

Fire and Rescue Overview and Scrutiny Panel

Date: **Wednesday 11 September 2013**
Time: **10.00am**
Venue: **Edwards Room, County Hall, Norwich**

Persons attending the meeting are requested to turn off mobile phones.

Membership

Mr S. Agnew	Mr B. Iles
Dr A. Boswell	Mr W. Northam
Mrs J. Chamberlin	Mr M. Sands
Mr J. Childs	Mr N. Shaw
Mr N. Dixon	Mr P. Smyth
Mr J. Dobson	Mrs A. Thomas
Mr T. FitzPatrick	Mr J. Timewell
Ms D. Gihawi	Mrs C. Walker
Mr B. Hannah	

Non Voting Cabinet Member

Mr D. Roper

**For further details and general enquiries about this Agenda
please contact the Committee Officer, Sonya Blythe,
on 01603 223029
or email committees@norfolk.gov.uk**

A g e n d a

1 Election of Chairman

2 Election of Vice Chairman

3 To receive apologies and details of any substitute members attending.

2 Minutes

(Page 5)

To confirm the minutes of the meeting held 12 June 2013

3 Members to Declare any Interests

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter.

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects:

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

If that is the case then you must declare such an interest but can speak and vote on the matter.

4 To receive any items of business which the Chairman decides should be considered as a matter of urgency

5 Public Question Time

15 minutes for questions from members of the public of which due notice has been given.

Please note that all questions must be received by Friday 6 September at 5pm. Please submit your question(s) to the person named on the front of this agenda. For guidance on submitting public questions, please view the Council Constitution, Appendix 10, Council Procedure Rules at www.norfolk.gov.uk/reviewpanelquestions

6 Local Member Issues/Member Questions

15 minutes for local members to raise issues of concern of which due notice has been given.

Please note that all questions must be received by Friday 6 September at 5pm. Please submit your question(s) to the person named on the front of this agenda.

7 Cabinet Member Feedback on Previous Review Panel Comments (if any)

8 Fire and Rescue Integrated Performance, Finance and Risk Monitoring Report for 2013/14 (Page 11)

Report by the Chief Fire Officer

9 Scrutiny Forward Work Programme (Page 33)

Report by the Head of Democratic Services

10 Emergency Response Performance Review in the Great Yarmouth Area (Page 37)

Report by the Chief Fire Officer

11 Retained Availability Report (Page 46)

Report by the Chief Fire Officer

Group Meetings

Conservatives	9.00am	Colman Room
UKIP	9.00am	Room 532
Labour	9.00am	Room 504
Liberal Democrats	9.00am	Room 505

Chris Walton
Head of Democratic Services
County Hall
Martineau Lane
Norwich
NR1 2DH

Date Agenda Published: 3 September 2013



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Fire and Rescue Services Overview and Scrutiny Panel

Minutes of the Meeting Held on 12 June 2013

Present:	Mr S Agnew	Mr B Iles
	Mr J Childs	Mr W Northam
	Mr A Dearnley	Mr W Richmond
	Mr N Dixon	Mr M Sands
	Mr T FitzPatrick	Mr N Shaw
	Ms D Gihawi	Mr P Smyth
	Mr B Hannah	Mrs A Thomas
	Mr B Hannah	Mr J Timewell
Cabinet Member:	Mr D Roper	

Also Present: Mr N Williams – Chief Fire Officer
Mrs K Palframan – Brigade Manager
Mr R Harold – Brigade Manager

1. Election of Chairman

Mrs Thomas was nominated and elected as Chairman for the duration of the meeting.

2. Election of Vice Chairman

This item was postponed until the next meeting of the Panel.

3. Apologies and substitutions

Apologies were received from Dr A Boswell (Mr A Dearnley substituting), Mrs C Walker, Mrs J Chamberlin (Mr W Richmond substituting) and Mr J Dobson (Mr C Foulger substituting).

4 Minutes

The minutes from the meeting held on 23 January 2013 were agreed by the Panel and signed by the Chairman.

5. Declarations of Interest

No declarations of interest were made.

6. Items of Urgent Business

There were no items of urgent business.

7. Public Questions

There were no public questions.

8. Local Member Issues/Questions

There were no Member questions.

9. Cabinet Member Feedback

9.1 The Cabinet Member for Public Protection advised Members that he was very keen for the Authority to continue to explore the opportunity of creating a community interest company. A report would be going to Cabinet in August.

9.2 The Cabinet Member noted that he intended to convene a meeting of Group spokespersons to discuss the integrated risk management plan, in order to ensure that cross-party input was received.

10. Norfolk Fire and Rescue Service - Service and Budget Planning 2013 - 2015

10.1 The Fire and Rescue Performance, Finance and Risk Monitoring Report for 2012-13 (Item 10) was received. The report provided a balanced view of performance and presented information on managing change, service performance, managing resources and delivering improved outcomes for residents in Norfolk.

10.2 During the ensuing discussion the following points were noted:-

- Currently the Norfolk Fire and Rescue Service (NF&RS) was operating at 37 retained fire fighters short of the agreed establishment. This number did fluctuate and vacancies would be advertised on the website. Once recruited it would take from six months to three years for trainees to undertake all required tasks and reach full competency. Firefighters who are still in training did attend incidents but would only be sent to those which they were qualified to attend.
- The NF&RS was working closely with the East of England Ambulance Service in order to give maximum support in the challenges which it was facing.
- Automatic fire alarms in certain types of premises were no longer responded to automatically if they were triggered from 7am – 7pm. They were attended outside of these hours. Legislation has changed and it may now be possible to seek recovery of costs when attending a false alarm, however officers had concerns that this could encourage businesses to turn the alarms off rather than to correct any faults.
- The fleet had benefited from an investment programme over the last three years and had 15 new appliances across 41 stations. Ten of these had 4x4 capability. In addition, a further ten new appliances are being procured. These would be in service within 18 months. This programme has been largely funded by DCLG capital grants, and is releasing savings from revenue leasing budgets. If grants are underspent the remaining capital could be spent on equipment rather than being returned. Old appliances were sold and the service received a share of the sale price.
- An underspend of £250,000 had been reported in the 2012-13 financial year, resulting from early delivery of proposed savings.

- Bacton Gas Terminal featured in the NF&RS risk strategy; appliances were not be kept on site permanently but officers were satisfied that the right equipment was in the area if required.
- The health and wellbeing of staff was monitored closely. There had been an increase in reported mental health issues across the County Council and this was currently being focused on. Support was available for firefighters who had been through a traumatic incident, but this was not compulsory.
- The service had managed a 37% reduction in carbon emissions over the last two years and a 25% reduction in business mileage. Utility bills had also reduced by over £100,000. The carbon emissions reduction fund has been used to invest in energy efficiency schemes, coupled with staff changing their behaviours, but the potential for further changes is becoming limited. Wider use of Hybrid cars was now being investigated to continue reducing emissions and costs. The Chief Fire Officer has become the first in the UK to operate a hybrid vehicle.
- Following a legal ruling, retained firefighters were recognised as part time workers giving equal access to terms of conditions of employment. This would include a right of access to the pension scheme and the terms for this were being determined at national level. A reserve was held to contribute to this liability. Sickness in the service was above the County Council sickness target. In part, this was because the absences of retained fire fighters were now being reported more readily. Officers confirmed that most sickness absence was not as a result of work-based injuries.
- All litigation claims received were investigated thoroughly and challenged where necessary.
- A review of the issues around the recruitment and retention of retained fire fighters, and potential flexible response options would be reported to the Panel in September.
- The fire service had a statutory duty to attend road traffic accidents.
- National statistics had shown that migrant workers could be more vulnerable to fire risks. The NF&RS were not the first port of call for these issues but focused on working with partner agencies and district councils in order to manage the risks.

10.3 It was **RESOLVED**:

- That the report be noted

11 Fire and Rescue Service Plan 2013/14

11.1 The Fire and Rescue Service Plan 2013-14 (item 11) was received. This covered service delivery through 2013-14. A one year plan was being considered in order to allow the new Authority to consider options which it would like to be implemented

11.2 During the ensuing discussion the following points were noted:-

- The intervention programme was an excellent example of partnership working. The NF&RS programme was very effective and as such the arson reoffending rate was low.
- There was a group of trained staff available to work closely with young people to

carry out interventions and build their understanding of the impact of fire.

- Norfolk did not have a significant issue with post box and litter bin fires. Investments had been made in this area, such as the purchase of fireproof bins.

11.3 It was **RESOLVED** that the Fire and Rescue Service Plan 2013/14 be reviewed and noted.

12 Scrutiny Forward Work Programme

12.1 The Scrutiny Forward Work Programme (item 12) was received by the Panel. This asked the Panel to consider and develop a forward work programme for 2013-14.

12.2 During the ensuing discussion the following points were noted:-

- Whilst looking at the recruitment and retention of retained fire fighters, Members asked that sickness rates be considered at the same time.
- A working group of Group leads would be convened in order to look at the future scrutiny programme.

12.3 It was **RESOLVED** that:

- A working group of scrutiny leads be convened.

13 Forward Work Programme: Scrutiny Report. Health and Safety Implications of National Safety Reports

13.1 The Health and Safety Implications of National Safety Reports (item 13) was received by the Panel. The report summarised implications which had arisen from firefighter fatalities which had occurred elsewhere in the UK.

13.2 During the ensuing discussion the following points were noted:-

- Officers advised that the NF&RS was a statutory consultee when new buildings were built. In the case of commercial buildings or buildings of multiple occupancy officers would return to the building once built to ensure that building regulations had been complied with as it was the enforcing authority.
- The owner of each building had responsibility for ensuring that the building was up to standard and that any fitted equipment was in working order.

13.3 It was **RESOLVED** that the report be noted.

14 Working with Partners on Fire Safety for Vulnerable Groups

14.1 The Working with Partners on Fire Safety for Vulnerable Groups report (item 14) was received. This outlined the joint work which had taken place between the NF&RS and Community Services to improve fire risk awareness amongst staff who worked with vulnerable people.

14.2 It was **RESOLVED** that the report be noted.

Date of Next Meeting

The next meeting would take place on 11 September 2013 at 10.00am.

The meeting ended at 12.20pm

CHAIRMAN



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**Fire and Rescue Integrated Performance, Finance and Risk
Monitoring Report for 2013/14**

by the Chief Fire Officer

Executive Summary

This report monitors the priorities of Norfolk Fire and Rescue Service and provides an update on performance, finance and risk monitoring information. It provides a balanced view of our performance - presenting information on managing change, Service performance, managing our resources and delivering improved outcomes for people in Norfolk. The report focuses on the most up to date data available which covers April 2013 to June 2013.

To help focus attention on specific indicators, this report provides an exception report where only Amber and Red indicators are discussed in detail, along with any issues appropriate to measures with a Green status.

In addition, as benchmarking data is now available for 2012/13 a section is included at the end of this report that shows how Norfolk Fire and Rescue Service performed last year benchmarked against its comparator Family Group.

• **Performance**

Key measures that are meeting targets

- The Fire and Rescue Service's Transformation and Efficiency programme entitled "Fire Ahead" remains on track.
- The number of risk files overdue has reduced from 4 and an Amber rating at the end of 2012/13, to 2 in June 2013 resulting in a Green rating.
- The Service has mobilised to 18.3% fewer unwanted false fire alarm calls between April and June 2013 when compared to April and June 2012. The new Automatic Fire Alarm policy that changes the mobilisation policy for those premises in scope went live on 1 June and this is starting to have a positive effect.

• **Key measures that are an area for focus**

- The Service is two events below target for delivering road casualty reduction events aimed at future drivers but expects that forthcoming planned events will see this target back on track.
- The Operational Readiness Fire Ahead project is looking to identify and address issues that affect the availability of retained appliances and Emergency Response Standards. Performance between April and June is just below target for both these indicators (Measures 8 and 10 respectively).
- Managing sickness absence continues to be a priority. The average number of day's sickness for April to June 2013 is above target at 2.44 days per FTE.

- Three deaths in dwellings where there was a fire have been referred to the Coroner for verdict.
- There have been 7 injuries in accidental dwelling fires - this is above target.
- Whilst currently on track to meet the target for the rate of accidental dwelling fires, there were 14 more fires between April and June 2013 when compared to April to June 2012 resulting in a worsening direction of travel.
- **Revenue Budget.** The revised revenue budget for this Panel was £29.556m as at the end of June 2013 and has remained within its allocation.
- **Reserves and Provisions.** The combined balances for this Panel are expected to decrease from £3.920m in April 2013 to £3.822m at the end of March 2014.
- **Capital Budget.** The overall capital budget for this Panel was £5.555m at the end of June 2013, against which there is forecast expenditure of £5.555m to the end of the financial year.
- **Risks.** The Risk Register has been revised and an update is included with this report.

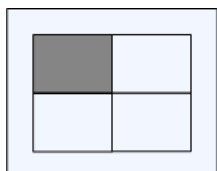
Action Required

Members are asked to note progress and consider whether any aspects should be identified for further scrutiny.

To consider the measures set out in Sections 2-6 and to evaluate the performance of the Service.

