

**Hampshire Fire and Rescue Authority****9 September 2015****Item: 9****Risk Review Proposals****Report by the Chief Officer**

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**1 Summary**

- 1.1 A Risk Review Project has been established to identify opportunities for improvements in how we deliver the Service and support budget savings in Service Delivery of £5m by 2019.
- 1.2 This paper sets out draft proposals for delivering fire and rescue services fit for the future.
- 1.3 The Service wants to present two options for formal consultation. Hampshire Fire and Rescue Authority (HFRA) are asked to support these two options.
- 1.4 In addition, we ask the Fire Authority to support the ongoing development of capability in medical response and further enhancement to our Community Safety prevention role with activities that support the priorities within health.

**2 Recommendations**

- 2.1 That the Fire Authority supports the development of our Community Safety capability to include prevention activities that support the priorities within health.
- 2.2 That the Fire Authority supports the development of further medical response capability.
- 2.3 That the Fire Authority agrees to consult on options to change frontline capability based on risk.
- 2.4 That the Fire Authority agrees to consult on options for council tax and spending as part of the planned public consultation process (details set out in Medium Term Financial Plan Update Report).

**3 Introduction and Background**

- 3.1 The medium term financial plan is based on a predicted funding gap of £12.2m by 2018/19. There is a programme in place to address this deficit which is closely

monitored by our Safer Stronger Board. It includes identification of savings from existing budgets, development of income generation opportunities, a review of our Professional Services Directorate and a potential increase in Council tax. The last area for consideration is our Service Delivery function.

- 3.2 A Risk Review Project has been established to identify opportunities for improvements in how we deliver the Service and support budget savings in Service Delivery of £5m by March 2019.
- 3.3 The Service wants to present two options for formal consultation. Hampshire Fire and Rescue Authority (HFRA) are asked to support these two options.

#### **4 Risk Methodology**

- 4.1 Our primary role is to prevent and respond to fires and road safety incidents but we also have the capability and opportunity to become involved in a wide variety of other activities though the powers of competence vested in the Fire Authority through the Fire Services Act 2004. Over the past ten years we have become increasingly competent and experienced in progressing successful strategic partnerships with other organisations, such as the Ambulance Service, Health and Police, these have led to successful initiatives such as, supporting local communities in response to flooding or planning and training with blue light partners to enable us to respond effectively to the aftermath of an act of terrorism. These examples show that we need to consider all risks in Hampshire and not limit ourselves to those that affect fire and road safety, which fall within our statutory responsibilities.
- 4.2 Using a combination of data analysis, computer modelling and professional judgement, we continually develop the strategic priorities for the Authority and the Service. We apply a consistent methodology for assessing the likelihood and impact of the risk associated with each of our strategic priorities.
- 4.3 To help focus our efforts, we have grouped known risks into three distinct categories:
- Risks to Our People: an event that restricts or prevents our staff from delivering our services in a safe, effective and efficient manner
  - Risks to Our Community: an event that could make life unsafe for the people who live, work or travel through Hampshire
  - Risks to Our Organisation: an event which adversely impacts the organisation's assets, financial stability or operations

#### **5 Governance Route**

To provide legally compliant and effective governance over any changes to the service, the following route has been agreed:

- 5.1 The Performance Review and Scrutiny Committee (PRSC) provide oversight and scrutiny for the governance route and decision points for the Risk Review Project (please see background papers).
- 5.2 PRSC agreed those matters which would come under the Chief Officer scheme of delegation and those that require Fire Authority Approval and formal consultation.
- 5.3 We have engaged with our staff and the Representative Bodies to assist in developing the ideas and through this process, they have actively shaped these draft proposals.
- 5.4 Service management team review final formal consultation findings and agree final draft proposal to be presented to Fire Authority
- 5.5 The Fire authority consider the proposals for change in frontline capability on the 9 September 2015
- 5.6 Formal consultation, 14 September - 4 December.
- 5.7 Performance Review and scrutiny committee 20 October scrutinise the formal consultation process
- 5.8 Consideration of consultation findings 7 December-15 January 2016
- 5.9 PRSC scrutinise the project process 26<sup>th</sup> January
- 5.10 HFRA are presented with formal consultation findings and final draft proposals for decision
- 5.11 The PRSC will continue to provide oversight of the process to ensure the governance route and to monitor ongoing performance.

## **6 Proposals**

There are three proposals to be considered:

### **6.1 Extending Community Safety Capability**

- 6.1.1 The growing demand in the health care sector means that HFRS is in a position to extend its wealth of successful prevention experience into delivery of a well developed and holistic prevention strategy to encompass the local health and wellbeing priorities.
- 6.1.2 Our capability is being piloted in collaboration with Clinical Commissioning Groups and Public Health and is being supported by transformational funding from Government. Early signs from this pilot indicate the potential for successful

integration of our own prevention techniques alongside a newly developing health intervention package that will use the highly respected Firefighters of Hampshire, trained with news skills to reduce demand on other public services.

