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Foreword by the Chairman of Wiltshire and Swindon Fire Authority

Application of the full suite of current performance measures proves that Wiltshire Fire Brigade is a successful organisation. It provides a wide range of community services that go far beyond the basic emergency intervention that fire brigades normally provide. This plan sets out how we will continue to deliver these high quality services while supporting the wider agenda for change and improved community safety. The plan further explains how we already work, and will continue to work with other organisations, using a partnership approach to help reduce accidents, injuries and deaths across a wide range of risks. The plan also shows how we support activities that meet the needs of under-privileged groups, in order to promote social inclusion, community cohesion and citizenship.



DJ Willmott, CBE, QFSM

One of the indicators of the Brigade's success has been the award of Charter Mark status. This Government Award recognises achievement and highlights the fact that Wiltshire Fire Brigade already delivers high quality services. In addition, the Brigade has been at the forefront of several wider initiatives, all designed to improve community safety and to provide a better quality service. Even taking these successes into consideration there is always room for improvement. This plan will enable us to review many of our current activities and working practices, it also sets out how we will make the kind of changes that will further improve the service.

A key aspect of the improvement process concerns the Fire Authority's lead and the way it has set out its vision of the future. In practical terms this vision includes building on an already proactive approach that is being extended beyond fire prevention to include road safety and community well being. As well as quality, cutting edge services, we also work hard to ensure that the public benefits from the consistently high standards delivered by our support services. Their approach ensures that we provide value for money and flexibility in the way we back up our frontline staff. If asked to summarise our vision in one sentence, I say it is:

“To reduce the incidence and consequence of fire and other emergencies and to provide a professional response to all callers”

With regard to the future; I am confident that we already have the necessary leadership, knowledge, skills and commitment within the Brigade workforce and together we can look forward to delivering the improvements identified in this plan.

For its part the Fire Authority will work to support Brigade personnel in maintaining the excellent services it delivers now, and to lead and support the planned improvements. Please take the time to read this Integrated Risk Management Plan, which sets out how the service will be delivered over the coming years.

**Chairman
Wiltshire & Swindon Fire Authority**

Executive Summary

This Integrated Risk Management Plan (IRMP) explains how the Fire Authority (FA) will deliver an improved service to the communities of Wiltshire and Swindon by developing a systematic risk-based approach to service delivery. However, in reading this plan people should note that Wiltshire Fire Brigade is already a progressive organisation with a history of innovation and modernisation. It has been active in community fire safety for many years and was the first fire service in the UK to advocate and introduce domestic sprinkler systems (Studley Green, Trowbridge). It was also the first in the UK to initiate part-time Community Safety Officers to deliver home fire safety training and education in outlying community areas. Our firefighters have been delivering fire safety talks to schoolchildren, fitting smoke alarms and carrying out home fire safety checks in people's homes for many years. Our employees also have a strong sense of community spirit. Many firefighters and support staff undertake voluntary work that raises substantial amounts of money for charity; they also support the community through a wide range of organised and voluntary activities.

This plan builds upon our community success in a systematic way; it integrates firefighting intervention and other emergency responses with wider community safety and public protection. It also introduces the notion of risk management as a means of achieving greater focus, efficiency and effectiveness in our work, and sets out a number of visionary proposals for further improvement.

The plan is structured in three sections: Prevention, Protection and Intervention. Each contains detailed information regarding the Fire Authority's phased proposals for the future. Some of these proposals will be implemented immediately, others as soon as possible, while some will progress more slowly.

The plan explains the wide range of activities that we undertake and which are already factored into our budget. Other proposals are new and will have a small cost implication but will bring demonstrable improvements. Additionally, there are some new proposals requiring detailed studies that we have yet to undertake. It would therefore be inappropriate to pre-judge the outcomes of this work or to predict financial consequences. It is also important to note that the IRMP process is not a cost cutting exercise nor is it a case for unbridled expansion. The primary aim of IRMP is to provide a marked improvement in service delivery and safer communities through increased effectiveness.

