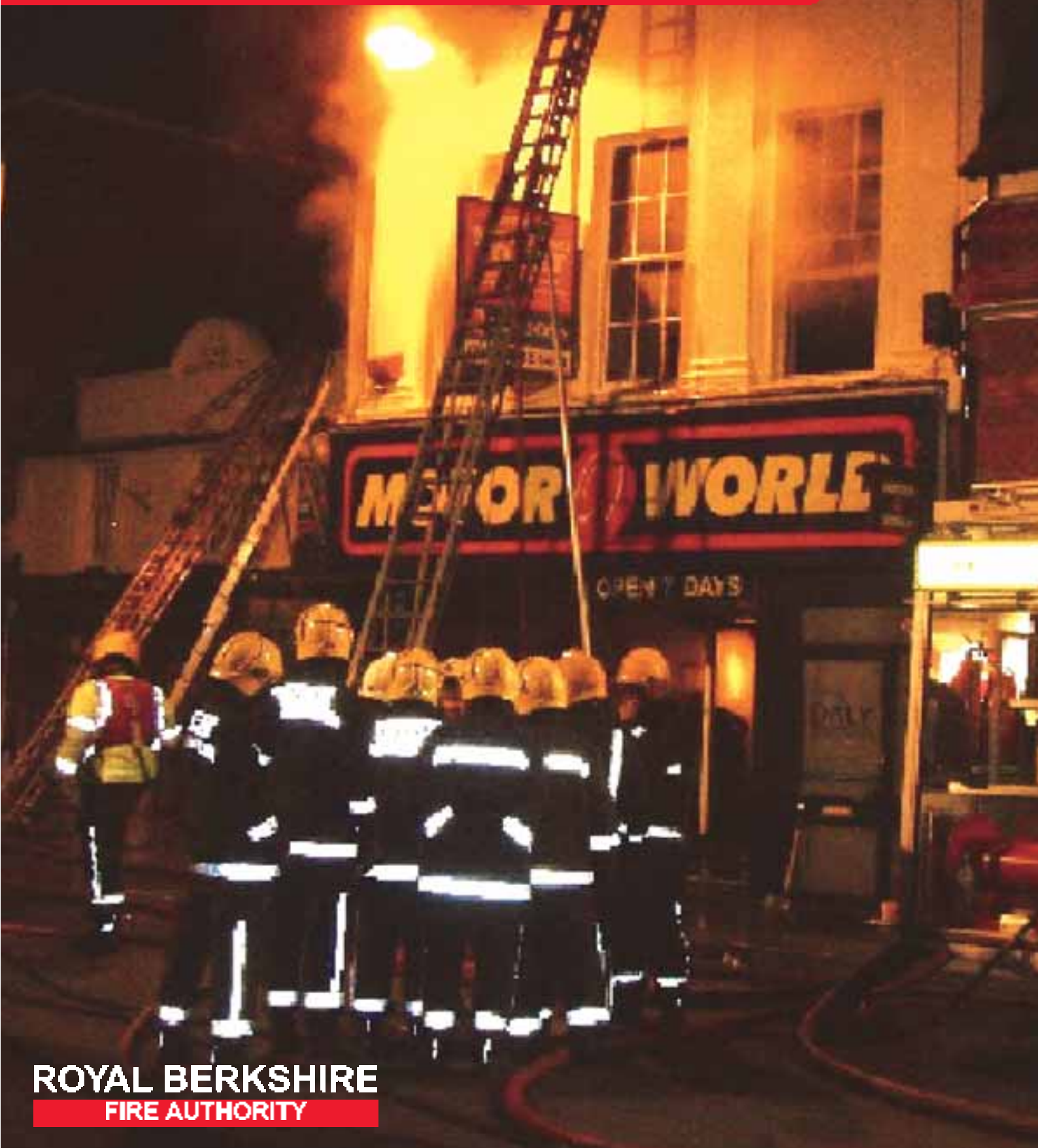


INTEGRATED RISK MANAGEMENT PLAN

YEAR III



**ROYAL BERKSHIRE
FIRE AUTHORITY**

PREVENTING PROTECTING RESPONDING

ROYAL BERKSHIRE FIRE AUTHORITY



PREVENTING PROTECTING RESPONDING

यदि आप यह जानकारी हिन्दी में चाहते हैं तो कृपया हमारा संपर्क करें
જો તમને આ માહિતી ગુજરાતી માં જાંઈતી હોય તો મહેરબાની કરી અમારા સંપર્ક કરો

Jeśli wymagasz tej informacji po POLSKU, proszę się z nami skontaktować

वेबसाइट पर जाएं और जानकारी प्राप्त करें। हमारे लिए सहायक जानकारी के लिए हमसे संपर्क करें।

اگر آپ کو یہ معلومات اردو میں درکار ہوں، تو ہم سے رابطہ کیجئے

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EXECUTIVE SUMMARY

The first Integrated Risk Management Plan (IRMP) was developed for 2004/ 2005 and was very clear in its objectives which were to focus on early improvements based on existing knowledge and data.

These early improvements focused on areas that would enhance community safety by:

- Assessing ways of reducing the unnecessary use of resources
- Assessing ways of using existing resources more effectively
- Amending current working practices

As a result of this work significant progress has been made in a number of areas. Examples being, a 68% reduction in aerial appliance emergency calls, a 33% reduction in hoax calls and a 37% reduction in standby moves where a fire engine has to be sent to another fire station to cover other appliances attending a false alarm.

During this period work was also undertaken to develop the IRMP within an Organisational Risk Register. This work helped to identify and to quantify risks to the community and to determine where resources should be prioritised for the Year II IRMP.

Building on the success from Year I and with a set of clear priorities from the Risk Register, the second phase of the process began on 1 April 2005 when work on a further six projects commenced. These projects included work relating to dwelling fires, road traffic collisions (RTC's), deliberate and secondary fires, sleeping risks, other buildings and major incidents.

Although some of the work is still in its infancy, certain projects have already produced improvements in specific areas. These include the implementation of pilot schemes for home fire risk assessments (HFRA's) resulting in over 500 responses from householders requesting a fire risk assessment, a 17% reduction in deliberate property fires, partnership working with the Thames Valley Police (TVP), Royal Berkshire Ambulance Trust (RBAT) and Road Safety Officers to reduce RTC's and a project with 'A' level students to target 'joyriding', sponsored by Vodafone.

During these first two years major advances in data collection and risk mapping have resulted in a more detailed understanding of the risks facing local communities. Clear evidence has now been collected as to how these risks change at different times of the day. This information will be used during phase III of the IRMP, to match resources against risk. This will involve four main work streams to look at optimising resource against risk, operational officer response, developing key local performance indicators and changes in fire legislation.

Consultation remains a key part of IRMP with active involvement from elected members, officers and members of the Fire Brigades Union (FBU) at each stage of the process. However, the proposals contained within this document require far wider participation from a greater range of stakeholders and your views are important to us. Full details on how to get your views considered in order to influence the proposals are included at the end of this document.

This IRMP is an integral part of the Royal Berkshire Fire Authority's strategic planning process. This process is explained in more detail in the Corporate Plan 2005/06 which is available at www.rbfrs.co.uk under Quick Links.

FOREWORD BY COUNCILLOR TERRY MILLS
CHAIRMAN OF
ROYAL BERKSHIRE FIRE AUTHORITY

On behalf of the Royal Berkshire Fire Authority (RBFA) I am pleased to introduce our third IRMP and Year III Action Plan.

The publication of this IRMP coincides with the recent announcement from the Audit Commission of the Comprehensive Performance Assessment (CPA) results for all Fire and Rescue Services. The fact that the RBFA was classified as a 'Good' Authority, given a score that places it joint third in the country, is I believe, testament to the hard work and dedication of both its staff and elected members.



The CPA report contains many positive comments about the Authority's approach to IRMP. Inevitably, it also highlights areas that require further development in order that we meet efficiency targets set by the Government.