1. Background

- 1.1 Norfolk County Council's performance framework provides a broad assessment of organisational performance covering four themes:
- Managing change.
 - Managing resources.
 - Quality and performance of services.
 - Outcomes for Norfolk people.
- 1.2 It places greater emphasis on efficiency and value for money measures and the need to balance the demanding change agenda while continuing to deliver high quality essential services as effectively as possible.
- 1.3 A dashboard reflecting key performance measures relevant to Norfolk Fire and Rescue Service (NFRS) is attached as Appendix 1 to this report. To help focus attention on specific indicators, this report provides an exception report where only amber and red indicators are discussed in detail, along with any issues appropriate to measures with a Green status.



Delivering Norfolk Forward

Change and Transformation Programme

- 2.1 The Norfolk Forward Portfolio encompasses the large programme of change being implemented at Norfolk County Council to transform the way we work and deliver the level of budget savings that were agreed at County Council on 13 February 2011. Norfolk Forward runs until 31 March 2014. The scale of change activity being undertaken to deliver the savings target of £155m is considerable with all parts of the organisation affected and the changes involving:
- Redesign of services, operating models, organisation structures and ways of working;
 - Renegotiation of contracts with providers;
 - Developing and sharing arrangements for partnership working;
 - Reductions in staff numbers;
 - Release of assets.
- 2.2 Under the Norfolk Forward Portfolio the Fire and Rescue Service has established a transformational change programme, called Fire Ahead, to deliver a total of £3.9M in savings (13% of the initial base budget). Members will recall the Council agreed to extend the change timetable into a fourth year 2014/15 for the Fire and Rescue Service, to align with central Government advice for Police and for Fire and Rescue Services. The existing savings programme therefore continues into the first year of the next Comprehensive Spending Review, 2014/17.
- 2.3 During 2012/13, through Fire Ahead, the Service contributed its share of the Council's savings by improving efficiencies, managing turnover and vacancies, deleting posts and by continuing to implement the Safety Plan 2011/4. For 2013/14 savings of £162k have been identified and removed from the budget adjusted accordingly. For 2014/15 the further savings of £1.2m are being identified through the current Priority Based Budgeting (PBB) exercise undertaken by NFRS. Further savings targets are yet to be confirmed at this time.
- 2.4 Fire Ahead currently consists of projects that are ensuring the Service is reshaped to drive down costs by contributing to achieving the following:
- Redesigning emergency and non emergency response services and processes;
 - Streamlining management structures and reducing posts;
 - Making more effective use of staff capacity;
 - Reducing spending through better contract arrangements;
 - More collaborative working.
- 2.5 Key areas of progress since the last report to Panel in June are set out below. Overall the Fire Ahead Programme is assessed as Green 'on track'.

Integrated Risk Management Plan (IRMP)

- 2.6 The purpose of this project is to refresh Norfolk Fire and Rescue Authority's Safety Plan 2011/14 (also known as IRMP). The Government requires that the County Council, as the Fire and Rescue Authority, publish a 3-5 year strategic resourcing plan which sets out how it intends to manage all foreseeable risks affecting Norfolk. The IRMP is the

prescribed mechanism through which risks are balanced against available funding. Officers provide professional advice but the IRMP is a Council owned document that sets out a clear statement of Emergency Response Standards mandated by Elected Members. Good progress is being made and a full report on the IRMP will be brought to a future meeting of this Panel.

Priority Based Budgeting

2.7 This is the Service's annual process of priority based budgeting (PBB) to enable the Service to deliver within its allocated budget in future years. Following successful trials of a Price Waterhouse Cooper zero based budget toolkit, the Service has been using PBB for three years as a mechanism for budget holders to present process improvement and cost reduction options to the NFRS Board and then deliver selected options. PBB is a comprehensive, rigorous and transparent process that ensures staff engagement in delivering change. The Service completed the PBB2 exercise for 2013/14 and is now working on PBB3 to identify the £1.2m savings for 2014/15. The project started with a comprehensive analysis of Service resourcing and expenditure against key activities and processes. Managers developed budget proposals for 2014/15 for their areas of responsibility which have been reviewed and agreed by the NFRS Board. The Board is in the process of reviewing the recommendations of the Concept of Operations project and the potential options arising from the IRMP before determining how the budget savings for 2014/15 can be met through PBB3.

Concept of Operations 3

2.8 This project is looking at options for maximising crewing staffing models, improving the provision for incident command and reviewing the role of wholetime watch managers. NFRS Board has received three work package reports and is considering the options to take forward.

Business Process Review

2.9 A review of business processes will aim to streamline key practices and by doing so achieve a more efficient use of resources and identify areas where savings may be possible. It will also link to the County Council's ICT review. This project is delayed at present due to staff changes and is rated Amber. It is anticipated the project will be rated Green from September.

Trauma Care

2.10 This project is improving joint working with the East of England Ambulance Service, particularly in the provision of casualty care at road traffic collisions. It will also confirm the competency of NFRS staff in relation to a medical response and the necessary equipment levels deployed to a medical emergency. The work packages are on target and the training and development programme agreed. Automated text message mobilisation was reinstated by the East of England Ambulance Service in July. This means that Fire and Rescue resources can be mobilised more quickly when required.

Alarms and Unwanted Fire Signals Phase 2

2.11 This project will reduce the number of false fire alarms attended by the Service. In January 2013 Cabinet approved a paper that included proposals to change the way the Service responds to some automatic fire alarms. For premises in scope, the changes took effect from 1 June 2013. Data for June shows a reduction in the number of false alarms attended.

Community Interest Company

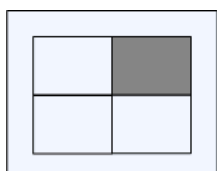
- 2.12 On 5 August 2013 Cabinet agreed to the establishment of a free standing Norfolk Fire and Rescue Community Interest Company, wholly owned by Norfolk County Council. This will enable NFRS to trade and reinvest profits into areas of work in the community interest, for example youth development and fire prevention activities.

Operational Readiness

- 2.13 This new project aims to develop a common understanding of the Service's current performance on operational readiness and response. The Service has seen a decline in the availability of Retained Duty System (RDS) staff and a fall in the number of times the Emergency Response Standards are met. This project explores the relationship between both issues.

New vehicles

- 2.14 The purchase of ten Type B Water Tenders has now been completed for delivery in 2014/15. Through competitive tendering, the price has been reduced to just under £2 million, against an original estimate of £2.5 million. This purchase, using DCLG capital grants, is releasing further substantial revenue savings from the vehicle leasing budget, building on the success of previous grant funded purchases. Over three years, twenty five major fire appliances have now been purchased outright, with a saving in excess of £10 million pounds over their fifteen year lifespan when compared to the cost of leasing.
- 2.15 Further grant bids have been submitted to the DCLG for the next financial year, and the policy of grant funded capital purchase will continue as long as Government funding continues.



Managing our resources

Revenue budget

- 3.1 The original overall approved revenue budget for Norfolk Fire and Rescue Service is £29.556m.
- 3.2 Details of the overall budget and the forecast end of year outturn as at the end of June 2013 are shown in Table 1.

Division of service	Current Budget £m	Outturn £m	+Over/ underspend £m	+Over/ underspend as % of budget	Variance in outturn since last report £m
Fire and Rescue Service	29.556	29.556	0	0	0

- 3.3 The Service continues to review and challenge its budget holders and the way it delivers the service in order to achieve further efficiencies and savings.

- 3.4 Savings targets remain a high priority for the Service through its Priority Based Budget service reviews. The need to drive out future savings remains and whilst certain cost pressures remain on an upward trend, the planned forecast is to meet these pressures within the overall budget by identifying savings in the current year. Table 2 details the more significant variances:

Area of Budget	2013/14 Budget £m	Full Year Forecast £m	Overspend/ (Underspend) £m	Variance as % of approved Budget	Reason for Variance
Salaries	20.224	19.954	(0.270)	(1.34)	Ongoing Vacancy Management and restructure.
Premises	0.640	0.740	+0.100	15.63	Unforeseen repairs to safety towers.
Fleet	0.897	0.997	+0.100	11.15	Relates to significant increases in vehicle insurance costs.
Supplies	0.822	0.722	(0.100)	(12.17)	Savings on utilities and contracts as planned for.
Youth Development	0.000	0.170	+0.170		Delays in invoices raised – this is being addressed.

Capital Programme

- 3.5 The overall revised capital budget for the services reported to this Panel is £5.555m as at the end of June 2013.

Scheme or programme of work	2013/14 Revised capital budget £m	2013/14 Forecast capital outturn £m	Total Forecast (under)/ over spend £m	Total Slippage £m
Boat Facilities	0.185	0.185	0.000	0.000
Carrow Training Structure	0.050	0.050	0.000	0.000
Carbon Energy Reduction Fund (CERF)	0.003	0.003	0.000	0.000
Communities and Local Government unallocated	0.116	0.116	0.000	0.000
Corporate Minor Works	0.021	0.021	0.000	0.000
East Coast Project	0.192	0.192	0.000	0.000
Generators	0.100	0.100	0.000	0.000

Scheme or programme of work	2013/14 Revised capital budget £m	2013/14 Forecast capital outturn £m	Total Forecast (under)/ over spend £m	Total Slippage £m
King's Lynn new build	1.962	1.962	0.000	0.000
Solar panels	0.076	0.076	0.000	0.000
Station Improvements	0.093	0.093	0.000	0.000
Training	0.065	0.065	0.000	0.000
USAR (Urban Search and Rescue)	0.096	0.096	0.000	0.000
Vehicle replacement	2.500	2.500	0.000	0.000
Water rescue	0.096	0.096	0.000	0.000
Total	5.555	5.555	0.000	0.000

Reserves and Provisions

3.6 For Reserves and Provisions, the final outturn position is set out in Table 4.

Reserve/ Provision	Balance at 31-03-13 £m	Balance at 30-06-13 £m	Movement since last report £m	Total Variance £m	Reason for Variance
Part Time Worker Regulations Provision	0.850	0.776	0.074	0.074	The resolution of FBU Retained Firefighters cases in respect of treatment under the Part Time Worker Regulations.
Uniformed Staff Pensions	0.348	0.348	0.000	0.000	Ill Health funding contribution.
Equipment Leasing	0.918	0.918	0.000	0.000	To contribute to the purchase of fire appliances.
Operational Equipment and PPE (firefighter clothing)	1.018	1.018	0.000	0.000	To be spent on Retained Alerter System and contribute to the purchase of fire appliances.

Reserve/ Provision	Balance at 31-03-13 £m	Balance at 30-06-13 £m	Movement since last report £m	Total Variance £m	Reason for Variance
Fire and Rescue Service Operational Reserve	0.542	0.542	0.000	0.000	This reserve is held to cover exceptional operational activity.
Grants and Contributions	0.244	0.220	0.024	0.024	See table 3.7 below for breakdown.
Total	3.920	3.822	0.098	0.098	

Under International Financial Reporting Standards (IFRS), grants and contributions that are not used at year end are transferred into a reserve rather than treated as a creditor.

Grants and Contributions

- 3.7 Table 5 lists the revenue grants received for the Fire and Rescue Service with the outturn position placed into the Grants and Contributions reserve at year end.

Grant	Balance at 31-03-13 £m	Balance at 30-06-13 £m	Variance £m	Variance since last report £m	Reason for Variance
Firelink	0.015	0.015	0.000	0.000	Upgrades to communication equipment.
USAR Accommodation Grant	0.112	0.112	0.000	0.000	Projects underway, due for completion in 2013/14.
New Dimension Incident Response Unit Decontamination	0.058	0.058	0.000	0.000	Grant for training salaries within the Incident Response Unit.
Environmental Protection Unit	0.024	0.000	0.024	0.024	Vehicle Purchase
Other Grants and Contributions	0.035	0.035	0.000	0.000	
Total	0.244	0.220	0.024	0.024	

Performance measures – managing our resources

- 3.8 The top right hand quadrant of the dashboard contains performance measures to reflect how we manage Fire and Rescue Service resources. It looks at the Fire and Rescue Service budget and staff related issues such as sickness levels and appraisals.

Red measure: Sickness absence

- 3.9 Measure 22 reports the average days lost to sickness per Full Time Equivalent (FTE) member of staff. This measure is currently Red as the average number of day's sickness absence per FTE for Quarter 1 between April and June 2013 is 2.44 days, which is higher than the Quarter 1 target of 1.75 days. It is also an increase on Quarter 1 2012 when the average number of days sickness for the Service was 1.87 days per FTE. Overall in Quarter 1 there has been a decline in short term sickness absence (down from 0.70 days per FTE in 2012 to 0.51 days per FTE in 2013) whilst long term sickness absence has increased (up from 1.17 days in 2012 to 1.93 days in 2013).
- 3.10 The Service is currently rolling out its new sickness absence management policy and is developing a reporting mechanism to stations, districts and managers to help them manage sickness absence more effectively.
- 3.11 A scrutiny report on Norfolk Fire and Rescue Service sickness rate is due to be brought to the November meeting of this Panel as part of the Scrutiny Forward Work programme.