A synopsis of objectives in each of the three areas is set out below but do not appear in any special order and are covered in greater detail later.

Prevention

This involves the prevention of fires and other foreseeable accidents and emergencies. Our proposals are:

1. To develop our Community Safety strategies to incorporate:
 - Fire Safety in domestic and commercial environments
 - Road Safety and collision prevention
 - Water Safety on canals, rivers and lakes
2. To develop a new community outreach strategy using the community safety teams based in each of the Brigade's areas.
3. Broaden existing partnerships with other organisations to help reduce road traffic collisions and raise awareness of road safety amongst vulnerable groups.
4. Continue to provide and develop our schools' fire safety education programme.
5. Continue to provide and develop our Home Fire Safety Check service.

6. Further develop our arson prevention strategies, including partnership working with other agencies such as Wiltshire Constabulary and the Juvenile Fire Setters.
7. Target our tailored fire safety messages to 'at risk' groups including those who are vulnerable due to age or infirmity, the under-privileged, ethnic minority groups and recent arrivals to the UK.

Protection

The protection of people and premises from the effects of fire and other hazards is important to overall community well-being. It often involves working in conjunction with the business community to reduce risk and improve safety. Our proposals are to:

8. Continue to promote the installation of domestic sprinklers and other water suppression systems wherever appropriate.
9. Continue to support the installation of sprinkler and other protection systems in schools.
10. Promote and support the installation of domestic smoke alarms and the correct automatic fire alarm systems for the business community.

Intervention

When discussing the work of the fire service, the response to fires and other emergency incidents is what many consider to be our primary aim. Therefore, it is important that we get this aspect of the service right first time every time. Our proposals are to:

11. Continue to develop and improve our emergency response procedures, including new intervention standards, safer systems of work and improved welfare for all of the people involved at incidents. We will improve equipment and training programmes, incorporate the latest proven advances in firefighting techniques and equipment, and provide a safer working environment by employing new Incident Command Vehicles and systems.
12. Continue the development of better community safety through an expansion of the Co-responder scheme.
13. Continue to provide a comprehensive water rescue service.
14. Continue to provide a comprehensive rope rescue service.
15. Undertake a review of the need to maintain three aerial appliances in the Brigade.
16. Introduce a new policy for dealing with unwanted alarm signals from automatic fire alarms.
17. Review our attendance at non-emergency special service incidents including fuel spillage, lift incidents and lockouts.
18. Continue to attend animal rescues where it is confirmed that an animal's life is in danger or the animal is known to be suffering. We will also consider partnership opportunities with animal welfare agencies such as the RSPCA.
19. Continue providing a damage limitation service at fires and after major flooding. In conjunction with insurance companies we will explore options for broadening that service to cover domestic and smaller commercial emergencies.
20. Carry out a full review of the Brigade risk area using the Government's Fire Safety Emergency Control (FSEC) model* to assess resource needs and deployment options.

*See page 36 for an explanation of FSEC

21. Continue to protect and preserve life by responding to road traffic collisions and other rescue situations where life is at risk.
22. Continue to protect the community and provide national level support through emergency preparedness and the capability to deal with incidents of major emergency such as acts of terrorism (New Dimensions initiative).
23. Continue to protect life and the environment by providing an emergency response to incidents involving hazardous materials.
24. Work with other Brigades and organisations within the South West region to develop harmonised services.
25. Using the Government's FSEC Toolkit*, conduct a review of staff needs to ensure staffing levels match all aspects of community risk. The review will take account of modern employment opportunities including options for flexible working, part-time working, overtime and secondary contracts wherever such options offer service improvements.
26. Provide better victim support services to survivors of fire and road crashes in conjunction with other such services providers such as the Red Cross.
27. We will develop countywide risk mapping, which will identify, amongst other categories, premises that are considered to be Heritage Risks. We will ensure that these risks receive an appropriate response to a range of emergency calls.

