Community Risk Register.'
Crewing	The arrangement for providing a crew of firefighters to staff a fire engine. Different crewing arrangements are most often distinguished by the speed with which the fire engine is mobilised from the station after a call has been received. For example, 'on-call' crewing requires approximately six minutes for firefighters to turn in and get changed before the fire engine can leave the station. 'Wholetime' crewing requires approximately 90 seconds before the fire engine can leave the station. 'Day-crewed' fire engines combine the two systems and turn out in approximately 90 seconds during the day and approximately six minutes during the night with the same group of staff being on duty and on-call. 'Day duty' crewing also operates the same response as the day-crewed system, except that day duty staff are replaced by a separate on-call group of staff at night. 'Day Crew Plus' is a duty system that requires lengthy periods at work, has firefighters immediately available during the day and who are based in provided accommodation at the fire station overnight. These firefighters remain on call during the night and so receive an additional allowance. The response time is the same as full time, approximately 90 seconds 24 hours a day.
Demand	The number of incidents responded to either by a fire engine, a fire station or which happen within a station area and require our resources to respond.
External validator	An independent company that runs software to simulate changes to fire cover. The results are compared to results that have been produced in-house (at Service headquarters) to check and balance our own analysis.
Fatality	A person who is confirmed as being clinically dead at the scene of an incident or soon afterwards. Such a judgement can only be made by a suitably qualified person such as a doctor or paramedic.
Financial year	A budgeting and accounting period of 52 weeks, usually running from the beginning of April in one year to the end of March in the following year. For example, the financial year 2011-12 means the period from 1 April 2011 to 31 March 2012.
Fire and emergency cover	The provision of resources (fire engines and specialist vehicles) to attend incidents that involve fire and/or emergency situations. It includes the speed of response, how many resources we send and how

we crew the fire engines and special vehicles. Commonly referred to as 'fire cover' or 'cover'.

Fire Control	The control centre that takes 999 calls and directs the fire engines to incidents. HWFRS has its own Fire Control centre based at Service Headquarters.
Fires in buildings	All fires that have taken place in homes and other occupied buildings.
Firefighter safety	Practices and plans for how firefighters operate at an incident or a specified building to ensure their safety.
Frontline emergency response	Fire engines, specialist vehicles and officers responding to emergency incidents.
Fuel poverty	A household is classed as fuel poor once it has an income below 60 per cent of the median (average) and has energy costs higher than a typical household.
Hazard	Something with the potential to cause harm.
Incident	An individual occurrence or event at a geographical location within a fire station/Service area; it may involve a number of mobilisations by fire engines, specialist vehicles and officers from outside of the fire station/service area.
Incident Recording System	A web-based system that enables data on all incidents attended by the Fire and Rescue Service to be collected electronically and verified at source.
Index of Multiple Deprivation	The Index of Multiple Deprivation (IMD) 2010 is a measure of the relative deprivation between different areas. It is made up of many separate indicators, reflecting different aspects of deprivation (income, employment, health, education, crime, access to services and living environment). Each indicator is scored separately and is then weighted and combined to give an overall Index of Multiple Deprivation score for each LSOA in England. It enables the assessment of relative risks of fire among different groups in society and across geographical areas.
Injury/injured persons	Non-fatal casualties requiring medical treatment beyond first aid given at the scene of an incident and those sent to hospital or advised to see a doctor for a check-up or observation (whether or not they actually do). A person sent to hospital or advised to see a doctor as a precaution, having no obvious

injury, is recorded as a "precautionary check-up."

Integrated Risk Management Plan (IRMP)	See 'Community Risk Management Plan' – we use the term IRMP in relation to previous versions of this Plan and Government requirements.
INTEL	Refers to a process for gathering information about premises and sites within Herefordshire and Worcestershire or close to our borders that have been identified as requiring specialist analysis by firefighters to identify any potential hazards or risks. This can be due to perceived risk to the community or to firefighters, or if there is a potential environmental or community impact should a fire or other emergency incident occur. Information regarding these premises and sites is gained through County Risk Registers, local information gathering by the Service and through work with our partner agencies. These risks are then assessed against a risk rating mechanism, developed by the South East Fire Region and approved by the Health & Safety Executive. HWFRS conducts regular inspections to confirm the validity of its information and engages with premises and site owners to promote emergency planning. All information is immediately available to firefighters via computers on-board fire engines to support dealing with incidents in a safe and timely fashion.
Isolation	How far away a fire station is from other fire stations and fire and emergency cover support.
Lower Super Output Area	Lower-layer Super Output Areas (LSOAs) are small subdivisions of electoral wards in all local authority areas of England and contain a neighbourhood of around 1,500 people (600 households). They are often used in statistical models to provide detailed information about the social and economic characteristics of local areas.
Mobilise	Refers to when a fire engine leaves a fire station, having been notified by Fire Control that they need to attend an incident.
Mobilisation	A movement by a single fire engine, specialist vehicle or officer to an incident; this can be within its own station area or to another station area.