Amber measure: Management of Risks on the Risk Register

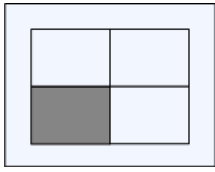
- 3.12 The Norfolk Fire and Rescue Service Risk Register reflects those key business risks that need to be managed at Board level and which if not managed appropriately could result in the Service failing to achieve one or more of its key objectives and/or suffer harm to staff, communities in Norfolk, financial loss or reputational damage.
- 3.13 A copy of the Risk Register is attached at Appendix 2. The current risks are those identified against the departmental objectives for 2012/13. The register currently contains thirteen risks. One risk is shown as having met the target as the risk has been resolved and no longer poses a threat. The risk will be removed from the register at the next iteration. At this time there are no risks that have a corporate significance and appear on the Corporate Risk Register
- 3.14 Of the thirteen risks that appear on the risk register, in terms of risk tolerance level, four are reported as 'High' (risk score of 16 – 25), eight are reported as 'Medium' (risk score 6 –15) and one is reported as "Low" (risk score 1 – 5). Each risk is scored against the Impact and Likelihood criteria, the scores are then multiplied to provide the risk score.
- 3.15 Of the thirteen risks on the NFRS risk register, four have their prospects of meeting the target score by the target date assessed as "Green – on schedule" to meet their target, four are showing "Amber– some concerns" that targets may not be met and one is shown as "met". There are no risks on the register that are showing "Red – serious concerns" that the target will be met. The four new risks have as yet to record any prospects of achieving the target score by the target date against the mitigation tasks. For that reason there is currently no prospect position noted.
- 3.16 The prospect of meeting the target score by the target date is a reflection of how well the mitigation tasks are controlling the risk. This is key to managing the risk and is an early indicator that there may be concerns when the prospect is shown as Amber or Red. In these cases further investigation may be required to determine the factors that have caused the risk owner to consider the target may not be met.
- 3.17 Risk RM14090 "Failure to deliver the change programme" has been incorporated into risk RM14031 "Failure to meet public expectation during Integrated Risk Management Plan

process". This risk will remain on the register until the 2nd quarter report when it will be removed.

- 3.18 RM14031 "Failure to meet public expectation" had been shown as "met" on the 4th Quarter register. However as a result of further consideration and consultation the risk has been amended to RM14031 "Failure to meet public expectation during Integrated Risk Management Plan process" and retained so as to incorporate RM14090 the Integrated Risk Management Plan and the current uncertainty regarding the budget provision for the Service. The risk score has been increased to 16 "High" and the prospects of meeting the target score by the target date have been moved from "Green – on schedule" to "Amber – some concerns".
- 3.19 The four new risks descriptions covering areas of emerging risks to the delivery of the key service objectives are as follows:-
- RM14117 "Failure to implement the Action Plan following the Safety Management Audit" – this risk has been identified following the recent audit of premises and activities at these premises. An action plan has been produced and is currently being implemented.
 - RM14118 "Failure to manage resources and assets" – this is a risk around the delivery of savings resulting from better use of energy across the Service and the ability to comply with carbon reduction requirements.
 - RM14119 "Failure to secure availability of operational individuals and crews" – this risk highlights the potential lack of competent and trained firefighters, particularly on Retained Duty System stations.
 - RM14122 "Shortage of emergency response personnel including key incident managers through industrial action" – this risk has been added as a result of the developing dispute between the FBU and the Government over Pensions. The Chief Officer Group considered whether this specific risk should be escalated to the Corporate risk register. It was agreed that the specific risk should remain with NFRS Board and that a cross-cutting risk around civil action should be drafted and presented to COG for inclusion in the Corporate risk register in the future.
- 3.20 The evidence is that risks are being managed to an appropriate level and mitigation is being implemented as appropriate. All risks on the register are owned by members of the Board but are updated and reviewed by individual Officers in conjunction with the risk owners where applicable. Risk registers are challenged by the Strategic Risk Managers to ensure that there is a consistent approach to risk management across all areas.

No RAG rating: Carbon dioxide emissions from NFRS buildings

- 3.21 Measure 51 measures the percentage of carbon dioxide emissions from NFRS buildings that have Automated Meter Readers (AMR) installed compared to a baseline set in 2008/9. AMRs in buildings cover 70.2% of the NFRS's carbon footprint with the remaining 29.8% of carbon sources made up of unmetered buildings and business travel. The County Council is committed to reducing its carbon footprint by 25% by 2014/15 (or to 75% of a baseline set in 2008/9).
- 3.22 Figures from July 2012 – June 2013 show that 1,027 tonnes of carbon dioxide were produced from NFRS metered buildings – a 2.9% increase when compared to the same time period a year ago. This is 75.6% of the baseline, ie in metered buildings there has been a 24.4% reduction in carbon emissions since 2008/9.
- 3.23 Work is currently underway to collate and analyse data from unmetered sources of carbon and a full picture of how NFRS and the County Council as a whole is performing against its 25% reduction target will be available in the Autumn. When this was last carried out in 2011/12, NFRS recorded a 33.5% reduction in carbon emissions from **all** its sources of carbon (not just those that were metered) ie to 63.3% of the baseline.



Quality and performance of services

Evaluating our performance

- 4.1 This quadrant of the Fire and Rescue Service dashboard reflects many of the key activities the Service undertakes to reduce the risk of fires and emergencies. The activities fall into the categories of Prevention, Protection, Response (ie service delivery to the public) and People (ie staff training). The indicators we monitor enable us to evaluate the quality and performance of our services to our internal and external customers.

Red measure: Road casualty reduction events

- 4.2 Measure 3 records the number of road casualty reduction events aimed at future drivers. This indicator is now Red (previously Green). Four events were delivered between April and June against an expected target of 5.25. The tolerances set for this indicator allow +/- 1. As the result is below 4.25 the measure has changed to Red. However, as it is still early in the year this should not cause too much concern. At this point last year the Service had delivered five events and by the end of the year had delivered 27 against a target of 21.

Amber measure: RDS availability

- 4.3 Measure eight provides data on the percentage of time that retained duty system fire appliances are available. The target is for retained appliances to be available for operational duty with sufficient crew at least 90% of the time. Between April and June 2013 retained appliances were available for 85.1% of the time. This is lower than the target and also lower than 89.3% recorded last year between April and June 2012.
- 4.4 The Fire Ahead project "Operational Readiness" is looking at the issues that are affecting RDS availability. More details about these issues can also be found in a separate scrutiny report on RDS availability included elsewhere on this agenda.

Amber measure: Emergency Response Standards

- 4.5 Measure 10 monitors how the Service is performing against its Emergency Response Standards. Cumulative performance between April and June shows that the Service is currently just falling short of its 80% target - responding to 79.7% of emergencies within the expected time standards. This compares to 84.7% for April to June in 2012.
- 4.6 As well as the Operational Readiness Fire Ahead Project which is looking at issues that impact on RDS availability and Emergency Response Standards, the Service is also refreshing its Incident Risk Management Plan (IRMP). The IRMP takes a strategic view of emergency related risks across Norfolk and considers what is required to ensure the Service continues to have the right resources, in the right place, at the right time, and that if we are needed we will be there as quickly as reasonably possible. The refresh of the IRMP will be the subject of a future report to this Panel.

Green measure: Risk files

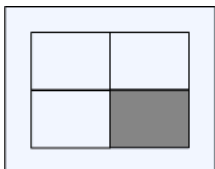
- 4.7 Measure six refers to processes in place to ensure that the Service's 500 risk files are up to date. The risk files relate to premises across Norfolk that would present firefighters

with particular or unusual risks in the event of a fire or other emergency. The Service has a rolling programme to ensure the premises are visited and the risk files are updated regularly. The measure records the number of risk file inspections overdue. The target is zero - no risk files overdue.

- 4.8 The number of risk files overdue is constantly changing so a “snapshot” of performance is taken at the start of every month from an electronic risk file system. On the 1 July there were two risk files overdue, both of which were subsequently completed within July. This means that the indicator is Green for the first time since October 2011. In order for it to receive a Green rating there must be two or fewer outstanding risk files.

Surveillance Measure No RAG: ICS assessments

- 4.9 Measure 9 reports on the percentage of Incident Command System (ICS) monitoring assessments completed. ICS monitoring assessments form an important role in helping staff develop operational competence. Officers undertake a visual assessment of the way incident commanders manage incidents and complete a form identifying good practice and making recommendations to improve incident management. 50% have been completed in quarter 1 (Apr - June) which is lower than expected. However, the uploading of data for this measure runs with a two month time lag. A more accurate reflection of progress in quarter 1 will therefore be reported to Panel at its meeting in November.



Outcomes for Norfolk people

- 5.1 This quadrant reports on customer satisfaction with Services and the outcomes achieved for local people.

Red measure: Accidental dwelling fire injuries

- 5.2 Measure 37 monitors the rate of injuries (excluding precautionary checks and first aid) in accidental dwelling fires per 100,000 population. This is Red with a total of 7 injuries recorded from April to June compared to two for the same period last year. There was one injury in April, 5 in May and one in June giving a cumulative total of 7 and a rate of 0.81. The 5 injuries in May were at two separate incidents: 2 injuries at one incident and 3 at the other.

Green measure: Accidental dwelling fires

- 5.3 Measure 32 reports the rate of accidental dwelling fires per 10,000 dwellings. Whilst this indicator is Green (due to there being 15 fires less than the target) the increasing number/rate of fires compared to last year means the direction of travel is worse. Between April and June 2013 there have been 105 accidental dwelling fires, giving a rate of 2.62. This compares to 91 accidental dwelling fires and a rate of 2.29 for April to June 2012.

Green measure: Unwanted false alarm calls mobilised to

- 5.4 Measure 33 reports the number of unwanted false alarm calls mobilised to. Mobilising appliances to attend false alarm calls is an inefficient use of NFRS resources and has cost implications for the Service.
- 5.5 In June the new Automatic Fire Alarm mobilisation policy approved by this Panel and Cabinet in January 2013 came into operation. This now means that NFRS will require confirmation of a fire before mobilising to an automatic alarm call from premises in scope

of the policy. This should lead to a significant reduction of unwanted false alarm calls mobilised to during 2013-14.

5.6 So far this year the Service has mobilised to 406 unwanted false alarms between April and June. This is 18.3% fewer unwanted false alarms (91 fewer) when compared to April - June 2012. This is due to:

- An 11.9% reduction in the overall number of all unwanted false alarms calls (62 fewer between April and June 2013 compared to April to June 2012).
- The impact of the new AFA policy. In June the Service did not mobilise to 35 AFAs - more than double the number recorded in any one month since April 2011. This brings the total number of unwanted fire alarms not attended to between April and June to 52.
- The fire alarm monitoring organisations now screening calls to confirm a fire before putting the call through to Control.

Table 6: Number of unwanted Automatic Fire Alarms (AFAs)							
	Monthly performance			Cumulative performance		Comparative performance	Change between Apr - June 2013 and 2012
	2013			2013		2012	
	Apr	May	Jun	Apr-May	Apr-Jun	Apr- Jun	
All AFAs	163	143	152	306	458	520	-11.9 %
Number AFAs mobilised to	155	134	117	288	406	497	-18.3 %
Number AFAs not attended*	8	9	35	17	52	23	126%
% AFAs not attended	4.9%	6.3%	23%	4.9%	11.6%	4.4%	

Surveillance measure (No RAG): Accidental dwelling fire deaths

5.7 Measure 36 reports on the rate of deaths in accidental dwelling fires per 100,000 population. Between April and June 2013 there have been three suspected fire deaths that have been referred to the Coroner. We are not permitted to prejudge the Coroner's decision by assigning cause of death prior to an inquest. If following the inquests these are confirmed as fire deaths this would result in a rate of 0.35.

5.8 In 2012/13 there were five suspected fire deaths. The Coroners verdict on one of these deaths has recently been confirmed as a death "not caused by fire". This means that last year there were two confirmed fire deaths and the Coroner's verdict is now awaited on two further incidents. If all four incidents are confirmed as fire deaths this would result in a rate of 0.46 for 2012/13.

6. NFRS performance in 2012/13 compared to other Fire and Rescue Services

6.1 Norfolk Fire and Rescue Service is part of a benchmarking group called Family Group 2. The group is made up of 13 Fire and Rescue Services of similar characteristics which means that it is possible to compare performance between Services. A comparison of performance for those measures monitored by this Panel is shown below compared to the Family Group 2 average. Details are contained within Table 7.