* See Page 36 for an explanation of FSEC

1. Introduction

Wiltshire and Swindon Fire Authority has been required by the Office of the Deputy Prime Minister (ODPM) to produce an Integrated Risk Management Plan (IRMP) showing how it will work to achieve improved community safety and make more productive use of resources.

The key aims of the ODPM are:

- **reducing the number of fires and other emergency incidents occurring;**
- **reducing loss of life in fires and other emergency incidents;**
- **reducing the number and severity of injuries occurring in fires and other emergencies;**
- **reducing the commercial, economic and social impact of fires and other emergency incidents;**
- **safeguarding the environment and heritage (both built and natural); and**
- **providing communities with value for money.**

The primary objective of the ODPM is to make the service even more efficient, effective and responsive in dealing with local community needs.

The starting point in this Integrated Risk Management planning process is a systematic approach to risk. By using a sound, proven methodology, we believe we can work in a structured way to address risks and improve preventative measures; to reduce the incidence of fires and other emergencies; to save lives and thus protect community and the things people value. To facilitate this aim Government has indicated that Fire Authorities must move away from the old prescriptive standards of fire cover and replace them with local risk-based standards. Government has also told Fire Authorities not to undertake any major changes to emergency cover without supporting evidence. Wiltshire and Swindon Fire Authority have therefore adopted a risk based approach. The Authority is following a methodology based on an internationally recognised approach to risk management and will utilise the Government produced / endorsed Fire Service Emergency Cover (FSEC) Toolkit to review resources needs and deployment and staffing arrangements. By adopting this approach the public of Wiltshire can feel assured that any changes to service will be justifiable, evidence based and supported by a recognised approach to risk.

Note:

Late into the publication process the Government introduced a new Fire & Rescue Services Bill and National Framework document setting out the core objectives for the fire service. While this IRMP plan shows we are already working towards these objectives the documents arrived too late for direct reference to be made. Future revisions of this document will be updated with this information.

2. Methodology

Wiltshire and Swindon Fire Authority developed this plan with the assistance of the Chief Fire Officer and his staff. The Chief Fire Officer acts as the Authority's professional advisor and is himself an experienced and long-serving fire officer. In identifying recommendations for inclusion in the Plan, the Fire Authority considered several options and consulted a large cross-section of the community and stakeholders including commercial interests, employees and trades unions. The Office of the Deputy Prime Minister was also consulted and provided valuable feedback, advice and guidance. Other respondents included the Fire Protection Association (FPA) and the retail chain B & Q. In drafting this plan we have addressed all of the issues raised by these groups.



Chief Fire Officer, Andy Goves, MA, MSc, LLB(Hons), MIFireE

Since this is a new approach and a change to the way services are delivered, the Fire Authority chose to start the IRMP process by investing in the foundations of a system that will deliver the new style service. That investment includes industry standard Management Information Systems (MIS) to enable the Brigade to collect and analyse better management and performance information. The Authority has also adopted the Government's Fire Service Emergency Cover (FSEC) risk management Toolkit. This computer system uses 2001 census data and a range of socio-economic sources to model the service we deliver. In addition the Brigade has established a core staff of professionally qualified people with expertise in performance management, statistical analysis and risk management. The synergy afforded by the combination of people and systems provides the foundation for further improvement.

Later in this plan you will see the early results of this investment where our latest research shows that in Wiltshire, there seems to be a close relationship between housing benefit and the number of emergencies we attend. This kind of information would not have been available a few months ago and is only there now through the investments we have made. More importantly, we can now use this kind of data to target at risk groups and to measure the impact of our risk reduction strategies. Later in this plan we explain what those strategies are and how they contribute to community safety

A further important element is the adoption of the right approach to risk. Here we have adopted the Institute of Risk Management 'Risk Standard' as the Brigade's corporate approach to risk management. The Fire Authority firmly believes that for the IRMP process to be truly effective, the Brigade must become an entirely risk based organisation using an internationally recognised approach to risk. Few fire brigades in the UK have made this bold step, however, we believe it is the best approach and will lead to direct benefits for the community and our staff.