On-call	A crewing system where the firefighter lives or works within five minutes of the fire station and so is 'on-call' for an agreed number of hours every month to be available to turn in to the station within five minutes of being paged. On-call fire engines are crewed by on-call firefighters. They are slower to respond than wholetime crewed fire engines, due to the fact firefighters are not on station and have to travel to the station. Also known as 'retained' firefighters.
Operational Planning	How the Service plans to use the firefighters, fire engines and equipment to meet the needs of the public.
Operational Resource	A fire engine, piece of equipment, specialist vehicle or firefighter with a specialist skill that attends an incident.
Option for change	A potential change in fire and emergency cover that has been identified for in-depth analysis in order to understand its impact on how we attend incidents and respond to safety concerns.
Phoenix™	A software programme developed by Active Informatics Ltd. used at Service headquarters to simulate changes to fire and emergency cover in order to evaluate the impact of such changes on fire engines and crews, community safety and attendance standards.
Poverty	Poverty is a lack of income (or material possessions) to such a level that it is not considered acceptable by society. A household is considered to be in poverty if its net income (after housing costs and taxes) is less than 60 per cent of the national average (median).
Prevention and Protection work	See 'Community Risk Department.'
Professional judgement	A perspective based on a thorough understanding of the Service, its responsibilities and values. It is borne out of extensive experience in both the management of incidents and that of the Service, informed by sound evidence. It balances an understanding of the risks faced by staff and the needs of local communities. Can also be referred to as 'uniformed judgement.'

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Resilience	The ability to provide back up in good time and to deal with large incidents as well as day-to-day activity. When referring to simulated changes to fire and emergency cover, this refers to the impact on the ability of the second fire engine to arrive within five minutes of the first fire engine on scene, according to an attendance standard.
Retained	See 'On-call.'
Risk	A measure of the likelihood of harm from a particular hazard occurring and the severity of the consequences.
Rostering	Another word for the activity of arranging a work rota.
Scenario	An identified change to fire and emergency cover simulated in a software programme to understand its impact on cover. A single option for change may be made up of several scenarios.
Self-rostering	When a unit of firefighters agree between them how to populate a rota for wholetime cover, governed by the watch commander.
Senior Management Board	A decision making body in the Service made up of senior managers: principal officers (including the finance director) and heads of department.
Simulation	Refers to when a software programme is used to model fire and emergency cover. The simulation uses algorithms to calculate how it will deploy fire engines to incidents. It uses historic data for information on what sorts of incidents to attend and when they occur.
Spate conditions	Instances such as adverse weather conditions or a pandemic resulting in a higher than normal volume of calls and/or a reduced workforce with which to operate the Service.
Special(s) / specialist vehicles / special appliances	Any vehicle or piece of equipment that attends an incident and is not a fire engine.

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Station area / station boundary	The geographical area associated with a particular fire station. It consists of a group of output areas (a geographical boundary comprising approximately 40-250 households, between 100-600 people) where the fire engines from that fire station most often attend.
Strategic risk review	Methodology for identifying areas where people are most at risk of a house fire or road traffic collision in Herefordshire and Worcestershire.
Strategic Training Facilities	These are practical training venues, specifically located across the Service area to minimise travel time and maximise training time. They provide firefighters with the opportunity to gain and practise crucial skills in highly realistic conditions. There are currently three facilities based at Evesham, Kidderminster and Peterchurch fire stations.
Watch	A group of firefighters that share the same shift pattern and predominately work together at a fire station. Each watch is given a colour (Blue, Green, Red or White) and will work at the same time as watches of the same colour across the Service. In the case of the on-call firefighters a watch can also be referred to as a Unit. Managed by a watch commander.
Wholetime	Refers to a crewing system where firefighters and fire engines are available 24 hours a day and are normally able to mobilise to incidents within 90 seconds.

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List of Abbreviations

CFOA	Chief Fire Officers Association
CRMP	Community Risk Management Plan
DC	Day crewing
DCLG	Department for Communities and Local Government
DCP	Day Crew Plus
DD	Day duty
FF	Firefighter
FRS	Fire and rescue service
HWFA	Hereford & Worcester Fire Authority
HWFRS	Hereford & Worcester Fire and Rescue Service
ICT	Information and Communication Technology
IMD	Index of Multiple Deprivation
IRMP	Integrated Risk Management Plan
IRS	Incident Recording System
LSOA	Lower-layer Super Output Area
OC	On-call
PDF	Primary dwelling fire
RTC	Road traffic collision
USAR	Urban Search And Rescue
WT	Wholetime

APPENDIX 3: CRMP ARRANGEMENT OF FIRE ENGINES

Fire Stations with three fire engines

Station	Engines
Hereford	Wholetime, Day Duty, On-Call
Redditch	Wholetime, On-Call, On-Call
Worcester	Wholetime, Day Duty, On-Call

Fire Stations with two fire engines

Station	Engines
Bromsgrove	Day Crew Plus, On-Call
Bromyard	On-Call, On-Call
Droitwich Spa	Day Crewing, On-Call
Evesham	Day Crewing, On-Call
Kidderminster	Wholetime, On-Call
Leominster	On-Call, On-Call
Malvern	Day Crewing, On-Call
Ross-on-Wye	On-Call, On-Call

Fire Stations with one fire engine

Station	Engine	Station	Engine
Bewdley	On-Call	Leintwardine	On-Call
Broadway	On-Call	Pebworth	On-Call
Eardisley	On-Call	Pershore	On-Call
Ewyas Harold	On-Call	Peterchurch	On-Call
Fownhope	On-Call	Stourport	On-Call
Kingsland	On-Call	Tenbury Wells	On-Call
Kington	On-Call	Upton	On-Call
Ledbury	On-Call	Whitchurch	On-Call

Key: = Wholetime | = Day Duty | = Day Crew Plus | = Day Crewing | = On-Call