Certainly, as we move into a more dynamic phase of the IRMP process we will be looking to make further changes to the way we deliver the service to ensure a safer Berkshire. We will continue using the careful and systematic approach proven over the past two years, making changes only when clear evidence suggests that a specific problem can be addressed in a particular way. In this way we can ensure that we find the best solution without compromising the existing service.

The advances in data collection and the subsequent mapping exercises undertaken by officers over the past eighteen months have now resulted in a more detailed understanding of the risks facing local communities in Berkshire. A clear picture is now emerging as to how these risks change according to the areas, individual communities and the time of day.

During the next phase of the IRMP process this information will be used to ensure that we are able to deploy our resources more flexibly and proportionately to address the risks facing local communities. In short, we will be 'matching resources against risks'. Work in this area has commenced with officers involved in the development of local emergency response standards, analysing the number of senior officers required to command our operational resources and deciding on the best location for frontline fire appliances. Information on all these issues can be found in this report.

This document is clearly structured to show how the RBFA intends to take further steps to make Berkshire a safer place. The plan shows our performance in the areas implemented from the Year I Action Plan, our progress with the Year II projects, and our intentions for Year III (2006/07).

We are always keen to hear your views on our proposals, they are important to us and should you wish to contact us further details can be found at the back of this document.

A handwritten signature in black ink that reads "Terry Mills". The signature is written in a cursive, slightly slanted style.

HOW THE FIRE AUTHORITY WORKS WITH IRMP

The Fire Authority comprises 25 local councillors appointed by the six Unitary Authorities of Berkshire.



Ultimate responsibility for producing the IRMP rests with the Fire Authority. The identification, analysis and mapping of risks in the community is undertaken by officers of Royal Berkshire Fire and Rescue Service (RBFRS). Included in this team are members of the FBU.

IRMP teams report directly to the Area Manager in Support Services, who in turn reports to the Assistant Chief Fire Officer (Support Services) who is the lead Principal Officer. Recommendations arising from work undertaken by officers are fed into the elected member IRMP working party for discussion and consideration before final approval by the Fire Authority.

STRATEGIC AIMS

The primary focus of this plan is to improve the safety of those who live, work and travel through the County of Berkshire. RBFA already has strategic aims in place to deliver its vision of 'A Safer Berkshire', these being:

- Minimise loss of life, injury and damage from fire.
- Reduce the number of deaths, injuries and damage caused by hazards other than fire and render appropriate humanitarian services.
- Deliver community safety education (tailored to users' needs) to reduce the number of fire calls and to minimise the consequences of fire.
- Apply fire safety legislation, without bias, to maximise compliance and minimise loss of life, injury and damage from fire.
- Demonstrate continuous improvement in service delivery, based upon consultation and partnership, working within a Best Value framework.
- Be a good employer and be recognised as such.

ROYAL BERKSHIRE FIRE AND RESCUE SERVICE

FIRE STATIONS

There are 20 fire stations in Berkshire:

- 7 x 24 hour shift crewed fire stations, based at Caversham Road, Wokingham Road, Dee Road and Whitley Wood Reading; Slough, Langley and Windsor.
- 3 x 24 hour shift crewed with support from part-time crews. These are based at Newbury, Bracknell and Maidenhead.
- 1 x nucleus crew of fire fighters during the day with support from part-time crews. Only Wokingham Fire Station operates with this form of crewing.
- 9 x part-time fire stations, based at Hungerford, Lambourn, Pangbourne, Mortimer, Sonning, Wargrave, Cookham, Ascot and Crowthorne.

All of these fire stations are mobilised to incidents through the Control Room based in Reading, which is crewed by specialist staff.



As well as the fire stations, RBFRS has specialist Fire Safety Officers based in Newbury, Reading, Maidenhead and Langley. In addition, the RBFRS Training Department is based at Whitley Wood in Reading. The Community Safety Team and most of the Support Staff are based at Headquarters at Dee Road in Reading.

STAFF NUMBERS (5 September 2005)

	Authorised Establishment	Strength (actual)
Full-time operational staff	425	434
Part-time operational staff	169	109
Non-operational staff	106	106
Control Room staff	27	31
Totals	727	680

The figures above show the strength of the organisation being greater than the authorised establishment in two areas. This is due to the need to recruit full time operational staff over establishment because of the constant loss of experienced fire fighters to other Fire and Rescue Services due to the high cost of living in Berkshire. When a fire fighter leaves the service it can take up to six months to recruit and train a replacement. Thus, in the interim period, those fire fighters above establishment are able to ensure that crewing remains at appropriate levels. Those figures relating to control room staff are additional personnel on short term contracts covering sickness and other absences.



WHAT HAS BEEN DELIVERED?

The first IRMP was developed for 2004/ 2005 and was very clear in its objectives which were to focus on early improvements based on existing knowledge and data.

These early improvements focused on areas that would enhance community safety by:

- Assessing ways of reducing the unnecessary use of resources
- Assessing ways of using existing resources more effectively
- Amending current working practices

These objectives were all focused on freeing up more time to devote to community safety initiatives in order to prevent emergency incidents from happening in the first place.

As a result of the Year I IRMP eight Action Plans were developed and were commenced on April 1 2004. Each action plan was resourced with a project manager and a cross functional team that included a representative of the FBU. The eight action plans were:

- Review response to automatic fire alarms (AFA's)
- Expansion of co-responder schemes (use of fire-fighters to provide emergency response to heart attack victims using defibrillators) in partnership with RBAT
- Review response of aerial appliances to incidents
- Recruitment and retention strategy for part-time fire-fighters
- Review the way we deal with hoax calls
- Review partnership working with TVP for motorway incidents
- Develop data collection systems to inform IRMP's
- Refine and develop consultation and communication strategies with external and internal stakeholders



Response to Automatic Fire Alarms

Objective

To reduce attendance to AFA's based on risk assessment & partnership working with identified premises to reduce numbers of false alarms, freeing up more time to devote to community safety initiatives.

What Has Been Delivered?

As part of a three year strategy based on national guidance, a new policy and procedure as well as monitoring arrangements for responding to AFA's was implemented in April 2005.

During this initial phase of the strategy the Fire Authority has seen a slight increase in AFA's in line with the national trend, however this was expected as the initial implementation of the new policy and procedure will take time to achieve any reduction, in accordance with the three-year strategy. Despite this increase and due to the new mobilising policies in responding to AFA's the Authority can report significant progress as follows:

- A reduction in standby moves (moving a fire appliance to another fire station to cover those attending an AFA) of 37% demonstrated by the chart below
- A reduction in risk to fire crews and other road users due to the reduction in appliance movements in line with the authorities aim of 'A Safer Berkshire'.
- A financial saving of 55% on standby moves for 24 hour crewed fire appliances due to the new mobilising policy restricting the number of appliances being sent.
- A financial saving of 33% on standby moves for part-time crewed fire appliances due to the new mobilising policy restricting the number of appliances being sent.
- Savings re-invested to allow 24 hour crews to become more involved in community safety initiatives, for example home fire risk assessments, and to increase the opportunity for part-time crews to do the same.