Using the three factors of **right technology**, **right people** and **right approach** the Authority will conduct an evidence-based analysis of performance and make improvements in key areas mentioned earlier. However, the Authority and the Chief Fire Officer know that some improvements can be made now. These changes can be made safely without detailed analysis and will make a significant impact in the reduction of risk and may release resources to reinforce the community safety agenda. Thus, in the early stages, we have decided to make some common-sense improvements to bring about immediate service improvements.

In addition to these foundations, we will also strengthen our performance management systems by introducing better geographical Area and Fire Station management plans. These plans will be directly relevant to the objectives and service areas below and they will form the most important criteria by which the performance of Group Managers and Station Managers are judged. **We will introduce more robust risk based Area and Station Planning Processes which will include Local Performance Indicators showing how well we are delivering the services we offer.**

3. Our Approach to Corporate Risk

As an Authority we have taken the view that we cannot deliver a truly valid IRMP unless everything we do is focused on risk management. For that reason in September 2003 we adopted the Institute of Risk Management 'Risk Standard'. It is an internationally recognised approach to risk and our assurance that everything we do is soundly based. Since the standard is used throughout the world the people of Wiltshire can also feel comfortable that any changes we make will be based on a systematic corporate strategy.



**Assistant Chief Fire Officer,
Eugene Johnson, MSC, MSC, MA,
DipBE, FCMI, MIRM, MIFireE**

One of the Fire Authority's key objectives is the delivery of effective and efficient services focused on local need. The Authority believes integrated risk management is the main vehicle for achieving that aim. The application of integrated risk management will bring changes to the range of services and to the way those services are delivered and assessed. These changes have three high-level objectives that can be found throughout this Integrated Risk Management Plan. They are summarised as the:

- Provision of strategic direction to advance the application of a corporate and systematic approach to identified risk;
- Development of a risk aware workforce and a cultural environment that allows for innovation and responsible risk-taking while ensuring legitimate precautions are taken to protect the public interest, maintain public trust and ensure due diligence;
- Establishment of systematic and logical risk management practices that allow the Authority to meet its obligations.

By training our staff to implement and practice the integrated risk management approach, the desired cultural shift that is a major part of the modernising agenda will occur naturally. That cultural change will provide the Brigade with a more risk-aware workforce and working environment. Implementation of the risk framework will also support the Fire Authority's corporate governance responsibilities by ensuring that significant risk areas associated with policies, plans, programmes and operations are identified and assessed, and that appropriate measures are in place to address unfavourable impacts and to benefit from any opportunities.

In time this approach will improve results through more informed decision-making using the right values, competencies and tools and by creating a supportive environment forming the foundation for innovation and responsible risk-taking. To do that we will:

- Encourage learning from experience while respecting Fire Authority controls and governance;
- Strengthen accountability by demonstrating that levels of risk associated with policies, plans, programmes and operations are explicitly understood, and that investment in risk management measures and stakeholder interest are optimally balanced;
- Enhance stewardship by strengthening the Fire Authority's capacity to safeguard community interests and to protect the wider interests of environment and heritage risks.

Integrated risk management therefore respects and builds on core public service values. It guarantees that the outcome of applied integrated risk management will be ethical, honest and fair, respect laws, government policies and result in the prudent use of resources. This Integrated Risk Management Plan therefore responds positively to the recommendations contained in Fire Service Circular 7/2003 as approved by the Office of the Deputy Prime Minister.

Moving to practical application, the principles and methodology outlined here will lead to the grading of organisational risks and opportunities. In Wiltshire we have decided to use just four priorities and these are set out below. They are derived through a careful grading process that leads to the outcome/priority.