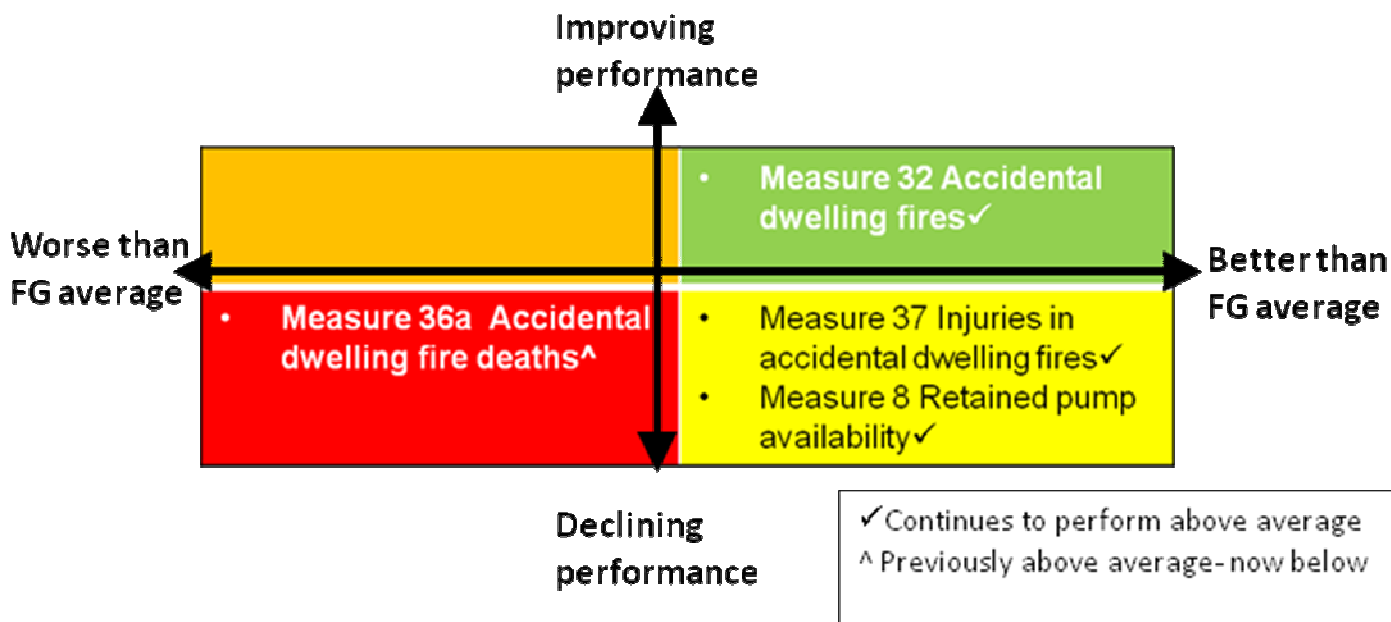


Table 7: NFRS performance in 2012/13 compared to its Family Group 2 average						
Measure	NFRS Result 2011/12	NFRS Result 2012/13	NFRS Target 2012/13	Family Group 2 average 2011/12	Family Group 2 average 2012/13	Comment
32 Rate of accidental dwelling fires per 10,000 dwellings	12.17	10.89	12.03	12.17	12.95	In 2012/13 the Service met its target, was better than the Family Group average and improved performance.
37 Rate of injuries in accidental dwelling fires per 100,000 population	2.23	3.26	3.25	3.41	3.55	In 2012/13 the Service just missed its target and performance declined. However the result was better than the Family Group average.
8 Percentage of hours retained appliances are on the run	90.01%	87.7%	90%	80.94%	86.05%	In 2012/13 the Service just missed its target and performance declined. However the result was better than the Family Group average.
36a Accidental dwelling fire deaths number of deaths shown in brackets	0.12 (1)	0.46 (4)	No target set	0.29 (n/a)	0.37 (2.73)	In 2012/13 there were 4 suspected accidental dwelling fire in deaths in Norfolk compared to an average of 2.73 in the Family Group.

7. Equality Impact Assessment (EqIA)

- 7.1 This report is not making proposals that will have a direct impact on equality of access or outcomes for protected groups. EqIAs have been conducted on aspects of the Service that were affected by original proposals in the Big Conversation, and subsequent transformation and efficiency projects.

8. Environmental Implications

- 8.1 There are no implications of this report.

9. Section 17 - Crime and Disorder Act

- 9.1 There are no direct implications of this report for the S17 Crime and Disorder Act.

10. Action Required

- 10.1 Members are asked to note progress and consider whether any aspects should be identified for further scrutiny.

Background papers

Response to Automatic Fire Alarms, Fire and Rescue Overview and Scrutiny Panel
19 November 2012 <http://www.norfolk.gov.uk/view/firecom191112item12pdf>

Creation of a Community Interest Company, Fire and Rescue Overview and Scrutiny Panel 19
November 2012 <http://www.norfolk.gov.uk/view/firecom191112item11pdf>

Cabinet Monday 5 August 2013 Item 12 Creation of a Community Interest Company
<http://www.norfolk.gov.uk/download/cabinet050813agendapdf>

Cabinet Minutes of the meeting held on 5 August 2013
<http://www.norfolk.gov.uk/download/cabinet050813minspdf>

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact Karen Tyrrell 01603 819703 or minicom 01603 223833 and we will do our best to help.

Delivering Norfolk Forward

Managing our resources

Delivering Norfolk Forward – the change and transformation programme for Fire and Rescue

Better, simpler, faster decisions and resilience to cope with emergencies

Fire Ahead Projects	DoT	Alert
Priority Based Budgeting Phase 3	➡	Green
Business Process Review (project on hold)	➡	Amber
Alarms and Unwanted Fire Signals Phase 2	➡	Green
Community Interest Company (project on hold pending Cabinet decision)	➡	Green
Trauma Care	➡	Green
IRMP	➡	Green
Concept of Operations Phase 3	➡	Green
Operational Readiness	New	Green
Overall Assessment of programme status	➡	Green
Other Key Projects		
Station Refurbishment Programme	➡	Green

Managing the budget	Value	DoT	Alert
15 - Projected budget spend against revenue budget	100%	➡	Green
16 - Projected cashable efficiency savings (£189,000 in 2013/14)	100%	➡	Green
17 - Spend against profiled capital budget	1.8%	⬇️	Green
20 - NFRS Premises related costs per FTE [A] (2012/13 data)	£1925	⬇️	No RAG

Sustainability	Value	DoT	Alert
51 - % carbon dioxide emissions from automatically metered NFRS buildings compared to respective 2008/9 baseline (July 12- June 2013)	75.6%	⬇️	No RAG

Organisational productivity	Value	DoT	Alert
22 - Average days lost to sickness per FTE staff [Q1] (2013/14 data)	2.44	⬇️	Red
24 - Number of RIDDOR events (7+ days)	3	⬇️	Green
25 - % Appraisals completed (as at 31/05/13)	30%	n/a	Green

Key risks from the Service Risk Register

RM13974 Failure to assure standards of operational competency [Q] (as at 22/07/13)		➡	Amber
RM14030 Failure to manage budget effectively 2013-14 [Q] (as at 22/07/13)		➡	Amber
RM 14031 Failure to meet public expectation during Integrated Risk Management Process [Q] (as at 22/07/13)		NEW	Amber

Service performance

Outcomes for Norfolk people

High quality services that make sense to users

A service that acts local, feels local and is accessible locally

Prevention	Value	DoT	Alert
1 - Number of home fire risk checks completed for people at higher risk	961	⬇️	Green
3 - Number of road casualty reduction events aimed at future drivers	4	⬇️	Red

People's view on our services	Value	DoT	Alert
27a - Annual satisfaction with our services [A] (2012/13 data)	79%	➡	Green
28 - Number of level 2 Complaints	0	➡	Green
29 - Number of compliments received	15	⬇️	Green

Protection

Accessing the service including advice, information and signposting services

4 - % Of very high and high risk non-domestic premises audited	98%	➡	Green
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30 - Percentage of 999 calls answered within 5 seconds	97.7%	⬇️	Green
31 - % of Freedom of Information Requests dealt within timescale	100%	➡	Green

Response

Delivering Safety Plan Outcomes

6a - Number of risk site inspections overdue (as at 1/07/2013)	2	⬇️	Green
8 - % Of total hours retained appliances are on the run	85.1 %	⬇️	Amber
10 - Performance against our Emergency Response Standards	79.7%	⬇️	Amber

Prevention	Value	DoT	Alert
32 - Rate of accidental dwelling fires per 10,000 dwellings	2.62	⬇️	Green
36a - Rate of deaths in accidental dwelling fires per 100,000 population as recorded in IRS. The number of deaths is shown in brackets (surveillance measure)	0.35 (3)	⬇️	No RAG
37 - Rate of injuries in accidental dwelling fires per 100,000 population	0.81	⬇️	Red
50 - Rate of arson incidents attended per 10,000 population	2.03	NEW	Green

People

9 - % ICS assessments completed [Q] (surveillance measure)	50%	NEW	No RAG
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Protection	Value	DoT	Alert
33 - Number of unwanted false alarm calls mobilised to	406	⬇️	Green
38 - Rate of accidental fires in non-domestic premises per 10,000 population	0.51	⬇️	Green
47a - Rate of deaths in accidental non-domestic premises fires per 100,000 population as recorded in IRS (surveillance measure)	0.0 (0)	➡	No RAG
48 - Rate of injuries in accidental non-domestic premises fires	0.12	➡	Green

Response	Value	DoT	Alert
41 - Estimated economic cost of fire to Norfolk £M [A] (2011/12) - update available in September 2013	£155M	n/a	No RAG

Manage	Value	DoT	Alert
42 - Cost per head of population compared to family group [A] (2011/12)	£32.89	⬇️	Green

Key – Performance		DoT - Direction of travel ie better or worse than the previous month.
Green	Performance is on target, no action required.	Performance has got worse.
Amber	Performance is slightly off-track.	Performance has improved.
Red	Performance is worse than the target, action required.	Performance has stayed the same.
↑	Value on a surveillance measure has shown an increase – this does not automatically indicate worsening or improving performance.	
↓	Value on a surveillance measure has shown a decrease – this does not automatically indicate worsening or improving performance.	
Surveillance	Surveillance measures are indicators that we do not set a target for because: <ul style="list-style-type: none"> • The indicator tells us about the context for our services, but does not measure our performance - for example the carbon dioxide emissions from our property. • Where performance is not entirely within our control - for example the rate of deaths from accidental dwelling fires. We continue to report these because they have a significant impact on demand for services or outcomes for Norfolk people and are important to note.	
Reporting period	Most recently available data used; DoT compares to last period, or same time last year. Unless suffixed by either a [Q] or [A] (representing Quarterly or Annually respectively) each measure is monitored monthly.	

Exceptions and commentary on data and blanks

Measure	Detail
Delivering Norfolk Forward	
Service Performance	
Measure 10 Performance against our Emergency Response Standard	This measure relies on the completion of the Incident Recording System (IRS). See comments under Outcomes for Norfolk People (Section 5) to see the number of outstanding IRS reports and the potential impact on this indicator.
Managing our resources	
51- % carbon dioxide emissions from automatically metered NFRS buildings compared to respective 2008/9 baseline	This indicator is a proxy measure that monitors carbon dioxide emissions from NFRS property where AMRs (Automated Meter Reading) have been installed for at least two years. It is based on a rolling 12 month time period. This means it is currently possible to monitor carbon dioxide emissions from approximately 70% of the carbon dioxide sources NFRS is responsible for. The other 30% comes from unmetered buildings and transport which cannot be monitored regularly and instead is calculated annually. This means it is only possible to get a full picture of NFRS carbon emissions at the end of the financial year when a full calculation of the 70% plus 30% is carried out. Measure 51 is therefore a proxy measure that is used to give an indication of how NFRS is performing. Actual end of year performance may, therefore, be higher or lower than the proxy measure.
Outcomes for Norfolk people	
50 – Rate of arson incidents attended	This is a new indicator from 1 April 2013 and does not have historical comparative data. Therefore the DOT refers to the previous month's rate of incidents.
36a - Rate of deaths in accidental dwelling fires per 100,000 population. The number of deaths is shown in brackets (surveillance measure)	This measure reports suspected fire deaths recorded on IRS that have been referred to the Coroner.
Measures 10, 32, 36, 37, 38, 47 and 48	These measures rely on the completion of IRS. As at 24 July there were 4 incidents outstanding on IRS. This will have an effect on the figures reported here due to incomplete data.