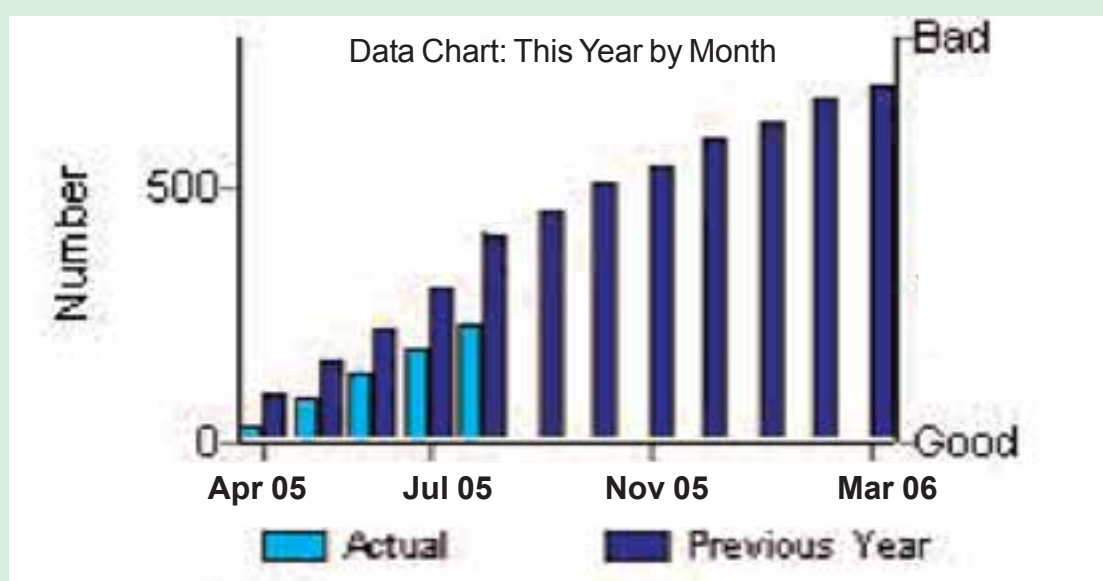


Chart Showing Number of Fire Appliances Moving To Another Fire Station To Cover Those Attending AFA's

Expansion of Co-Responder Scheme

Objective

To extend the scheme to include two further part-time fire stations as part of a pilot scheme over a six-month period which would be monitored and managed in partnership with RBAT and other stakeholders.

What Has Been Delivered?

An outstanding trades dispute with the FBU on this issue has been subject to a conciliation process and the authority can report the following:

- An agreement in principle on how to proceed
- Issues raised by the FBU now being addressed by RBFRS
- Target of implementing the pilot schemes by the end of 2005 subject to the resolution of the outstanding issues.

Review of Aerial Appliances

Objective

A reduction in the mobilisation of aerial appliances based on risk assessment, freeing up more time to devote to community safety initiatives.

What Has Been Delivered?

New policy, procedure and monitoring arrangements for mobilising aerial appliances based on risk were implemented in April 2005. As a result the Authority can report significant progress as follows:

- A reduction in appliance movements of 68% particularly at Whitley Wood Fire Station as demonstrated by the chart overleaf.
- A reduction in risk to fire crews and other road users due to the reduction in emergency calls in line with the authorities aim of 'A Safer Berkshire'.
- A cost reduction of 68%
- Savings re-invested to allow 24-hour crews to become more involved in community safety initiatives, for example home fire risk assessments, and to increase the opportunity for part time crews to do the same.

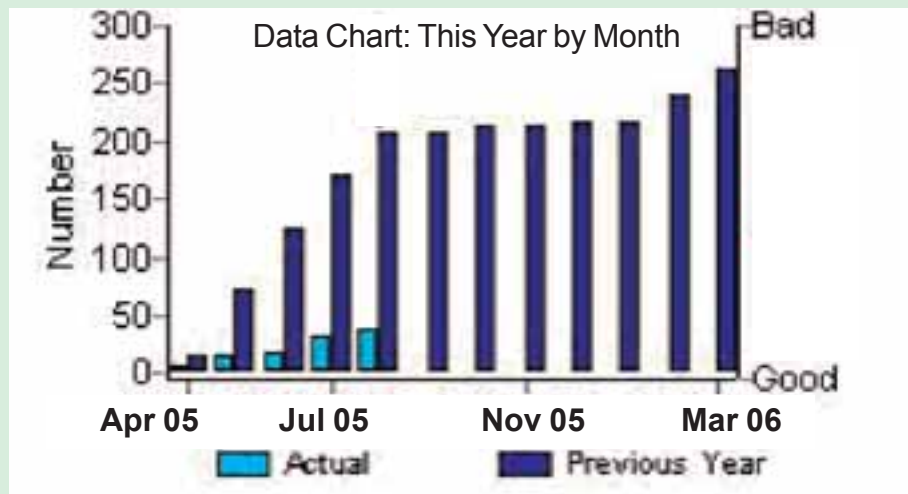


Chart Showing Number of Turnouts Whitley Wood Aerial Appliance

Recruitment and Retention of Part-time Firefighters

Objective

To increase the availability of part-time firefighters and the appliances they crew.

What Has Been Delivered?

The project has made considerable progress in line with new national guidance and the authority can report as follows:

- Sound methodology developed to enable improved targeting and recruitment of part-time fire fighters
- Consultation with part-time crews completed
- The outcome of the project will be linked to Year III IRMP in order to ensure an improvement in part-time firefighter availability during peak periods of activity
- Final report by the end of 2005

Hoax Call Reduction

Objective

To reduce the number of hoax calls and to challenge potential hoax callers to reduce unwanted appliance movements, freeing up more time to devote to community safety initiatives.

What Has Been Delivered?

New policy, procedure and monitoring arrangements for responding to hoax calls were implemented in April 2005. As a result the Authority can report significant progress as follows:

- A 33% reduction in hoax calls as demonstrated by the chart below.
- A 60% reduction in stand by moves (moving a fire appliance to another fire station to cover those attending a hoax call).
- A 35% reduction in emergency responses to hoax calls.
- A 100% reduction in officer emergency responses to hoax calls.
- A reduction in risk to fire crews and other road users due to the reduction in appliance and officer movements in line with the authorities aim of 'A Safer Berkshire'.
- A financial saving of 32% on 24 hour crewed fire appliances due to the reduced number of calls being attended.
- A financial saving of 25% on part-time crewed fire appliances due to the reduced number of calls being attended.
- Savings re-invested to allow 24 hour crews to become more involved in community safety initiatives, for example home fire risk assessments, and to increase the opportunity for part time crews to do the same.

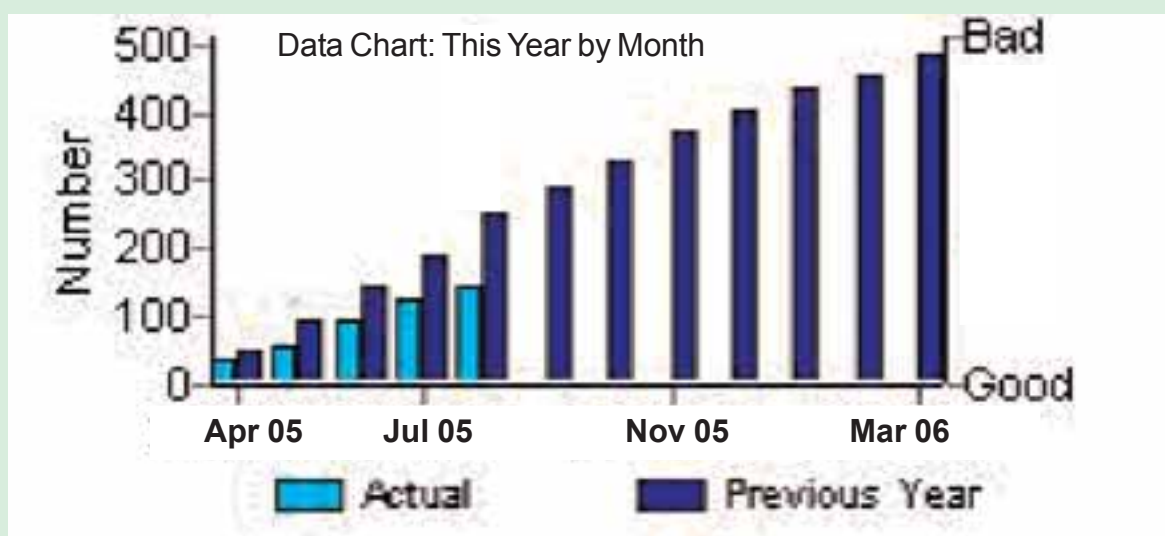


Chart Showing Number of Hoax calls daily total (Stations)

Motorway Incidents

Objective

To reduce demand on the service through partnership working with TVP. The aim is to give police officers the power to reduce the number of fire appliances attending an incident on the Motorway if, following a risk assessment, they deem a full attendance from the fire and rescue service as not being required.