- 6.1.3 Our early pilot focuses on youth and the elderly with long term health conditions via educational programmes, together with an enhanced home fire safety visit which includes the principles of a “Safe and Well” visit. The overarching objective of this approach is to reduce demand on Health Services.
- 6.1.4 The role of Fire and Rescue Services in this arena has recently been heralded by the head of the NHS; Simon Stevens who, along with senior colleagues from Public Health England, recognise Fire as a health asset and we are seeing emerging capabilities develop in other FRS across the country.
- 6.1.5 If agreed we will further develop this pioneering relationship with health partners and place it on a commissioned basis where HFRA provide an enhanced service to our community which is financially supported by those bodies responsible for the wider health and wellbeing priorities. Our progress on this journey will be monitored by PRSC.

## **6.2 Extending Medical Response Capability**

- 6.2.1 Hampshire Fire and Rescue Service is now the most successful Co-responding Fire Service in the UK, attending circa 10,000 calls a year and making critical life saving interventions everyday. This partnership with South Central Ambulance Service has shown how public sector bodies can collaborate to achieve much greater benefit for our communities.
- 6.2.2 The demand on Ambulance and Health services continues to grow and our Firefighting teams are well placed to assist further with this challenge. Building on our success with Co-Responding, we are proposing to develop and enhance our medical response capability across all front line personnel and appliances.
- 6.2.3 Recognising the vital skills that our Co-responder teams have gained over the last few years it is proposed that we extend these skills to all of our front line teams over the next 3 years and equip our firefighting vehicles with the necessary life saving kit to sustain life either at an incident which we attend in our normal role or if required by the ambulance service.
- 6.2.4 This capability will be made available to the Ambulance Service as required but it is not intended to routinely mobilise Firefighting vehicles to medical emergencies. It will not replace the successful Co-responding scheme, instead it will support it. This proposal is limited to equipping our own fire appliance teams so that they may better support ambulance crews at the scene of an incident or where high demand means that HFRS can assist the Ambulance Service.
- 6.2.5 If agreed the service will report to PRSC on activity levels and on the impact of

the demand of medical call on fire cover within Hampshire.

### **6.3 Changes to Front line Fire and Rescue Capability**

- 6.3.1 We have seen a national reduction in fires over the last 10 years and this reduction has resulted in Hampshire Fire Crews attending about half of the amount of calls than they did previously. Fires that do occur most often do not cause death or injury and this has been achieved with higher levels of fire safety knowledge, smoke alarms and safer building design. This proposal recognises this changing world and appendix 1 shows how we propose to deal with the remaining risks within Hampshire. By creating a service that is smarter, more efficient and relevant to the risks in our community means that we can protect our firefighters and our community while operating within our financial capability.
- 6.3.2 One of the ways we propose to adapt our front line capability is to adjust the way we respond to calls to ensure we are as efficient and effective as possible. Currently we have a standard approach with the vast majority of our fire engines crewed with four to six firefighters. However an analysis of the tasks carried out by firefighters responding to a variety of incidents shows that there is not always a need for this number of people or equipment at all incidents. We also know that 70% of our incidents are small fires and our deployment of small fires vehicles in our cities over the past three years show that these smaller fires can be dealt with by smaller crews. With our greater knowledge of our community risks it is proposed to provide three levels of front line emergency vehicles that are able to be crewed according to the incident type and equipped with the latest technology, this approach will provide a greater flexibility to deal with the range of incidents we get called to. This proposal match's resources to local risk whilst also taken into account the county wide strategic cover required to respond to larger incidents.
- 6.3.3 The number of emergencies we deal with varies by area – which is why some fire engines have always been crewed by retained (on-call) firefighters while others have whole-time (immediate response) crews. Incidents also vary in number throughout the day and night – they typically increase from early-afternoon to peak during late afternoon/early evening before reducing during the late evening to their lowest level overnight.
- 6.3.4 Immediate response is delivered by whole-time firefighters who work shifts based at a particular station and can be on their way to an incident in around one minute from the time the crews are alerted to the incident. On call response is delivered by retained (part-time) firefighters who provide cover from their home, their place of work or elsewhere in the community. They respond to emergencies when their pager alerts them, so must work or live within four minutes travel time from the fire station. On call crews take five minutes to be on their way to an incident due to the fact the crew must first travel to the fire station to collect the fire engine.
- 6.3.5 We propose to introduce an activity based crewing (ABC) model which identifies

the most suitable response for a station to ensure we always have the right resources in the right place at the right times, those stations with a higher level of activity will have an immediate response and those with a lower level will have an on call retained response.