Priority Level	Description
Priority 1	A high priority, to be resolved in this financial year, if necessary at the expense of other agreed projects or activities
Priority 2	Medium, a moderate level priority ideally to be completed in this financial year
Priority 3	Low, a priority that the organisation would like to achieve but which it will only attempt when all priority 1 and 2 issues are resolved
Priority 4	Extremely low priority. There is evidence to show that there is little benefit from meeting this priority because the impact on non-compliance is negligible

By 1st April 2004 we will use these criteria as the basis for everything we do and in 2004/5 we will deliver our first risk-based budget. What that means in practice is that we will be explicit in our aims and objectives and honest about what is achievable. We will only be diverted from these priorities if new higher risk activities emerge. Equally, for the first time we will be explicit about the things we will not or cannot do. This is another first but is very important because like most organisations the demand on our resources often exceeds the supply.

Health Safety and Environment

One of the Brigade's key areas of interest is health, safety and environment. All employers and organisations have responsibilities under health and safety law. However, because the Fire Authority is a public body it has the added responsibility of setting a good example in the way it deals with health, safety and environmental (HS&E) matters. We are also the Environment Agency's first-line of emergency response and that is why we deal with pollution threats as part of normal service. For these reasons we feel Wiltshire Fire Brigade has a special duty to ensure HS&E is dealt with responsibly. In Wiltshire we fulfil those responsibilities in several ways, by training all staff in HS&E, by providing high quality equipment and personal protection and by setting an annual health and safety plan that is agreed with and owned by the Fire Authority. While HS&E does not form a specific part of this plan it is an important part of our overall risk reduction programme.

With this approach to our corporate aims we believe that Wiltshire Fire Brigade will continue to deliver first class services and are well placed to deliver a modernised continuously improving service.

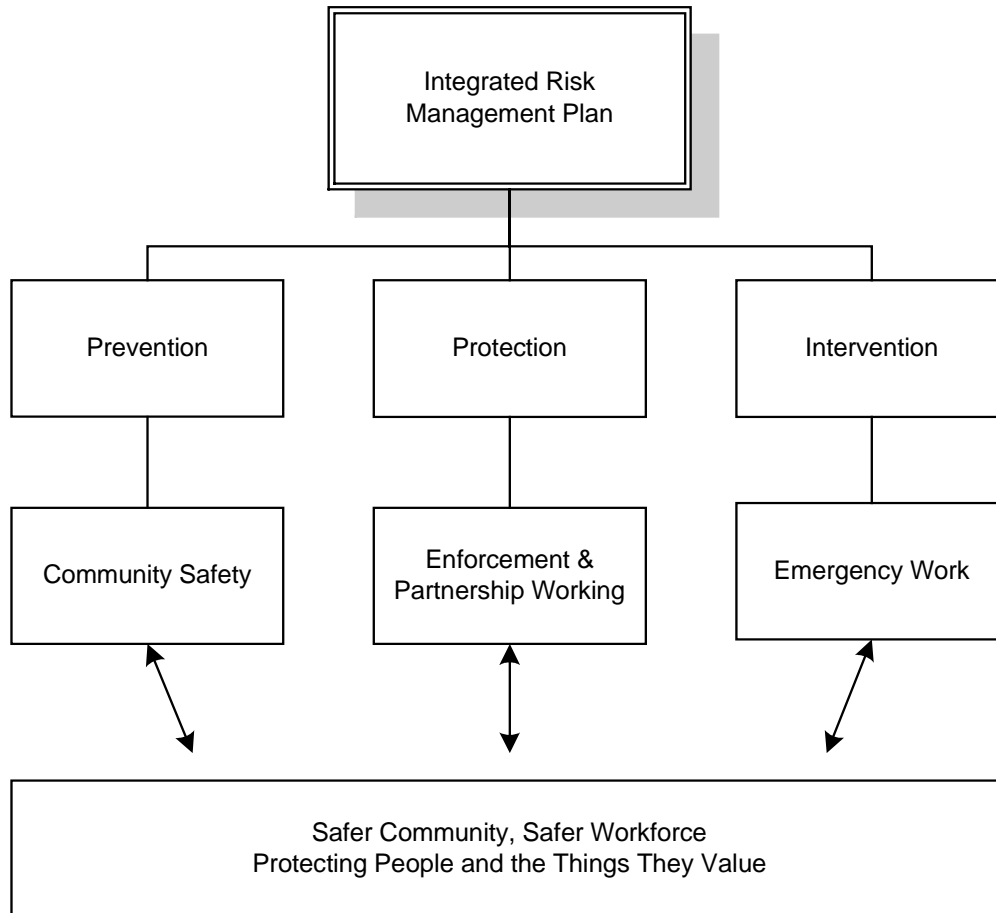
Andy Goves
Chief Fire Officer
Wiltshire Fire Brigade