What Has Been Delivered?

A review of the procedures, policy and monitoring systems was completed April 2005 and the Authority can report as follows:

- To date, there is no evidence that the procedure for returning crews en-route to a road traffic collision on a motorway by TVP has been operated
- Further review required with TVP to decide if the procedure is satisfactory
- Possibility that this procedure is not worth progressing



Further develop data collection systems

Objective

To further develop data gathering, analysing and monitoring systems to inform IRMP.

What Has Been Delivered?

Significant progress has been made in all of these areas, in particular the Authority can report as follows:

- Data gathering progressed to deliver optimum and guaranteed response times to dwelling fires
- Areas of potential and actual high risk identified
- Data being used to model optimum location of resources
- Times and areas of high risk identified
- Availability of part-time firefighters compared to times of peak demand identified
- Systems in place to monitor community safety, fire safety and operational performance in all areas of IRMP

Consultation

Objective

To progress internal and external consultation to engage with the widest possible range of stakeholders.

What Has Been Delivered?

A review of the procedures, policy and monitoring systems was completed by April 2005, the Authority can report as follows:

- Internal consultation strategy now fully embedded in the organisation and proving to be effective
- External consultation strategy was subject to further review and further changes will be piloted during the consultation process for IRMP III

Further Developments

IRMP has demanded a complete change to the way RBFRS carries out its business. This has required the setting up of new data gathering systems, the introduction and management of cross-functional teams, the development of a risk management culture and the re-structuring of many support functions, all of which has proved challenging and demanding for the Authority. All these additional demands have been met from within existing resources by having the ability to adapt to a rapidly changing environment.

Examples of this include the loss of a senior uniformed post with the workload being devolved to a more appropriate level, freeing up an opportunity to further resource the IRMP process in areas such as data gathering, administration, consultation and research. The re-deployment of a non-uniformed post to specifically support the IRMP project teams has also been implemented. The Authority has also managed to complete a comprehensive IRMP consultation exercise within a very limited budget. This ability to adapt to a rapidly changing environment, the robust data gathering, analysing and monitoring systems along with an inclusive IRMP process has contributed to a very favourable result following the Audit Commission's CPA during 2005.

Efficiency Savings from Year I IRMP

The following table demonstrates the efficiency savings achieved from the implementation of the Year I IRMP. These should be seen as initial savings as the implementation commenced in April 2005, five months ago. Further savings are forecast as the initiatives are given time to progress.

IRMP Year I	Initial Savings
Loss of a senior uniformed post.	£17,000
Re-deployment of a non-uniformed post.	£23,000
AFA's	£8,000
Aerial Appliances	£4,000
Hoax Calls	£5,000
Consultation	£15,000
Total Savings	£72,000

As well as the efficiency savings, the Year I IRMP has significantly reduced the risk to fire crews and other road users by reducing the occasions fire appliances are mobilised. There are also significant savings in time allowing crews to devote more time to community safety initiatives thus further reducing risk in line with the Authority's aim of 'A Safer Berkshire'.

*For more detailed information on RBFRS performance,
access the Royal Berkshire Fire Authority's 2005/06
Corporate Plan under RBFRS Quick Links at www.rbfrs.co.uk*

STATUS REPORT

The Year II IRMP continues to build on the objectives and successes of Year I.

In addition, the changes to statutory responsibility, the need to effectively resource community safety to further reduce risk and the identification of areas of highest risk through the risk register have resulted in six key areas which form the action plans for Year II IRMP.

Each action plan has been resourced with a project manager and a cross functional team which also includes a representative of the FBU, all projects commenced in April 2005. The six action plans are:

- Dwelling fires
- Road traffic collisions
- Deliberate and secondary fires
- Sleeping risks
- Other buildings
- Major incidents

Public Holiday and Night Shift Routines

To further involve operational crews in community safety initiatives it was proposed to make changes to the night shift and public holiday activities. A policy to implement changes to public holiday shift routines has been implemented following agreement being reached with the FBU.

Dwelling Fires

Fires in dwellings represent a greater threat of injury and loss of life than any other fire related incident in Berkshire, the aim of this action plan is to reduce this risk. Progress so far:

- Risk mapping completed to identify areas of potential and actual high risk
- Data recording in place to monitor the number, location and time that dwelling fires occur
- Pilot schemes in place for home fire risk assessments (HFRA) attracting some 500 responses from householders
- Times of low activity now being highlighted in order to deploy crews for community safety initiatives in high risk areas
- Draft policy and procedure that identifies low risk incidents to enable crews to complete community safety initiatives without disturbance now completed.
- Opportunities to develop installation of sprinklers identified with West Berkshire, Reading, Slough and Bracknell
- Public Service Agreement (PSA) opportunities identified with Slough, West Berkshire, Wokingham and Bracknell, local targets for the reduction of domestic dwelling fires set and linked with long term national targets

Road Traffic Collisions

To reduce the risk of RTC's the aim of this action plan is to target preventative work by partnership working with other agencies. Progress so far:

- Partnership working with all the unitary authorities now established linking with national targets to reduce RTC related deaths and injuries
- Partnership working with TVP, RBAT and road safety agencies established
- West Berkshire Education Business Partnership project established involving work with 'A' level students to target and reduce joyriding, attracting £25,000 sponsorship from Vodafone
- PSA's continue to be developed

Deliberate and Secondary Fires

Deliberate and secondary fires represent a significant drain on RBFRS resources, the aim of this action plan is to reduce this risk by targeting community safety initiatives using partnership working. Progress so far:

- Early indications are that deliberate property fires have been reduced by 17%, demonstrated by the chart below, and secondary fires showing a slight reduction of 2%.
- PSA's established with Reading and Windsor & Maidenhead
- PSA's are being further developed with Slough and Bracknell
- Local Area Agreement's (LAA's) with Wokingham and West Berkshire continue to be developed
- Local Strategic Partnership's (LSP's) in place with all unitary authorities in Berkshire

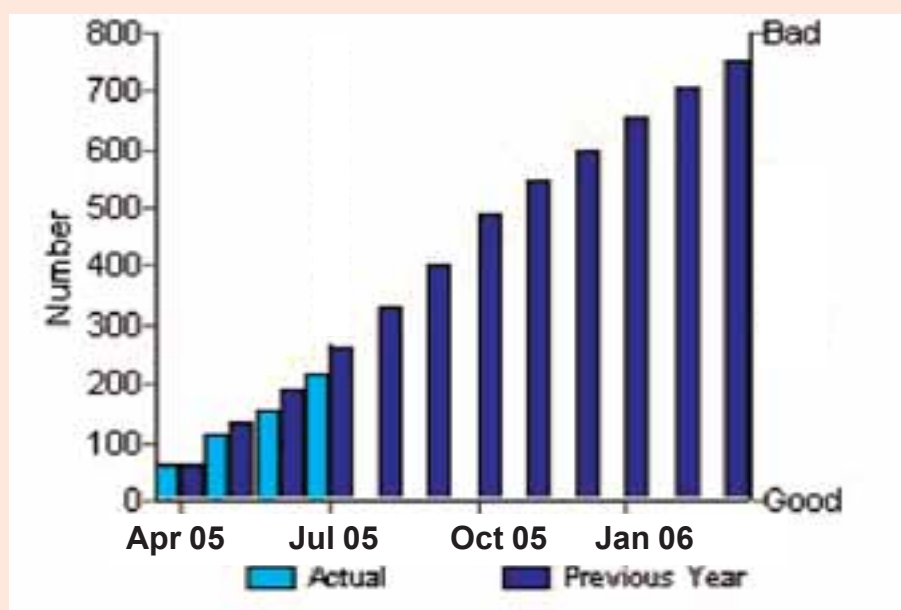


Chart Indicating a Reduction In Deliberate Property Fires

Sleeping Risk

The Fire Safety Department has developed an inspection programme prioritising premises with high life risk. The Year II IRMP risk assessment process has further identified sleeping risk premises as an area of high life risk. The aim of this action plan is to develop and implement a risk based inspection programme giving priority to life and sleeping risk. Progress so far:

- Risk based inspection programme now in place
- Policy and procedure to plan for the change in fire legislation due April 2006, which is likely to increase sleeping risk inspections, being developed.