Appendix 2

Risk Register - Norfolk County Council																		
Risk Register Name		Norfolk Fire and Rescue Service										Red						
Prepared by		Steve Rayner										Amber						
Date updated		June 2013										Green						
Next update due		September 2013										Met						
CDGSTP	Area	Risk Number	Risk Name	Risk Description	Date entered on risk register	Current Likelihood	Current Impact	Current Risk Score	Tasks to mitigate the risk	Progress update	Target Likelihood	Target Impact	Target Risk Score	Target Date	Prospects of meeting Target Risk Score by Target Date	Risk Owner	Reviewed and/or updated by	Date of Review and/or update
D	NFRS	RM13974	RM NFRS Failure to assure that standards of operational competency for fires in the built environment.	Failure to assure that standards of operational competency for fires in the built environment are maintained by staff leads to staff being exposed to avoidable risk of harm.	13/10/2011	4	4	16	Workforce Development programme delivered to schedule. Development and delivery of BA training. Introduction of "Live Fire" training. Riskfile information accurate and up to date format for all key risk premises. Incident command BA training and associated monitoring. Implementation of "Lessons learnt" from local and national incidents integrated into review processes. Operational reviews and actions undertaken for all significant incidents. Quarterly monitoring of core skills levels. PDRPro and training plans via Team Performance Meetings 1:1.	Workforce delivery programme introduced on a rolling programme. Specification agreed and funding secured for a live fire training building. Site has been identified at Shipdam and the next level of detail is being worked on. All L2 and 3 commanders have received Incident command BA related training. Supplier to deliver live fire training to operational crews will be sought following funding and logistics being secured. All managers are required to monitor competency levels through the 1:1 process and District management meetings. Operational staff who fail to maintain competency in key areas are placed on modified duties.	3	2	6	31/03/2014	Amber	Karen Palframan / Roy Harold	Dave Ashworth	18/06/2013
D	NFRS	RM13975	RM NFRS Incomplete or out of date safe systems of work.	Incomplete or out of date safe systems of work for emergency incidents leading to public or staff being exposed to harm and/or damage to assets.	17/10/2011	4	5	20	A Station Manager has been tasked with removing backlog of orders and procedures for review. Monitoring of Operational Assurance Team (OATs) work plan to produce a full complement of revised format Standard Operating Procedures (SOP) by July 2013. Policy and approach for maintaining currency and accuracy refreshed.	Baselining of current outstanding work completed. Out of date and duplicated documents identified. Cross referencing against Generic Risk Assessments underway. All documents on Mobile Data Terminals have been checked for currency and accuracy. All are in date. Significant number of unnecessary docs have been removed. NFRS committed to go ahead with the SE consortium following a presentation with HOD's and project lead. Temporary WM secured for 12 months to lead on this work. Further work has now been carried out in relation to adoption of the SOPs produced by the South East Consortium. Agreement and formal adoption of this product is now immanent with 49 of the required 90-100 SOPs completed by the SE group with a further 18 nearing completion. Progress has been significantly hampered due to the fact that the Temp Post at WM level has to date remained vacant due to operational pressures on staffing priorities. Due to the real prospect of adopting SE SOP process, the target date is achievable, provided that resources can be released to support the implementation and change	3	2	6	31/03/2014	Green	Roy Harold	Andy Heginbotham	30/06/2013

C	NFRS	RM14122	RM NFRS Shortage of emergency personnel including key incident managers through industrial action.	The risk that industrial action will cause a serious shortage of operational staff. This will result in considerable disruption and interruption to the delivery of the statutory duty under the Fire and Rescue Act 2004, and the Fire Authorities obligations under the Civil Contingencies Act 2004. This could lead to death or serious injury to members of the public and have a detrimental effect on the reputation of the service.	06/08/2013	5	5	25	The dispute is between FBU/FOA and Central Government over pensions and cannot be resolved through local negotiations. Contingency planning to cover any type of industrial action. Fire Control (999) call receipt is anticipated to be working fully as the dispute is over Pensions proposals for staff who are in (or eligible to be in) the Fire fighters pension scheme (Fire control staff come under the LGPS) Implementation of a Communication Strategy, including liaison with LRF. Regular meetings with Representative Bodies.	Critical Resilience Planning Group established. Resilience scoping and planning underway. Initial meeting held with FBU to discuss handling. Reported to COG on 01-08-2103 COG agreed that Emergency Planning Team should now enter into their planning phase to manage potential disruption. Chief Fire Officers' Association are providing regular updates on UK wide basis for issues and briefings on possible issues for consideration. They are also liaising with Central Govt over National resilience assets including specialist seconded officers.	5	3	15	31/03/2014	New	Karen Palframan	David Ashworth	06/08/2013
D	NFRS	RM14030	RM NFRS Failure to manage budgets effectively over the next Comprehensive Spending Review.	Overspending to deliver intended service levels, or meeting budget limits while failing to deliver intended service levels, or underspending while failing to deliver intended service levels.	01/05/2012	3	3	9	Asset costs - buildings and vehicles subject to regular scrutiny. Utility costs included in revised planning and performance framework. Stakeholder engagement on NCC budget proposals and Enterprising Norfolk collaboration.	Previous concerns over availability of shared services finance support have been realised, with the loss of finance staff who were aware of FRS specific issues. We now have to begin another re-training process for another new finance officer, rather than getting on with jointly managing the budgets.	1	1	1	31/03/2015	Amber	Roy Harold	Roy Harold	22/07/2013
D	NFRS	RM14031	RM NFRS Failure to meet public expectation during Integrated Risk Management Plan process.	NFRS Adverse public reaction to reduced service from actions of NFRS, resulting in reputational damage to NCC.	01/05/2012	4	4	16	Identifying and maintaining expected response capabilities. Stakeholder management during IRMP, via engagement on NCC budget proposals.	Group Manager appointed to manage process.	1	4	4	31/03/2014	Amber	Roy Harold	Peter Holliday	22/07/2013
D	NFRS	RM14032	RM NFRS Failure of information IT Security.	Internal breach of IT security resulting in unauthorised release of restricted information.	01/05/2012	3	3	9	Identification and application of appropriate protective security protocols.	Mandatory refresher training and monitoring rates of completion of training. Instructions issued to all staff, including improved procedures, to maintain security of confidential personal information. Monitoring systems put in place to record breaches of information security and identify remedial action.	2	3	6	31/03/2014	Green	Roy Harold	Anthony Fearn	26/06/2013
D	NFRS	RM14033	RM NFRS Failure of communication IT Security.	Breach of IT security resulting in damage to mobilising or communications systems that effects emergency response capability.	01/05/2012	1	5	5	Removal of single points of failure. Redundant systems. CNI Compliant security.	5 methods of mobilising, secondary control room, no single point of failure without backup system or alternative.	1	5	5	31/03/2014	Green	Roy Harold	Anthony Fearn	26/06/2013
D	NFRS	RM14034	RM NFRS. Failure to identify fraud.	Illegal financial activity involving FRS employees.	01/05/2012	3	3	9	Application of financial management and procurement controls. Adoption of iproc across all RBOs. Use of internal audit.	Working with Internal Audit to identify key areas that could be fraudulent. Work on-going.	2	2	4	31/03/2014	Green	Steve Aspin	Steve Aspin	04/07/2013
D	NFRS	RM14064	Financial liability for P/T RDS firefighters.	The inability to fund the additional costs of retained firefighter pensions following court ruling. Payments to be backdated to 1999 and firefighters are not expected to contribute until retirement.	29/06/2012	5	3	15	Identify the liability, the costs have as yet not been established. The timescale has to be agreed although all RDS firefighters who have retired since 1999 are eligible. Negotiations through national body, LGA, outside of NFRS control.	Additional funding has been provided for the Provision, but the final costs are still only an estimate. The date for implementation is still unknown.	5	1	5	01/04/2014	Amber	Karen Palframan	Steve Aspin	
D	NFRS	RM14090	Failure to deliver the change programme.	A failure to deliver the local and national change programme on time or without successful achievement of all key objectives. Could lead to planned cost savings not being achieved and operational efficiencies not delivered.	16/11/2012	3	4	12			2	4	8	01/04/2013	Met	Roy Harold	Roy Harold	
D	NFRS	RM14117	RM NFRS Failure to implement the Action Plan following the Safety Management Audit.	A failure to deliver the recommendations/requirements within the Action Plan could lead to injury to staff, breaches of legislation and potential civil litigation.	22/07/2013	3	4	12	Site managers are responsible for ownership at station level and for carrying out appropriate monitoring. Central audits to be undertaken by Senior Officers. Ensure Connect 2 property database is maintained.		2	4	8		New	Roy Harold	Roy Harold	22/07/2013

D	NFRS	RM14118	RM NFRS Failure to manage resources and assets.	The failure to manage assets in accordance with carbon reduction requirements can result higher energy costs, loss of efficiency and statutory penalties.	22/07/2013	2	3	6	NCC Carbon Reduction policy. Supply chain management.		1	3	3		New	Roy Harold	Roy Harold	22/07/2013
D	NFRS	RM14119	RM NFRS Failure to secure availability of operational individuals and crews.	Non availability of Retained Duty System (RDS) stations leading to next nearest resource being mobilised with negative impact on performance standards. Non availability of Wholetime Duty System (WRS) staff leading to extended response times and reduced specialist capability. Emergency Response Service (ERS) being stretched with a negative impact on the service's emergency response capability and performance.	01/07/2013	3	4	12	Project established (Operational readiness) to review all internal and external influences that affect appliance availability and impact on current ERS. The Integrated Risk Management Plan (IRMP) will review and update NFRS ER standards where appropriate. Local performance management will continue to secure better RDS availability. Additional T/RSOs have been recruited to further support RDS stations with day cover. WDS establishment is being supported by fixed term contract RDS staff and volunteer lists to cover adhoc shortages.		2	4	8	31/03/2014	New	Karen Palframan	David Ashworth	05/07/2013

Scrutiny Forward Work programme

Report by the Head of Democratic Services

Summary

This report asks members to consider the draft scrutiny forward work programme for 2013 –14 as proposed by the scrutiny leads on the Panel.

1. Background

- 1.1 At the last meeting of the Panel members considered a report outlining the current scrutiny forward work programme as agreed before the County Council election in May. The Panel agreed that the scrutiny leads should meet to consider developing a draft programme of scrutiny that could then be brought to this meeting for approval.
- 1.2 The Panel currently has two outstanding scrutiny issues on its forward work programme which have been included on the agenda for the meeting today:

- Review progress on Retained Availability, and
- Impact of Safety Plan changes to fire cover in Great Yarmouth/Gorleston

In addition at the last meeting it was agreed to add one further issue on to the forward work programme:

- Norfolk Fire and Rescue Service sickness rate

- 1.3 The Scrutiny leads met on 5th August 2013 and agreed that the issues outlined above be included on the scrutiny forward work programme. In addition the leads also discussed the establishment of the Fire and Rescue Community Interest Company (CIC) which had been agreed at the Cabinet meeting that morning. It was noted that the Panel had received a report in November 2012 agreeing to recommend the creation of the Fire and Rescue CIC. The scrutiny leads have suggested that the Panel receive a further report early summer 2014 outlining the progress made regarding the establishment of the CIC.
- 1.4 The Group leads discussed that the Fire Safety Plan/Integrated Risk Management Plan would be a substantial piece of work for the Panel to consider and therefore have suggested that the scrutiny forward work programme should not be too overloaded at this stage.

2. Preparing a scrutiny forward work programme

2.1 The Panel is asked to give consideration to the scrutiny forward work programme for 2013/14 attached at Appendix A and agree whether there are any additional issues to include at this stage

2.2 Panel members may find the following criteria helpful to establish priorities in line with the criteria below :-

(i) High profile – as identified by:

- Members (through constituents, surgeries, etc)
- Public (through surveys etc)
- Media
- External inspection (Ombudsman, Internal Audit, Inspection Bodies)

(ii) Impact – this might be significant because of:

- The scale of the issue
- The budget that it has
- The impact that it has on members of the public (this could be either a small issue that affects a large number of people or a big issue that affects a small number of people)

(iii) Quality – for instance, is it:

- Significantly under performing
- An example of good practice
- Overspending

(iv) It is a corporate priority

3. Resource Implications

3.1 The resource implications of the various scrutiny topics will be considered when the scrutiny takes place.

4 Section 17 – Crime and Disorder Act

4.1 The crime and disorder implications of the various scrutiny topics will be considered when the scrutiny takes place.

5. Equality Impact Assessment

5.1 This report is not directly relevant to equality, in that it is not making proposals that will have a direct impact on equality of access or outcomes for diverse groups.

6. Other implications

6.1 Officers have considered all the implications which members should be aware of.

Apart from those listed in the report, there are no other implications to take into account.

7. Action required

The Overview and Scrutiny Panel is asked to:

- Consider the scrutiny forward work programme as prepared by the Panel's scrutiny leads and agree whether there are any items to be added or deleted at this stage.

Officer Contact:

If you have any questions about matters contained in this report please get in touch with:

Name	Telephone number	Email address
Karen Haywood Scrutiny Support Manager	01603 22813	karen.haywood@norfolk.gov.uk

Fire and Rescue Overview and Scrutiny panel: Outline Programme for Scrutiny

Meeting date	Topic/objective	Commentary
11/09/13	<p>Review progress on Retained Availability – progress report requested by the previous Panel in May 2012.</p> <p>Impact of Safety Plan changes to fire cover in Great Yarmouth/Gorleston - This issue was originally raised by the previous Chairman of the Panel focusing on the impact of the Safety Plan proposals.</p>	<p>Report by the Chief Fire Officer. Panel to decide whether there are any specific issues for further scrutiny.</p> <p>Report by the Chief Fire Officer. Panel to decide whether there are any specific issues for further scrutiny.</p>
20/11/13	<p>Norfolk Fire and Rescue Services Sickness Rate – On 12th June the Panel received the Fire and Rescue Services Performance, Finance and Risk Monitoring Report for 2012-13. One of the key measures highlighted as being an area for focus in the forthcoming year was sickness levels. It was noted that sickness levels were above target for the year with long term sickness being a particular issue. Approaches to managing sickness absence were being reviewed. The Panel agreed that they wished to scrutinise this issue further.</p>	<p>Report by the Chief Fire Officer. Panel to decide whether there are any specific issues for further scrutiny.</p>
22/01/14		
14/05/14	<p>Norfolk Fire and Rescue Community Interest Company – On 5th August the Cabinet agreed to establish a CIC which would enable the Fire Service to maintain existing fire safety training and current income streams and to develop these where opportunities emerge. The Cabinet agreed that any surplus generated would be ring fenced in community safety, resilience and youth engagement activities to make Norfolk Communities safer. Scrutiny leads have recommended that an update report be considered by this Panel in order to review progress of the CIC.</p>	<p>Report by the Chief Fire Officer. Panel to decide whether there are any specific issues for further scrutiny.</p>

**Emergency Response Performance Review
in the Great Yarmouth Area**

Report by the Chief Fire Officer

Summary

Within the Norfolk Fire and Rescue Integrated Risk Management Plan 2011/14 Norfolk Fire and Rescue Service identified that our emergency response standards could be improved in Gorleston by making better use of existing resources. The recommendation was to relocate one of the two Wholetime Crewed Pumps based at Great Yarmouth to Gorleston Fire and Rescue Station between 0930 and 2330.