- 6.3.6 If agreed by the Fire Authority this methodology and response package would be shared with the community of Hampshire for their views during a formal consultation. The proposals would result in an improved performance in our response times countywide compared with current figures. For some stations we propose two options for crewing during off peak hours, utilising either on call or immediate personnel. Option 2 (immediate) will result in the most improvement but is more expensive and needs additional funding.

Model	Response Performance, Critical Incidents (%) (8/80)	Average First Response Time, Critical Incidents (mm:ss)
Current	65.4%	07:30
Option 1	70.8%	07:00
Option 2	72.6%	06:54

More detail of the two options can be seen in Appendix 1

## 7 Council Tax

- 7.1 The report Medium Term Financial Plan Update by Head of Finance asks for the Authority's agreement to consult on council tax options as part of the forthcoming public consultation process for the Risk Review.
- 7.2 Final decisions on council tax are of course a matter for the full Authority in February each year when it considers its budget and precept level. The request for a view on financial planning assumptions contained within Medium Term Financial Plan Update does not fetter that decision making process.

## 8 Performance

- 8.1 The focus for the Risk Review Project is to improve the Service while achieving the financial requirement to save £5 million. This Fire Authority decision will contribute directly to that figure.

If agreed this proposal will deliver:

- County wide response standards – Increase from 65.4% to 72.6%
- Number of fires confined to room of origin – Target of a 10% increase
- Retained Duty System availability – Increase from 90.1% to 95.9%

These measures will continue to be monitored by PRSC.

## **9 Formal Consultation**

- 9.1 If the draft proposals are agreed by the Fire Authority then PRSC will provide the oversight for the running of the formal consultation. This formal consultation will be carried out with staff, public and our stakeholders between September and December 2015. This will build greater awareness and understanding of the issues and will encourage further valuable feedback on key topics from a diverse range of internal and external stakeholders.
- 9.2 Our approach will enable people to contribute through a variety of channels which will include focus groups, internal sounding boards, on-line and hard copy questionnaires, social media, print media, etc.
- 9.3 To assist PRSC with oversight and scrutiny, the Consultation Institute has been commissioned to provide advice, guidance and quality assurance on our processes for engagement and consultation.
- 9.4 The consultation will be run by a highly recommended external provider, who will design and assist with our Formal Consultation.

## **10 Supporting our Corporate Aims and Objectives**

- 10.1 In April 2013, Hampshire Fire and Rescue Service published its Service Plan 2013-2018. This plan outlines the priorities and aims for the Service which focus on two themes:
- making life safer
  - making our Service stronger
- 10.2 For the Service to achieve its stated vision and priorities and achieve the necessary further budget reductions, it was necessary to review the current Service Delivery model.

## **11 Risk Analysis**

- 11.1 The risk review project has seen a new approach to Integrated Risk Management Planning and will be used in the future to update service provision in line with our communities needs.
- 11.2 Historically, where major changes to public services have resulted in a judicial review, our consultants (The Consultation Institute) have advised that these have concentrated on the process of consultation. If a stakeholder was to challenge the risk review project, it would be on process. PRSC are continually scrutinising the Risk Review process and have agreed the decision points of the draft proposals. We are also carrying out a quality assurance procedure to ratify our Risk Review process. This will be presented at the PRSC meeting in January 2016.

## **12 Impact Assessments**

- 12.1 Impact Assessments have been developed including the Engagement 14 and Engagement 15 feedback. They will be revisited after the formal consultation and will be developed through the remainder of the project and into the implementation phase (Appendix 2).
- 12.2 The proposals in this report are considered compatible with the provisions of the European Convention on Human Rights, the Human Rights Act 1998, and the Race Relations (Amendment) Act 2000.

## **13 Financial Implications**

- 13.1 The final identified savings are set out in the proposals.

Option 1 identifies a total savings of £3,300,000

Option 2 identifies a total savings of £3,000,000

## **14 Background papers**

- 14.1 The following documents disclose the facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of the report:

PRSC paper 19.05.15 - Timeline and Governance

Hampshire Fire and Rescue Authority scheme delegation to officers

PRSC Report 30.07.15 – Risk Review Process

SMT paper 11 05 15 Service Delivery Transformation

SMT paper 03.08.15 Risk Review Draft Proposals for Authority Decision

Note: The list excludes: (1) published works; and (2) documents that disclose exempt or confidential information defined in the Act.

### Appendices

1. Schematic showing all station resources and impacts (including Options 1 and 2)
2. People Impact Assessment