Other Buildings

An information gap has been identified with regard to the data held on some buildings in Berkshire. The aim of this action plan is to develop a strategy to fill this gap. Progress so far:

- Gap analysis completed
- Specification for an integrated data gathering system produced and out to tender

Major Incidents

Major Incidents such as widespread flooding, air and rail accidents, adverse weather and acts of terrorism occur infrequently. However, the Government's resilience agenda requires fire and rescue services to develop plans to ensure their continued ability to function in the event of major incidents. The aim of this action plan is to review how we crew, and the location of specialist appliances, to ensure the Authority has the ability to sustain resources at a major incident in command and specialist areas. Progress so far:

- Scope of the action plan defined and agreed
- Options for location and crewing drafted
- Risk assessments on these options being progressed

Business Continuity Planning

A further requirement of the Government's resilience agenda is to have a business continuity plan in place to reduce the risk to the organisation. The aim of this action plan is to develop and implement a business continuity plan. Progress so far:

- Resources now secured to progress the plan
- Project plan being progressed
- IT software identified to assist in planning and implementation
- Pilot for the software due September 2005

During 2004 work was undertaken to develop the IRMP within an Organisational Risk Register. This work has helped to identify and to quantify risks to the community and to determine where resources should be prioritised. A risk assessment procedure was adopted that considered the likelihood and potential severity of different scenarios of the Fire and Rescue Service's work. These were then systematically considered against existing responses and arrangements. The top six risks facing the communities of Berkshire were prioritised using a risk assessment process. The result was that the following were highlighted as areas needing further attention in order to reduce the risks:

- Dwelling fires
- RTC's
- Deliberate and secondary fires
- Sleeping risks
- Other buildings
- Major incidents

Many of the initiatives implemented over the past two years will take some time to prove their effectiveness and it is too early in the process to identify any changes that may be required.

Due to the long-term nature of the strategies now in place, resources will be concentrated on these areas over the next twelve months and no major new initiatives will be implemented. Therefore, the preventative initiatives will be carefully monitored to ensure that they are resulting in the outcomes originally set.

To support the risk register the RBFA Year III IRMP will concentrate on matching where fire and rescue resources need to be in order to address the risks in the community. Put simply, the risks have now been identified and quantified; the next phase is to locate RBFRS resources at a time and place where they are predicted to have the greatest effect.

RIGHT RESOURCES, AT THE RIGHT TIME, IN THE RIGHT PLACE.

For more information on the Risk Register, please access Royal Berkshire Fire Authority's Year II IRMP at www.rbfrs.co.uk.

RESPONSE STANDARDS

Current Response Standards

The current Response Standards set by the RBFA in 1998 are:

- Within 5 minutes for major town centres and industrial complexes.
- Within 10 minutes for suburbs and built-up areas of smaller towns.
- Within 20 minutes for all other areas.

Additionally there is a guarantee to send at least two fire appliances to any property fire unless it is known to be small (e.g. chimney or grass fire) or to an AFA.

As a result of IRMP projects, RBFRS no longer provides a guaranteed emergency response to suspected hoax calls. The level of response to other incidents, notably to AFA's, has also been amended on a risk-assessed basis. This has led to fewer fire appliances and aerial appliances being sent as emergency response to calls received as a result of AFA's.

The Need for New Response Standards

The main shortcomings of the current response standards are:

- They are to a degree inflexible. The standards only relate to fires and are not proportionate to the likelihood of the report of fire endangering human life. For example the response standard to a town centre street bin on fire where there is usually little risk to life is identical to the attendance time to a report of a town centre shopping centre fire.
- They set different standards depending where the incident is located. For example, a house fire in a West Berkshire village has a twenty-minute response standard whilst a house fire in Reading town centre has a five-minute standard. However, it is known to the fire & rescue service that the rate of fire spread in both houses, and therefore the likelihood of the occupants escaping unaided, is the same.

In any event, national guidance regarding how quickly fire and rescue appliances attend calls to emergencies was recently withdrawn by central government in favour of fire and rescue services setting locally derived standards. Additionally, the fire & rescue service now has access to information detailing where most incidents (including the most life-threatening incidents) occur. There is also information available from the national census that identifies the areas where there are a greater number of residents who are more 'at risk' from fire-related injuries.

Proposed Dwelling Fire Response Standards

RBFA is now proposing to set new response standards. The Authority operates a 'Risk Register'. This is a system to help identify where the resources of the fire and rescue service are most needed to be focused. Work on the Risk Register in relation to IRMP was undertaken in 2004 and identified the list overleaf. The higher the corresponding risk figure, the greater the risk was deemed to be for the public in the county and RBFA. It was therefore determined that new response standards should initially focus on the areas of highest risk.

• Dwelling Fires	280
• Road Traffic Collisions	250
• Deliberate Fires	180
• Sleeping Risks	144
• Other Buildings	135
• Major Incidents	95
• Secondary and Vehicle Fires	60
• Major Public Events	30
• Hazardous Chemicals	27
• Other Operations	24
• Heritage Sites	24

As a result of research into the ability of fire and rescue service intervention having a positive impact on saving life, RBFA is proposing the following response standards in relation to dwelling fires:

- That an optimum response standard of eight minutes for the first appliance and ten minutes for the second appliance is set for dwelling fires.
- That a standard (or guaranteed) response standard of ten minutes for the first appliance and twelve minutes for the second appliance is set for dwelling fires.
- That the higher risk localities where it is predicted that pumping appliances will not reach dwelling fires within the guaranteed response standard be prioritised for community safety initiatives to drive down the risk.

If these standards were in place now, RBFRS would be able to meet the optimum response standard for 65% of the population and the standard response standard for 85% of the population. If these proposed standards are adopted, RBFRS will redeploy and target resources to maximize the ability to meet them.

Proposals for Road Traffic Collision and Other Response Standards

Work has already commenced on setting response standards for RTC's but is not yet advanced enough to be included in this document. It is possible that work on RTC response standards may be ready to be included in the consultation process commencing 1 October 2005. Standards relating to other lower risk incidents will follow and will be included as part of the Year III IRMP action plan.

The pattern and location of RTC's and other incidents are not the same as for dwelling fires therefore, the fire and rescue service will be looking at how to best fit the competing priorities of response standards for different types of incidents. For example, if the work on optimising locations of fire appliances as a result of planning in response to dwelling fires has a significantly adverse effect on the ability to respond to road traffic collisions, the fire authority will attempt to set a 'best-fit' given both types of incident are a high priority on the Risk Register.

MATCHING RESOURCES AGAINST RISK

The next phase of the RBFA's IRMP will concentrate on matching where fire and rescue resources need to be in order to address the risks in the community.

This work will support everything that has been done in reducing the major risks identified in the Risk Register during the first two years of the IRMP process.

The Year III IRMP Action Plan will contain four work streams, these being:

- Optimising resource against risk
- Operational officer response
- Developing key local performance indicators
- Changes in fire legislation

OPTIMISING RESOURCE AGAINST RISK

This project will look at reviewing the current location of frontline fire appliances and to maximise these resources at times when they are most needed. The objective being, to improve the response times to high risk incidents such as dwelling fires and RTC'S.

When the standards are set for each type of incident, the optimum location for each fire appliance in the county can be calculated. To help facilitate this proposed project, mapping of resources utilising electronic geographic information systems (GIS) commenced in June 2005.

RBFRS is also working with neighbouring fire authorities to ensure that fire appliances located near county borders are being used to their best effect where they can cover adjoining fire and rescue services' areas more quickly. This work is predominately being carried out with Surrey Fire and Rescue Service, although discussions have commenced with Hampshire Fire and Rescue Service.