The current crewing arrangements involve a shift change at Great Yarmouth station at 0900 and at 1800. This means that the crews are deployed to Gorleston from 0930-1730 and from 1830-2330. Additionally both crews may be co located if joint training is being undertaken.

The Service has reviewed performance to all categories of calls across the full 24 hour period and to Life Risk (fire) calls where the first fire engine target attendance time is 10 minutes and the second is 15 minutes, also reviewed were the Life Risk Other with an attendance time target of 13 minutes for the first and 15 for the second. These figures have been compared to the previous years (2011) performance data.

Whilst performance has improved overall there is a potential to increase further by locating a wholetime fire engine at Gorleston 24 hours a day. This will still provide four fire engines in the borough, one wholetime and one retained either side of the river.

Also worthy of note is the reduction in fire calls across the Great Yarmouth area which is in line with performance across the Service. In doing so the margins are also reduced to a level where a small number of calls can have a greater influence over the performance outcome.

Recommendation:

Members note the overall improvement in emergency response across the Great Yarmouth and Gorleston areas.

Members support the further development of this initiative by further extending the trial by locating a wholetime pump at Gorleston on a 24/7 basis for a pre determined period in order for a complete assessment to be made.

1. Background

1.1 Norfolk Fire and Rescue Service (NFRS) as part of the Integrated Risk Management Plan (IRMP) 2011/14 recommended that emergency response to the Gorleston area could be improved by locating one of the Wholetime crewed fire engines from Great Yarmouth to Gorleston between 0930hrs and 1730, 1830 and 2330. These timings are needed to allow for a change of shift at 1800 and 0900. During these hours there

would be a wholetime fire engine in both Great Yarmouth and Gorleston each supported by a fire engine crewed by Retained Duty System (RDS) on call personnel.

1.2 The current Emergency Response Standards (ERS) are set as follows:

- Fires involving possible life risk should be attended by the first fire engine within 10 minutes and the second in 15 minutes on 80% of occasions.
- Other emergency incidents involving possible life risk should be attended by the first pump in 13 minutes and the second in 15 on 80% of occasions.
- Other fires should be attended by the first fire engine in 13 minutes and the second in 15 on 80% of occasions.

Performance against 2011 response standards shows that in 2012 during the timed period there was an overall improvement. However, it must be borne in mind that at times both fire engines will be located in the same location due to training, meetings and shift change over. This does impact on attendance times as the nearest pump may be located at the other station. What this does suggest is that if the timed period is further extended then performance would increase further.

1.3 The following tables provide the detail on the total number of incidents attended in the Great Yarmouth/Gorleston area and the % where the attendance standard was met by the first fire engine.

Overall Performance over 24hr period (full day)

	Fires (Life Risk)	Other Life Risk	Other Fires	Overall
2011	97.4% (566/581)	99.4% (164/1165)	97.8% (220/225)	98.5%
2012	96.3% (418/434)	99.0% (101/102)	98.7% (155/157)	98%

During the timed period with one appliance at Great Yarmouth and one at Gorleston 0930-2330hrs.

	Fires (Life Risk)	Other Life Risk	Other Fires	Overall
2011	97.4% (371/381)	99.2% (126/127)	97.5% (159/163)	98%
2012	97.3% 286/294	100% (67/67)	98.2% (111/113)	98.5%

The following table shows the total number of calls attended by the second fire engine and the % of occasions when the standards were achieved during the timed period.

	Fires (Life Risk)	Other Emergencies (Life Risk)
2011	98% (249/254)	94.9% (37/39)
2012	100% (179/179)	100% (37/37)

The following table shows the performance where the response was made from Gorleston Fire and Rescue Station during the timed period.

	Fires Life risk	Other Life Risk
2012	98.6% (72/73)*	100% (9/9)

*The call where Emergency response standards were not met was to a call to Caister where Great Yarmouth would have been nearer but both appliances were at Gorleston. If this call is excluded then the performance would have been 100%.

- 1.4 Also of note is the number of calls attended by stations within the Great Yarmouth and Gorleston areas which show a percentage decrease in this category of call which is in line with activity across other areas of the Service. During the timed period both crews would be required to undertake Home Fire Risk Checks, carry out familiarisation visits to risk premises and maintain their operational competence.

2. Contents of Report

- 2.1 **Position** – The current arrangement of splitting the wholetime crews and positioning a wholetime crew resource either side of the river has been in place since 3 January 2012. As a consequence, there has been an overall improvement in response standards within the Great Yarmouth and Gorleston areas.
- 2.2 **Problem** – There are periods during the timed period where due to community safety activity, training or shift changeover both resources are in the same area reducing the effectiveness of the emergency response.

Some people were concerned that the proposals may not make the positive difference which the business case suggested. This has however proven not to be the case and we have seen improvements as predicted at the time of the development of the IRMP. As might be expected the retained crew have seen their number of calls reduced as there has been a wholetime pump present during substantial parts of the day. To some degree this will reduce overall costs to the Service. However, the reduction in calls to a station can sometimes have a corresponding effect of lessening the availability of the crew.

Budgetary pressures may result in a more comprehensive review of Emergency Response under the Integrated Risk Management Plan 2014/17. This service wide review could result in further changes to crewing arrangements in the Great Yarmouth and Gorleston areas.

- 2.3 **Possibilities** – The performance data indicates that the emergency response standards could be further improved by locating a wholetime resource at Gorleston 24/7. Further research could also be undertaken to attract and secure Government capital funding to create one multi agency base for the Police, Fire and Ambulance in the Great Yarmouth area.
- 2.4 **Proposal** – It is suggested that the current trial arrangements that are in place between Gorleston and Great Yarmouth are further extended to 24/7 still providing a total of four pumps in the Great Yarmouth area but with an even split of one wholetime and one retained either side of the river. This extended trial would commence from 13 October to December 2014.

A preliminary investigation to scope the viability of providing a single station for the Great Yarmouth area should commence following the guidelines issued by the DCLG in order to meet the criteria for capital funding allocation. This would be done in conjunction with partners where appropriate.

3. Resource Implications

3.1 As this would be an extension arrangement there would not be any new burdens. A percentage of each Watch's personnel and a fire engine would be permanently based at Gorleston for the duration of the extended trial period (until 14 December 2013).

3.2 Finance

There may be a small cost incurred as some staff would have further to travel to work. This would be in mileage and be the difference in home to Gorleston rather than home to the Great Yarmouth station.

3.3 Staff

50% of the staff would be moved from Great Yarmouth to Gorleston. The Great Yarmouth Watch Manager would be responsible for the operational management of both stations. The Great Yarmouth Station Manager would be responsible for the overall management of the Great Yarmouth and Gorleston resources.

3.4 Property

Gorleston station was refurbished and upgraded prior to the trial commencing.

3.5 IT

Current IT and mobilising provision is sufficient to support a 24/7 trial.

4. Other Implications

4.1 Equality Impact Assessment (EqIA)

Any decision to relocate staff will take into account home location, the impact of dual contract arrangements where wholtime staff also have a retained contract. Consideration will also be given to balancing skill sets across the two stations. The selection process will ask for volunteers in the first instance.

4.2 Health and Safety Implications

NFRS policies regarding premises are applied consistently cross the Service. Any changes to emergency response that impacts on the dynamics of Incident Command will be managed by the Dynamic Risk Assessment process that provides the Incident Command and management protocols for all UK Fire and Rescue Services.

4.3 Environmental Implications

The facilities have been improved at Gorleston with replacement windows that provide a better level of insulation and improvements to the heating system. There will be an overall increase in service costs as the building will be occupied 24/7. The electricity

will increase from £1665 to an estimated £3189. Water charges will increase from £1448 to £2316. The increase in the cost of gas will be neutral due to the upgrades made to the heating system. The overall increase will also be offset due to the reduction in journeys between Great Yarmouth and Gorleston stations resulting in less fuel being consumed.

4.4 Risks

Norfolk Fire and Rescue Service's Integrated Management Plan (IRMP) identifies operational risks and the Service puts in place resources to manage and respond accordingly.

By locating wholetime resources strategically to meet the call profile there is potential for the retained crews at Great Yarmouth and Gorleston to have their emergency calls further reduced. This could lead to difficulties in maintaining motivation and the interest of these crews.

The IRMP 2014/17 will be influenced by the financial settlement for the same period. This may result in subsequent changes to crewing arrangements across the County including the Great Yarmouth area.

5. Any Other implications

- 5.1 Officers have considered all the implications which Members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

6. Section 17 – Crime and Disorder Act

- 6.1 There are no Crime and Disorder Act implications arising from this report.

7. Alternative Options

- 7.1 The DCLG has created a capital funding stream where finance will be allocated based on a suitable business case being put forward by Fire and Rescue Services where investment will subsequently realise efficiencies and revenue savings and where it would support collaboration between the blue light agencies. Such an opportunity may exist within the Great Yarmouth area to close the Great Yarmouth and Gorleston Fire and Rescue Stations and replace with a single building midway between the two existing premises. A business case would need to be developed in collaboration with Ambulance and Police colleagues. The earliest this could be realised would be late 2016.

8. Conclusion

The trail to date has identified an overall improvement in emergency response across the Great Yarmouth area with the introduction of a timed period where one of the 2 wholetime fire appliances based at Great Yarmouth is located at Gorleston between 0930 and 2330. Analysis of the emergency response times indicate that further improvements are possible by extending this to 24/7.

It is recommended that the trial is extended to 24/7 for a period up to December 2014. This will allow for sufficient performance data to be collected on which to base a sound business decision.

The extended trial will commence following consultation with staff who will be affected by this change and is likely to take place during the Autumn of 2013.

Looking further ahead there may be an opportunity to look at attracting Government funding to develop a single site in Great Yarmouth which will provide a base from which the Fire and Rescue could deliver its Emergency Response possibly alongside other Blue Light agencies.

9. Action Required

- 9.1 Members note the overall improvement in emergency response across the Great Yarmouth and Gorleston areas.
- 9.2 Members support the further development of this initiative by further extending the trial by locating a wholetime pump at Gorleston on a 24/7 basis for a pre determined period in order for a complete assessment to be made

Background Papers

Performance data charts from 2011 and 2012.

Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

Area Manager Operations David Ashworth

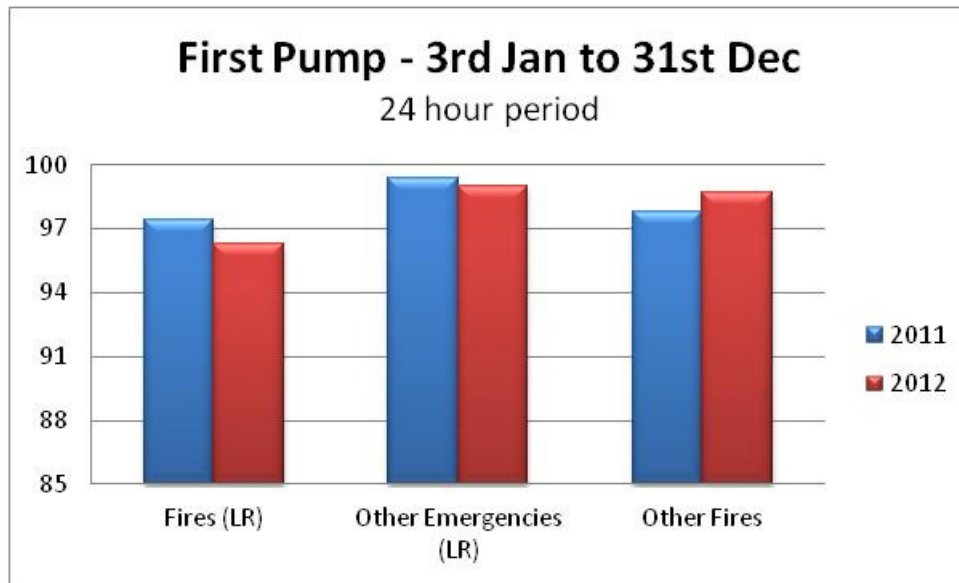
Tel: 01603 819730

e-mail: david.ashworth@fire.norfolk.gov.uk



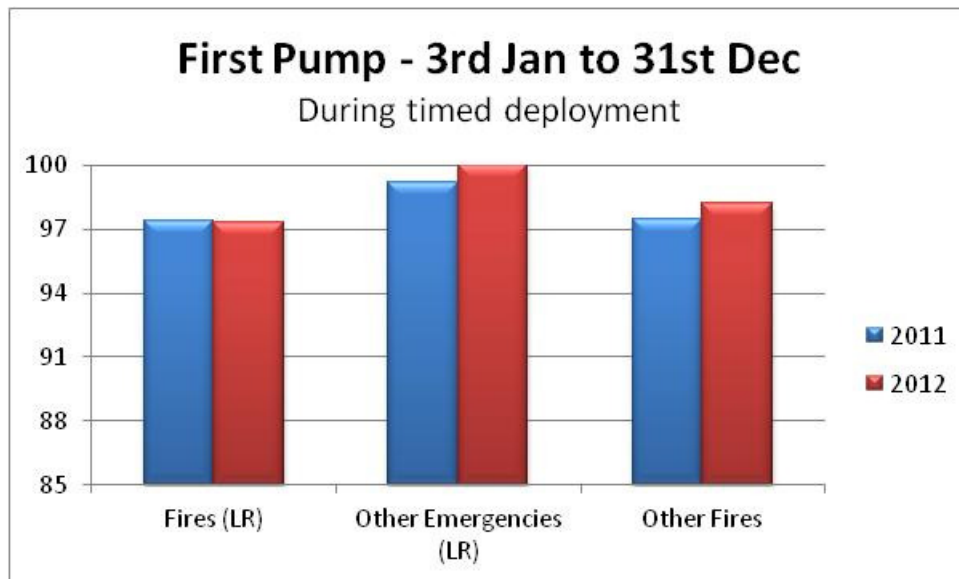
If you need this report in large print, audio, Braille, alternative format or in a different language please contact Karen Tyrrell 01603 819703 or minicom 01603 223833 and we will do our best to help.

Data Comparison 3/1/11 to 31/12/11 vs 3/1/12 to 31/12/12



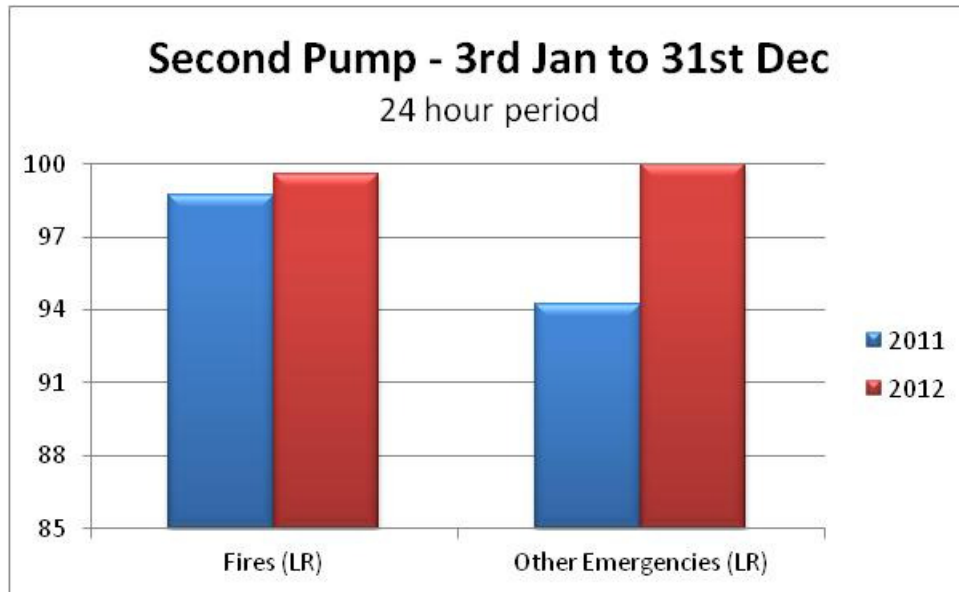
First Pump - 3rd Jan to 31st Dec (24hr Period)

	Fires (LR)	Other Emergencies (LR)	Other Fires
2011	97.4% (566/581)	99.4% (164/165)	97.8% (220/225)
2012	96.3% (418/434)	99.0% (101/102)	98.7% (155/157)



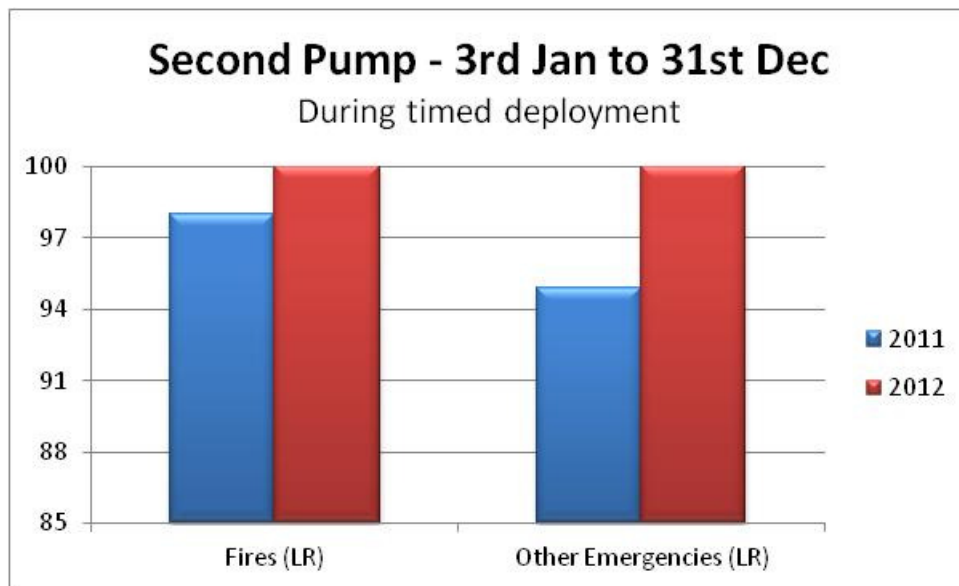
First Pump - 3rd Jan to 31st Dec (During timed deployment)

	Fires (LR)	Other Emergencies (LR)	Other Fires
2011	97.4% (371/381)	99.2% (126/127)	97.5% (159/163)
2012	97.3% (286/294)	100% (67/67)	98.2% (111/113)



Second Pump - 3rd Jan to 31st Dec (24hr Period)

	Fires (LR)	Other Emergencies (LR)
2011	98.7% (368/373)	94.2% (49/52)
2012	99.6% (258/259)	100% (51/51)



Second Pump - 3rd Jan to 31st Dec (During timed deployment)

	Fires (LR)	Other Emergencies (LR)
2011	98.0% (249/254)	94.9% (37/39)
2012	100% (179/179)	100% (37/37)

Data Definition:-

The above data was filtered by those incidents that were recorded in Vision as being assigned to a GYA call sign as the recommended first appliance. The data was then subjected to a map position extract to ascertain that the incident was within the travel time of its target response from the actual stations (this eliminated incidents where the distance in time travelled was greater than the target attendance time).

The timed deployment was calculated strictly from 09:30 to 17:30 and 18:30 to 23:30 - stated as the target periods for GYAP3 to be on station at Gorleston, as the incident data could not be cross referenced to the more detailed appliance schedules with regards to the occasions where they remain at the GY station on a particular day for other duties or training.

Retained Availability Report

by the Chief Fire Officer

Executive Summary

In 2013/14 retained availability performance was 87.7% just short of the 90% performance target. Within this 67% of all stations achieved the target whilst others struggle to achieve any improvement. The Service is performing relatively well in this area in comparison with similar fire and rescue services but ongoing management of availability continues to need attention to address the local profile and issues at each station. The Service is currently working on an Operational Readiness project examining the issues affecting availability with a view to producing an action plan by the end of September.

Action Required

Members are asked to note progress and consider whether any aspects should be identified for further scrutiny.

1. Background

1.1 In May 2012, the Overview and Scrutiny Panel received a report regarding retained station availability as part of the Scrutiny Forward Programme. It was recognised that availability presented continuing challenges for the Service and Members asked for a review of the position in 2013. Some of the background information contained in the previous report is included here for the benefit of new members to the Panel.

1.2 The Fire and Rescue Service relies on retained duty system (RDS) employees to crew 45 of 53 (85%) frontline fire engines. Retained crews operate out of 39 stations:

- 35 are wholly retained (six support two fire engines and the remainder one).
- Thetford is day crewed (ie the retained crew provide a second pump to wholetime colleagues Monday to Friday during the day but ride two pumps in the evenings, at night and weekends).
- Four stations have both wholetime (King's Lynn, North Earlham, Great Yarmouth and Gorleston) and a retained pump crewed at the station.

In addition to crewing frontline pumps, retained firefighters also crew specialist appliances such as the aerial ladder platforms and water carriers, as well as our wider resilience capabilities including mass decontamination and high volume pumping. In Norfolk, the geographical size of our county means that retained firefighters are expected to provide the same range of front line incident response capabilities as their wholetime counterparts based in centres of urban population, although the numbers of calls attended are proportionately smaller. As a consequence, they are recruited and trained to the same standards as wholetime colleagues with a training regime based on the same national competency based rolemap informed by local risks and operating practices.

1.3 The Service has an establishment of 530 station based retained employees. This usually provides for a station based establishment of 12 on a one pump station and 20 on a two pump station, although this can be varied locally by managers to meet specific station needs. All retained employees are required to live and work (if they offer cover across their working week) within a five minute turn in time of their station and, on employment, are required to declare the level and pattern of their availability to be 'on call' to provide operational response. The first priority of a retained team at any station is to provide a competent crew 24/7 and therefore availability is a legitimate selection criteria for applicants. Local managers will seek to recruit individuals who offer the greatest flexibility around availability and who complement that provided by existing crew members. Whilst RDS staff declare their availability on recruitment, this often changes over time as family or employment demands impact on crew members. This dynamic nature of individual availability can make local management of pump availability unpredictable and complex.

1.4 For a pump to be available it must have a 'competent' crew which is defined as a minimum of four riders comprising an 'officer in charge', a driver and two breathing apparatus wearers.

1.5 The Service has two key performance measures for operational response:

- Emergency Response Standards – arrival of the first pump at a fire where a life might be at risk or other life risk incident (Road Traffic Collisions) within 10 or 13 minutes respectively on 80% of occasions. This measure was introduced in 2005 and represents a countywide performance standard, recognising that local performance would vary depending on the type of resource available (wholtime or retained) and other factors such as the geographical area covered. In market towns and the more rural parts of the county, the network of fire stations has been in place for decades. Thus, the sheer size of the county and the spread of emergency incidents has always made this county wide measure challenging, particularly in relation to fires, and of limited value for local management. As a consequence, an additional measure of performance has been developed around station availability.
- Availability – this is based on the percentage of time that a retained crew is available to respond to emergencies within five minutes. The Service currently has a wide target of 90% which is also a local performance target for each station or crew.

Retained availability is managed through a reporting system called Rappel. This enables retained employees to book on and off the run by telephone which gives Control and managers an instant, accurate and dynamic picture of availability at Service and station level at any time.

1.6 The ability of any station to meet availability targets is dependent on having sufficient skilled personnel available at any one time. This is influenced by a range of factors which can have complex impact on station availability. They include:

- Turnover and retention of staff which can also be difficult to predict.
- Ability to recruit sufficient and suitable new starters.
- Support from local employers to allow retained staff time off to complete training and to respond to calls.
- Skills profile at the station.

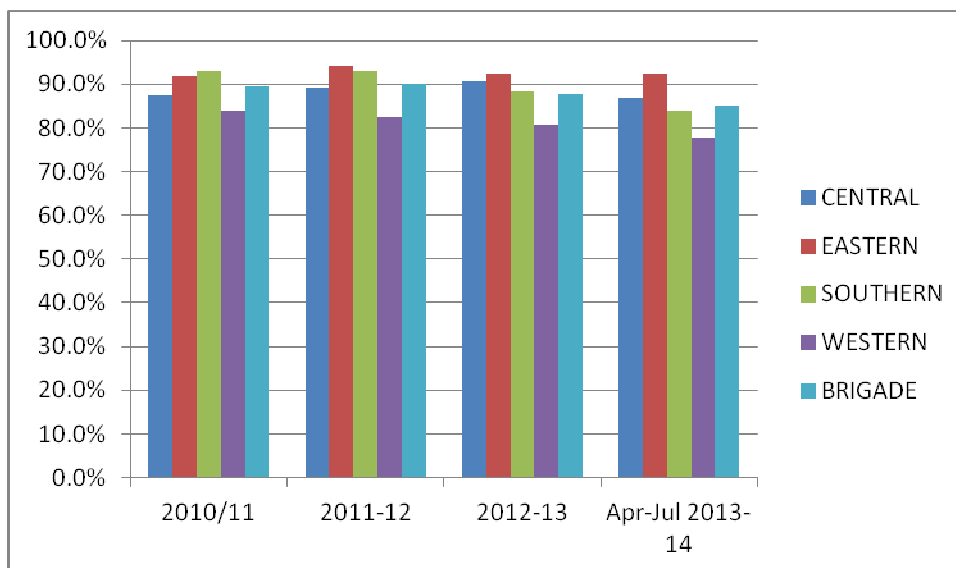
- Management of availability at local level.