In reality, RBFRS has many constraints imposed upon it before any serious consideration can be given to moving the location of a fire appliance or fire station. These include, financial constraints, land availability, planning restrictions and the availability of part-time firefighters in the more rural areas.

However, because of the way risk varies by the time of day, it may be more prudent to keep the fire station in the same position, and move the fire appliance to an area of higher risk at a particular time.

The advances in data collection and the subsequent mapping exercises undertaken by officers over the past eighteen months have resulted in a much better understanding of the risks facing local communities in Berkshire. A clear picture is emerging as to how these risks change according to the areas, individual communities and the time of day.

It is clear, as demonstrated by the graph below that the busiest period for emergency calls is from 1600 to 2000 hours.

Key to the graph alongside:

H0004 = midnight to 4 am

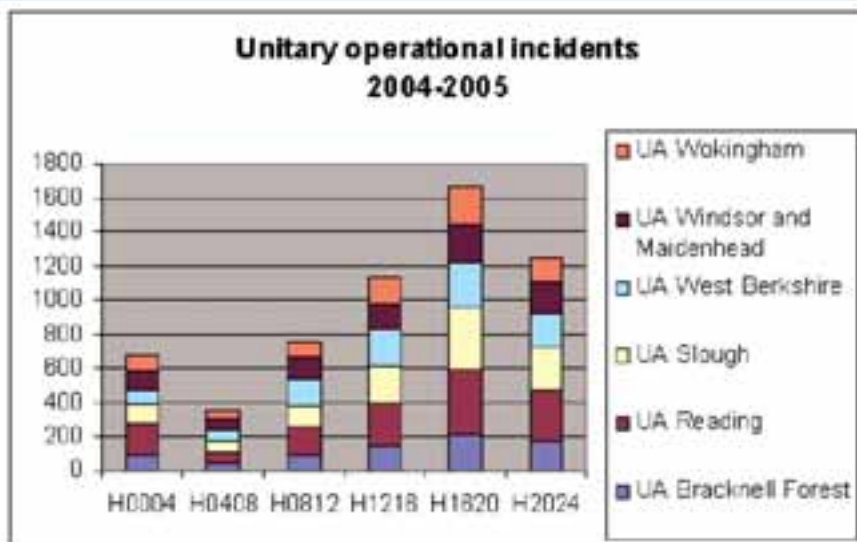
H0408 = 4 am to 8 am

H0812 = 8 am to 12 noon

H1216 = noon to 4 pm

H1620 = 4 pm to 8 pm

H2024 = 8 pm to midnight



Graph Showing The Number of Fire Calls in Unitary Areas at Different Periods of the Day Highlighting the Busy Period Between 1600 and 2000 Hours.

Unfortunately, this busy period coincides with the time of day when the least number of fire appliances are available. This is due to a substantial number of part-time firefighters not being available to crew specific fire appliances between 1600 and 2000 hours. There are several reasons for this, and work on improving the recruitment and retention of part-time firefighters is already well advanced. However, it is clear that further work needs to be done in maximising part-time firefighter availability and forecasting more accurately when they are likely to be required. This information will be used to make changes to the period of time firefighters are expected to be on call. Rather than the expectation of 24/7 cover, 365 days of the year, which is clearly unachievable, emergency cover will be targeted to be at its maximum during the busiest and most risk critical periods.

Key to the graph alongside:

H0004 = midnight to 4 am

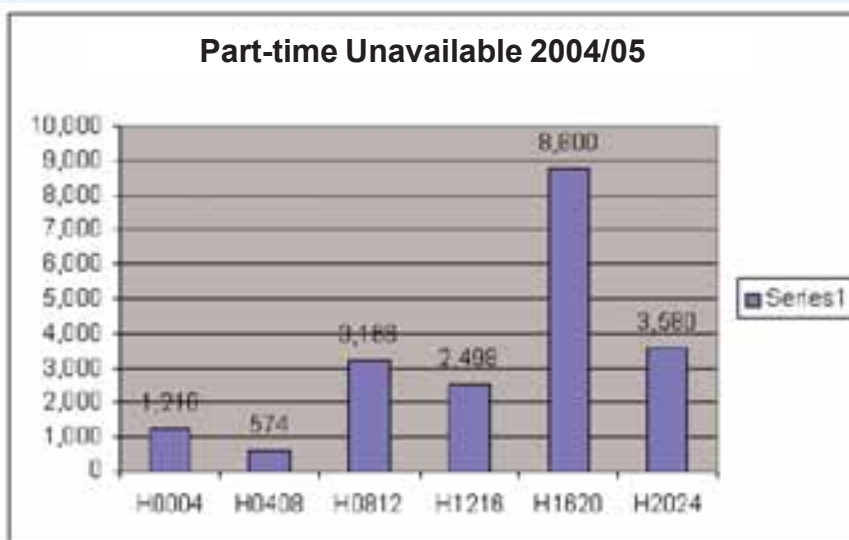
H0408 = 4 am to 8 am

H0812 = 8 am to 12 noon

H1216 = noon to 4 pm

H1620 = 4 pm to 8 pm

H2024 = 8 pm to midnight



Graph showing the total number of hours in a year part-time crewed fire appliances are not available during specific periods of the day.

The peaks and troughs in these risk periods also have an impact on the 24 hour crewed fire appliances. The time it takes for an operational crew to reach an incident is critical in many circumstances. RBFRS currently measures its 24 hour crewed appliances against a 70 second turnout time (the time the crew is alerted to the time the appliance is mobile to the incident).

Since this local performance standard was put in place a health & safety policy has been adopted that requires firefighters responding to an emergency to dress in their fire kit before crewing the appliance (this was implemented to reduce the number of injuries sustained by crew members trying to dress in a moving vehicle). This could increase the time it takes to get mobile in the appliance. Consequently this needs reviewing to ensure the standard is met at all times of the day.

Key to the graph alongside:

H0004 = midnight to 4 am

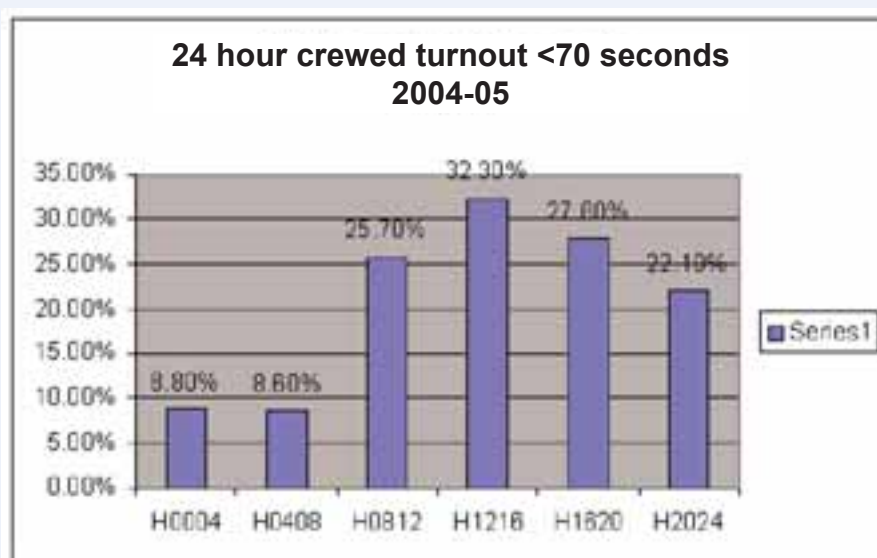
H0408 = 4 am to 8 am

H0812 = 8 am to 12 noon

H1216 = noon to 4 pm

H1620 = 4 pm to 8 pm

H2024 = 8 pm to midnight



Graph Showing the Percentage of Times That 24 Hour Crewed Fire Appliances Respond Within 70 Seconds at Different Times of the Day.

The current fulltime system requires a shift change at 1800 and 0900 hours daily. This is another area that requires further investigation as the 1800 shift change falls directly in the middle of the busiest operational period.

In addition, the system requires firefighters to be on station undertaking operational equipment and administrative checks in preparation for the night shift. This means that operational crews are often, other than when attending emergency calls, at the fire station between 1700 and 1830 hours. This time on station further reduces the time available for crews to undertake HFRA's and other community safety initiatives at a time when more people are likely to be at home.

Amendments to the shift change could avoid this busy period with the possibility of reducing overtime payments and maintaining continuity at incidents by reducing the need to swap crews once deployed.

OFFICERS' OPERATIONAL RESPONSE

The objective of this project will be to review and confirm the number of officers required to manage operational resources.

All operational incidents are managed using an Incident Command System (ICS) to ensure the safety of firefighting crews. Larger incidents are managed by more senior officers supported by other officers with specialist skills in areas such as fire investigation and hazardous materials.

Over the past few years ICS has been developed at a national level to review the levels of responsibility of officers commanding incidents. More recently, changes at a regional level have resulted in greater responsibility being given to more junior officers.

The major differences that previously existed in ICS across neighbouring fire and rescue services are now being addressed. This will assist in planning for the infrequent, but large-scale incidents, where resources from adjoining fire authorities will be able to give support utilising compatible working practices.

RBFRS is currently one of only a few fire and rescue services in the country that has set a response standard for supervisory officers. This standard requires a 20-minute average response time for all incidents that these officers attend. This standard will also be reviewed to ensure that it is still appropriate given the changes in responsibility levels for operational command.

This work stream has by necessity commenced early, due to the impact of the regional rank to role project. The objective of this project is to synchronize the move of all personnel from the existing twelve ranks to a new structure based on seven roles. Before this commences in April 2006 it is important that RBFRS is in a position to ascertain how many officers within each operational command level it requires for ICS purposes.

DEVELOPING KEY LOCAL PERFORMANCE INDICATORS

The first two years of the IRMP process have seen a number of changes to the way RBFRS delivers its service and much has been achieved in gaining a better understanding of the risks that impact upon local communities. This knowledge will now be used to tailor service delivery to meet the needs of local communities.

The intention however remains the same, changes will only be made when clear evidence suggests movement in a particular direction will provide a more efficient and effective fire and rescue service. At that stage trials will be held to test these new ideas to see what works best. Those that result in an improved level of service or efficiency will then be implemented as permanent policy. In this way RBFRS can test various methods and in so doing find the best solution to a particular risk problem, without compromising the existing service.

As the organisation moves into a more dynamic phase of IRMP it is important that robust systems are in place to measure performance. After all, how can the service improve if it does not measure its performance?

A robust performance management system already exists and the efficiency measures implemented during the first two years of the IRMP are constantly being measured and assessed.

The recent Comprehensive Performance Assessment (July 2005) classified the Royal Berkshire Fire Authority as performing strongly in the area of performance management.

Any changes that are implemented in Year III will also be subject to the same strict system of constant performance measurement to ensure the outcomes set are achieved and to prompt any necessary management action should performance demand it.

In this way RBFRS can measure the effectiveness of any changes.

CHANGE TO FIRE LEGISLATION (Regulatory Reform Order)

A fundamental change to fire legislation is due to come into force on 1 April 2006. This change will effectively bring together many fragmented pieces of fire legislation and change the legal duties of fire authorities and owners or occupiers of buildings, it will not however apply to domestic dwellings.

Present legislation is prescriptive in that fire authorities have many duties in administering the legislation, for example inspecting buildings and issuing fire certificates. This will change with owners or occupiers being responsible for the completion of fire risk assessments tailored to specific buildings. Fire certification in its present format will cease. The responsibility for fire safety within a building will firmly be with the owner or occupier, with the Fire Authority responsible for monitoring compliance. In other words RBFRS will inspect buildings to ensure owners or occupiers are complying with the new legislation and that the buildings are safe.

This is a fundamental change to the responsibilities of fire authorities and they will need to adapt to fulfil the new requirements. It is this need to adapt that will require RBFS to complete a full review of its fire safety resources to ensure compliance with the new legislation and that sufficient capacity is available to cope with any new demands that may follow.

The Royal Berkshire Fire Authority was classified as a “good authority” in the 2005 fire and rescue services Comprehensive Performance Assessment. The full report can be accessed at www.rbfs.co.uk under performance.

IRMP ACTION PLAN YEAR III 2006/07

It is proposed that the Year III Action Plans will build on the risk reduction achieved by Year I and II IRMP's by matching resources against risk.

Four areas of focus have been identified and form the basis for the Year III Action Plan, they are:

- Optimising resource against risk
- Operational officer response
- Developing Key Local Performance Indicators
- Changes in fire legislation

These will commence in April 2006 (apart from operational officer response, which commenced in August 2005) and each work stream will be resourced with a project manager and a cross functional team which will also include a representative from the FBU.

The tables on the following pages summarise each project with desired outcomes. It should be noted that the desired outcomes relate to the projects themselves. The overall outcomes will be measured in terms of community safety namely:


- A reduction in the number of accidental fire related deaths in the home by 20% and to achieve a 10% reduction in deliberate fires by 31 March 2010



Key Area: Optimising Resource Against Risk

Areas of focus	Outcome	Project Team	Start Date	Completion
Optimising resource location against risk.	To improve the response times to high risk incidents such as fires and road traffic collisions, in order to reduce the number of deaths and serious injuries.	IRMP Steering Group.	Apr 06	Sept 06
Flexible use of resources to meet risk depending on time of day.	To forecast more accurately when part time fire fighters are likely to be required and to maximise their availability during the busiest periods. To have a 24 hour crew shift change that will maximise crew availability during the busiest periods for both operational and community safety functions, and to minimise the financial impact during peak periods of operational activity.	Use of sub groups designated by IRMP Steering Group	Apr 06	Sept 06
Review of turnout times	To review the local performance indicator of 70 seconds set for turn out times for 24 hour crews in order to further improve RBFRS response standards.	Use of sub groups designated by IRMP Steering Group	Apr 06	Sept 06
Local response standards	To set local response standards in order to optimise the location of operational resources.	Use of sub groups designated by IRMP Steering Group	Jul 05	Sept 06

Key Area: Operational Officer Response

Areas of focus	Outcome	Project Team	Start Date	Completion
<p>To review and confirm the number of officers required to manage operational resources.</p>	<p>To have sufficient officers at Station Manager level and above to discharge the Fire Authority's duties in responding to emergency calls, and to manage operational resources.</p> <p>This project has commenced early due to the projected impact of the regional rank to role project.</p>	<p>Group Manager Training and a cross functional team</p>	<p>Aug 05</p>	<p>Apr 06</p>
				

Key Area: Developing Key Local Performance Indicators

Areas of focus	Outcome	Project Team	Start Date	Completion
To identify further areas that require local performance indicators to ensure that potential areas for improvement are being effectively monitored.	To have local performance indicators to monitor, measure and evidence the need for change.	IT Manager and cross functional team	Apr 06	Sept 06



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Key Area: Change In Fire Legislation (Regulatory Reform Order)

Areas of focus	Outcome	Project Team	Start Date	Completion
To review the present fire safety structure and resources to enable compliance with the change in fire safety legislation, (Regulatory Reform Order), and any new demands that may follow.	To have a structure and appropriate resources in place to comply with the change in fire legislation, (Regulatory Reform Order), and the capability to deal with any new demands that may follow.	Group Manager (Fire Safety) and cross functional team	Apr 06	Sept 06