1.7 The introduction of Rappel also enables the Service to identify in real time when gaps occur in operational cover ie: when a cluster of pumps or stations are 'off the run' at the same time. This is a particular issue in terms of day time availability during the working week, where employment patterns have limited our ability to recruit firefighters who work within the turn-in time of their station (many more people having now to travel for work) or where local employers are reluctant to release staff to attend incidents. To help address this problem, in 2009 the County Council provided additional funding for the introduction of Retained Support Officers to contribute to the management of such potential gaps by providing cover at identified key stations. This approach has been recognised nationally as notable practice in flexible management of RDS crews.

2. Current Performance

2.1 A review of performance over the last three years suggests average performance just short of the target at 89% but performance for 2012/13 dipped slightly at 87.7%.

Retained availability 2010 – 2013 and first Quarter 2013/14 at District and Brigade level:



A significant factor within this recent trend has been the availability performance on the second pumps at two pump retained stations. Several of these have been substantially affected by turnover in the last year. If the performance of these pumps were removed from the 2012/13 figures, the service level figure would have been 90%.

Recent figures for the first quarter of 2013/14 indicate on going issues with availability with performance reported at 85.1% lower than 89.3% recorded last year between April and June 2012. Of this, the impact of second pump performance is approximately 3%. In response, the Service commenced the Operational Readiness project at the beginning of July (see paras. 3 and 4.3) which will produce an action plan by the end of September.

2.2 Within the headline figures for 2012/13:

- Out of 39 stations 26 (67%) achieved over 90% availability.
- 18 stations have consistently achieved over 90% availability the last three years.
- 8 pumps improved to over 90% in 2012/13.

- 3 pumps achieved improved availability in 2012/13 but did not reach the 90% target.
- 3 pumps previously achieved 90% but have now slipped below.
- 5 pumps were below 90% in 2009 and their performance has worsened.

This performance demonstrates that availability is not a consistent problem across the Service and many stations are performing very well.

2.3 However, it is more difficult to achieve high levels of availability during the summer months, most likely because of the impact of seasonal work and the summer leave period, than at other times of year. The most significant problem occurs where some stations struggle to maintain availability at certain times, particularly during the working day when firefighters may not be available within the station ground, although some struggle for cover at weekends.

2.4 Benchmarking

More fire and rescue services are now adopting systems similar to Rappel which enables an accurate comparison across services of a similar profile. In 2012/13, Norfolk was ranked fourth against 13 other comparable services in our family group, the average performance being 86.05% (highest reported availability 94.6% and the lowest 75.9%). In terms of our neighbours, whilst we do not have information in relation to Suffolk, Cambridgeshire are currently consulting on a proposal to 'increase the availability of our On Call first pumps from 82% for crews with all skills'.

2.5 In conclusion, retained availability remains largely good across a significant number of stations. The Service falls short of its target for performance as a consequence of a number of stations who struggle to achieve acceptable levels for a variety of reasons.

3. Operational Readiness

3.1 Recognising the ongoing challenges around retained availability, the Service is currently undertaking a root and branch examination of the factors impacting on operational readiness including retained availability. This work will conclude by the end of September with the production of an action plan.

3.2 The project objectives are:

- To analyse and map the component factors and business process that determine operational readiness (what has to happen to ensure frontline pumps are ready to roll).
- To identify and analyse relevant evidence to inform our understanding of response performance (take an intelligence led approach to improve).
- To assess the relative impact of those components and processes (focus our efforts on what is important).
- To produce an action plan (what needs to be done, by whom, by when).

3.3 The project is currently undertaking intelligence analysis on two fronts:

- Data analysis around availability, incident attendances, turnover, skills profile etc. This will provide a quantifiable assessment of those factors impacting most significantly on availability.
- Discussions with retained staff and their managers to identify what stations believe are the most significant factors affecting availability. This will provide a qualitative analysis which can be tested against hard data and will enable us to address the issues concerning our staff.

Whilst this work is ongoing and will be fully analysed in September some of the early feedback has been used to inform this report.

4. Managing Availability

- 4.1 Retained staff make a significant commitment to the Service and their communities, taking pride in ensuring availability in order to provide a good service. Many stations have a highly motivated crew who communicate well with each other during the week and try their best to keep the pump available. The retained model of delivery remains extremely cost effective way of providing emergency cover compared to wholtime crewing.
- 4.2 Whilst there are common themes, the reasons for individual station performance are very much local issues based on local circumstances and require local solutions. It is a reality that availability problems can affect any station for a time as local circumstances change.
- 4.3 From the Operational Readiness work, there are two particular areas of feedback from staff worthy of highlighting at this early stage:

- **Incident Attendances**

For a variety of reasons including prevention and protection strategies, there has been a 37% reduction in incidents over the last 3 years. Whilst this is a positive outcome and one the Service would wish to see continue, retained personnel are reporting that the consequent lower level of activity is beginning to have an impact on the motivation of staff to make themselves available. Whilst this is not reflected in the historic trend of availability over the last 3 years, most recent figures suggest this may now be having some impact. We will be looking more closely at this and the potential for lower activity levels to have an effect going forward.

- **Economic impacts**

Anecdotally, it is increasingly felt that people are having to travel further to find work with a decline in employment opportunities in towns or villages sufficiently close to the fire station. They are also finding that employers who have had to make cut backs as a result of the economic climate are less willing to release staff to attend calls or training.

Other issues underpinning availability performance are summarised by the impact of the following factors

4.4 Recruitment, occupancy and turnover

Norfolk has traditionally had a high level of occupancy against retained firefighter posts, averaging over 95% across the last five years and comparing favourably with many other

Services that struggle to recruit and retain retained staff. However, the last two years have seen occupancy dip, reaching 92% at the end of 2012/13.

Turnover can be very variable year on year but over the same time period an average of 35 staff left each year (approximately 7%) which is comparable with turnover levels in other Services. Within that, however, the last two years have seen increased numbers of leavers (41 and 50 respectively) whilst the Service has been unable to recruit sufficient staff over the last three years to replace them. Two pump retained stations have been particularly affected with unprecedented numbers of leavers making up 27% of total retained turnover over the two years. Unsurprisingly this has had a significant impact on the availability of their second pumps.

The majority of retained staff leave because of personal or work commitments. This recognises the impact of providing cover particularly when retained staff experience a change in their family or work circumstances. Unfortunately this and the removal of a compulsory retirement age has meant that predicting where turnover might occur has become more difficult.

Leaver Reasons – Retained Turnover 2011-13:

Reason for Leaving	No. of leavers 2011/12	No. of leavers 2012/13
Retirement	8	8
Discharge During Probation	0	2
Dismissal on Disciplinary Grounds	0	2
Dismissed	0	1
Medical Discharge	3	5
Resignation (Moving Away from Catchment Area)	4	3
Resignation (Other Employment)	0	1
Resignation (Personal/Work Commitments)	26	28
Grand Total	41	50

Where some stations across the county struggle to recruit suitable candidates this may be because:

- There is a lack of suitable employment in the vicinity to provide candidates who can offer a sufficient spread of availability ie particularly during the working week.
- Employers are reluctant to release staff to undertake training or for calls, again impacting on availability.
- Potential candidates may be reluctant to offer the spread and amount of cover that would make them a viable candidate due to the impact on their personal lives.
- Candidates struggle to successfully complete the selection process either through fitness or aptitude for the role.

Employing Retained Support Officers means they have been able to support the recruitment process and to liaise with potential local employers to encourage them to allow staff to undertake this role.

4.5 Acquiring Skills and achieving Competent Crews

Retained firefighters are required to respond to the full range of incidents which could occur in their area. Whilst wholetime staff have a consolidated period of initial training over approximately 12 weeks, their retained colleagues have to undertake their safety critical skills training on a modular basis to enable them to spread the impact of the training (many need to use annual leave from their primary employers to do this) and to enable them to practice and reinforce the skills learnt. As a result, it can take around three years for a retained firefighter to achieve competence in the role, although within their first months they should be operational and should complete breathing apparatus and other core skills training within the first year.

Losing trained staff particularly those who give good availability or have particular specialist skills (such as emergency response driving or incident command) can therefore have a significant impact on a station and take some time through recruitment and training periods before the situation is rectified. As a consequence, the Service has historically been reluctant to lose skilled employees when the cover they can offer reduces because of some other change in their circumstances eg no longer working within the turn in area of the station. The Service has also looked to employ wholetime firefighters who live in the vicinity of retained stations as they are able to bring their skills and experience immediately to benefit the retained station and their community. There are now 114 of our wholetime staff who have such dual contracts.

The Service has in recent years invested significantly in the development of incident command skills and continuously seeks to improve development in this risk critical area. For a retained station to have a competent crew available, it is required to have someone who has completed this development to be available (the crew can operate on a 'restricted' basis if the incident commander is 'in development' and a monitoring officer will be mobilised to attend and support if necessary). Having sufficient potential incident managers available within the crew is another pressure susceptible to turnover within the team.

4.6 Managing availability

In 2010/11 the Service completed a project under the Fire Ahead process to review the management of availability at station level. As a consequence of this project the following improvements are now in place:

- A new policy covering RDS availability.
- Tighter contractual availability requirements for new recruits.
- Mandatory use of RAPPEL which had previously been voluntary.
- Improved use of management information to support availability planning and monitoring.
- Base-lining of availability for existing employees.
- Reviewing individual availability as part of an appraisal process.
- Support for managers to manage performance issues where they occur.

It was recognised that making improvements to availability management would not provide any instant or total solutions but it is an important foundation for other interventions. Managers are particularly required to review those individuals giving low

levels of cover as it is important that every member of the retained crew pulls their weight in terms of being available. This work is ongoing and it might be expected to impact on turnover to some degree. Managers are also having to address issues around sickness absence management. Since the introduction of contractual sick pay (following a national employment law case according RDS staff the legal status of Part Time Workers), the Service has seen a significant increase in reported absence amongst RDS crews. Further information on this aspect will be reported to the Panel in November as part of a wider report on sickness absence in the Service.

Managing availability has been supported with improvement management information drawing on the Rappel system in particular. The Service has launched a 'LiveView' system that provides real time performance data including RDS Station availability.

4.7 Retained Support Officers

In 2009, the County Council identified £300k additional funding to support retained availability through the introduction of Retained Support Officers (RSOs). The RSOs have been operational since January 2010 and make a contribution to operational availability at stations who experience crewing shortages, giving priority to supporting six key stations that have been strategically identified for operational cover (Downham Market, Swaffham, Dereham, Fakenham, Hunstanton and North Walsham).

Statistically their impact on station availability is not seen at Service level but they make a significant contribution to keeping individual stations on the run and ensuring appliance availability where otherwise there would be cover gaps. They have a wide range of skills so they can fulfil a range of critical skill functions, including incident command and driving. They deploy across the Service based on predicted crew or skill deficiencies and add value to their role by performing a wide range of support activities whilst providing cover at retained stations which include:

Community Safety

- Home Fire Risk Checks – in rural areas whilst covering retained stations.
- Hot strikes - Following domestic fires with community safety advice while covering at RDS stations. This allows the RDS crews to return to their primary employment more quickly.
- Supporting Prevention activities including at Thatch Safety Seminars and arson reduction events in schools.

Retained Recruitment

- Organising recruitment campaigns.
- RDS Recruitment Awareness sessions/have a go days.
- Pre selection awareness sessions and supporting Selection Weekends.
- Liaising with employers of RDS personnel.

Providing District and Station Support – including support to training, operational exercises, incident command assessments, health and safety inspections and regular checks on station. This work all facilitates the operation of the station and relieves some of the burden from retained Managers.

5. Next Steps

The Operational Availability project will result in an action plan to help support the management and improvement of retained availability. In part this is likely to look at Service wide solutions such as approaches to recruitment and flexibilities around key skills training, but is also likely to focus on the individual issues of stations that struggle to tackle their availability issues.

6. Other Implications

6.1 Equality Impact Assessment (EqIA)

This report is not making proposals that will have a direct impact on equality of access or outcomes for diverse groups.

Environmental Implications

Improved retained availability can result in the nearest resources to an emergency being available to respond to emergencies therefore reducing longer journeys having to be undertaken by the next nearest resources. The reduction in journeys reduces fuel usage and carbon emissions.

7. Section 17 - Crime and Disorder Act

7.1 There are no direct implications of this report relating to the Crime and Disorder Act.

8. Action Required

8.1 Members are asked to note progress in managing retained availability and consider whether any aspects should be identified for further scrutiny.

Officer Contact

If you have any questions about operational matters contained in this paper please get in touch with:

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If you need this Agenda in large print, audio, Braille, alternative format or in a different language please contact Karen Tyrrell 01603 819703 or mimicom 01603 223833 and we will do our best to help.