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Aerial Appliance	<p>Any vehicle with a high-rise capability above the reach of standard ladders (13.5 m). In RBFRS, the term relates to:</p> <ul style="list-style-type: none">• ALP or Aerial Ladder Platform (stationed in Slough)• HP or Hydraulic Platform (stationed in Reading) <p>Both have a reach of 30 metres.</p>
AFA	<p>Automatic Fire Alarms</p> <p>An automatically operated fire alarm signal usually generated from electrically operated heat or smoke detectors provided within premises. Alarms are usually connected to an alarm receiving company who contact the fire and rescue service on the receipt of the operation of the alarm.</p>
Appliance	<p>An appliance is any fire and rescue service vehicle that carries personnel and equipment to operational incidents. The term appliance can be subdivided into:</p> <ul style="list-style-type: none">• Fire Appliance (see separate glossary reference).• Special Appliance (see separate glossary reference).
Community Safety	<p>A fire and rescue service activity aimed at reducing the incidence and limiting the effects of fires and other emergencies through informing and assisting the public, commerce and local communities.</p>
Co-Responder	<p>An initiative, in partnership with Royal Berkshire Ambulance Trust, to use trained part-time firefighters to respond to suspected heart attack victims.</p>
CPA	<p>Comprehensive Performance Assessment</p> <p>This is a national audit of fire and rescue services led by the Audit Commission. It looks at a range of evidence about how the organisation is run and then rates the overall performance of the fire & rescue service as either excellent, good, fair, weak or poor.</p>
Fire Appliance	<p>Commonly referred to as 'fire engine' carrying between four and six firefighters to emergency incidents. It carries a range of equipment including pumps, breathing apparatus, hoses, foam, hydraulic cutting equipment, ladders, gas tight suits, thermal imaging equipment and resuscitators.</p>
Fire Safety	<p>Officers of the fire and rescue service comment on plans and inspect premises to give advice and to ensure that adequate safety standards are being provided.</p>
GIS	<p>Geographical Information Systems</p>
Group Manager	<p>A role in the fire and rescue service equivalent to a senior manager.</p>

HFRA	Home Fire Risk Assessments The involvement of operational fire crews in visiting homes to carry out a fire risk assessment and to give advice on how to reduce that risk.
Hoax Calls	Emergency calls received which prove to be false.
ICS	Incident Command System A national system in the fire and rescue service that helps organise and maintain safe systems of work at operational incidents.
IPDS	Integrated Personal Development System A national system in the fire and rescue service that provides the framework to manage, record and track the development and maintenance of competent firefighters, managers and incident commanders against set standards.
IRMP	Integrated Risk Management Plan A formal plan designed to ensure an integrated approach to implementing measures to address identified risks.
IRMP Steering Group	The team of officers in RBFRS that meet regularly to plan and review the progress of IRMP.
IRMP Working Party	The group of Fire Authority members that meets regularly to oversee and determine the direction of the IRMP projects.
LAA	Local Area Agreement Agreement between Government, the local authority and its major partners in an area, (working through the Local Strategic Partnerships), and structured around children and young people, safer and stronger communities, and healthier communities and older people.
LPI's	Local Performance Indicators Local targets that are set to achieve a standard, the performance in achieving this standard is then measured.
LSP	Local Strategic Partnership This brings together public, private, voluntary and community interests to provide a strategic framework within which partners can work together to improve the quality of local communities for those living and working there.
Optimum Response Standard	An ideal response standard to an incident.
Organisational Risk Register	See Risk Register

Part Time	Duty system where firefighters do not work contracted hours but respond when required to emergency incidents.
PSA	Public Service Agreement Community Safety Partnership agreements between the fire and rescue service and specific stakeholders.
Pump	See Fire Appliance
RBFA	Royal Berkshire Fire Authority This is the elected decision-making body responsible for the provision of a fire and rescue service in Berkshire. It is composed of councillors nominated from the district and borough councils that make up the county.
RBFRS	Royal Berkshire Fire & Rescue Service This is the organisation that delivers the fire and rescue service in Berkshire as delegated from the Royal Berkshire Fire Authority.
Response Standards	This is the standard (in minutes and seconds) set by the Fire Authority, against which RBFRS will plan the distribution of its intervention resources. It is a measurement from when a call is first received and the time when the first resource with ability to intervene arrives at the actual scene of the incident.
Risk Mapping	The recording of risks, census information & incident information on the fire and rescue service's electronic maps. It provides visual representation to help the fire and rescue service plan the deployment of its resources.
Risk Register	A risk assessment process that prioritises and registers organisational and operational risk to the organisation.
RRO	Regulatory Reform Order This is a change to the legal basis of fire safety that will bring together the current fragmented sections of legislation under one legislative 'umbrella'.
RTC	Road Traffic Collision Any road incident involving vehicles that is attended by the fire & rescue service, police service or ambulance service.
Secondary Fires	Fires that do not require the completion of a fire report such as rubbish fires and abandoned vehicles.

Special Appliance (or specialist vehicle)	<p>An emergency response vehicle that is designed for a specific purpose. The special appliances in service in RBFRS are:</p> <ul style="list-style-type: none"> • 2 x Rescue Support Vehicles (RSV) • 1 x Aerial Ladder Platform (ALP) • 1 x Hydraulic Platform (HP) • 1 x Incident Control Unit (ICU) • 1 x Chemical Incident Unit (CIU) • 1 x Water Response Unit (including Boat) (WRU) • 1 x Operational Support Unit (OSU) • 1 x Incident Response Unit (IRU) • 1 x High Volume Pumping Unit (HVP) • 1 x Six-wheel off road firefighting (L6P) • 1 x Four-wheel limited off road firefighting (L4P)
Stakeholders	<p>Any person or organisation likely to be affected by, use, be involved with or having an interest in the work of the fire and rescue service.</p>
Standard (guaranteed) Response Standard	<p>A guaranteed response time for fire appliances to reach an incident.</p>
Turnout Times	<p>Measured from the time of being notified of an incident, this is the time it takes for operational vehicles to become mobile to the incident.</p>
Unitary Authority	<p>The six district or borough councils that make up Berkshire (West Berkshire, Reading, Wokingham, Windsor & Maidenhead, Slough & Bracknell Forest) are also known as unitary authorities.</p>

CONSULTATION

Consultation on this draft Integrated Risk Management Plan will be undertaken during the winter of 2005. Views from the community of Berkshire, political representatives, partner organisations and other interested stakeholders will be sought during this time.

Please take this opportunity to make your views known, as it will help to develop strategies and policies to meet local needs.

HOW TO REPLY

You are invited to comment using one of the following:

- Comment in writing using the sheet on the following page and **FREEPOST** envelope provided (no stamp required)
- Email at IRMP@rbfrs.co.uk
- Visit our Website at www.rbfrs.co.uk
- Telephone our help line on: 0118 932 2122
- Fax us on: 0118 932 2296

The results of the consultation will be published on our Website soon after the closing date of December 31st 2005.

If you wish to include your details, the Service can respond to you on any of the issues you have raised on the following page.

Name

Address

.....

.....

..... **Postcode**

Daytime Telephone Number

Thank you for your assistance.

Royal Berkshire Fire & Rescue Service is keen to ensure that its Consultation with the public is effective and inclusive. To help the Service in this area, it is requested that you complete the monitoring information below. The data provided will be used to help Royal Berkshire Fire & Rescue Service evaluate its consultation procedures.

Royal Berkshire Fire & Rescue Service **guarantees** that upon receipt of your consultation reply the information provided on this monitoring sheet will be separated from the personal information provided by yourself on other parts of your consultation reply. It is **guaranteed** that the information provided by you will be used for no purpose other than to help improve the delivery of a Fire & Rescue service.

Age Range:							
up to 25		26-35		36-45		46-55	56 & over

Ethnic Origin:		Do you consider yourself to be:					
Black African		Black Caribbean		Black British		Black Other	White British
Indian		Chinese		Pakistani		Bangladeshi	Irish
Other (specify)							

First Language:	
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Consultation Source:		How did you first become aware of this Consultation document?					
Website		Through the post		Radio		Television	
Newspaper		As a RBFRS employee		Word of mouth		Other (specify)	

Location:		Are you located in?					
West Berkshire		Reading Borough		Wokingham District		Bracknell Forest	
Windsor & Maidenhead		Slough Borough		Other (specify)			

Gender:	
Male	
Female	

NOTES

NOTES

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