Eugene S. Johnson
Assistant Chief Fire Officer
Wiltshire Fire Brigade

4. Integrated Risk Management

Integrated Risk Management can be described as the development of a systematic approach to risks by combining robust corporate governance and strong risk management with practical issues like prevention, protection and intervention.

The diagram below summarises what we are trying to achieve:



By adopting this approach to all the risks we face, the Authority will be able to identify opportunities for future development and realise the strategic integration needed to achieve its objectives. Moreover the organisation's objectives will be far more explicit and more closely related to the needs of the community. Lastly, by adopting an integrated approach to risk we can ensure we are meeting the needs and expectations of the communities of Wiltshire and Swindon.

Wiltshire Fire Brigade offers a comprehensive range of services

5. Where we are now

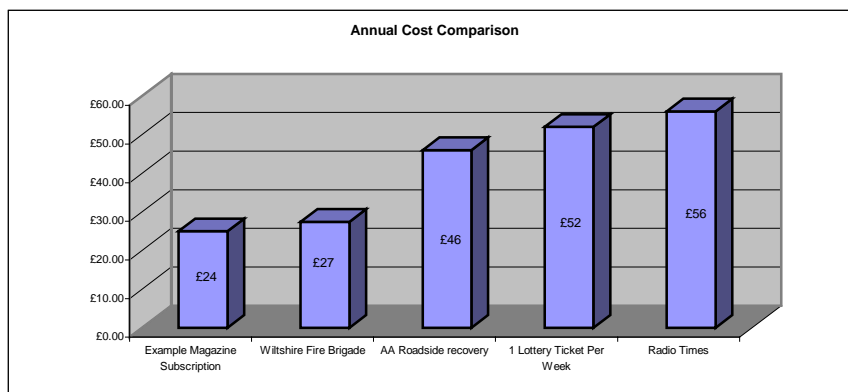
Wiltshire Fire Brigade delivers a range of services on behalf of the Wiltshire and Swindon Fire Authority. The Fire Authority comprises 13 Elected Members, 4 appointed by Swindon Borough Council and 9 appointed by Wiltshire County Council. The Brigade covers an area of 348,556

hectares (1358 square miles) with a resident population of about 620,000 people. We make around 12,000 emergency responses each year and receive roughly 20,000 calls for assistance, many of which are duplicate calls. We maintain a large vehicle fleet that has to be available 24 hours a day 365 days a year. Examples include 33 fire appliances (fire engines), 20 special vehicles including rescue vehicles, a rescue boat, rope rescue teams, 3 aerial appliances and chemical incident teams located around the County according to need. In addition the Brigade is on constant standby ready to respond to mass terror attacks anywhere in the UK and maintains a fleet of mobile maintenance vans and crew support vehicles. The pictures on the following pages show some of the vehicles we can deploy in an emergency and those we need to rely on to keep the service running.

Area 1
Area 2
Area 3



ready to respond to mass terror attacks anywhere in the UK and maintains a fleet of mobile maintenance vans and crew support vehicles. The pictures on the following pages show some of the vehicles we can deploy in an emergency and those we need to rely on to keep the service running.



As a service Wiltshire Fire Brigade is one of the most economic and efficient Fire Brigades in the country, with a total revenue budget of £17.5 million for 2002/03. This is equivalent to £27.42 per head or around 52.7 pence per person, per week which is far less than the cost of a

year's AA membership. Nationally, the Brigade is one of the least expensive in England and Wales and is recognised as a 'can do' organisation. It responds pro-actively to all requests for help in an emergency and provides good community safety information and advice. For many years, Wiltshire Fire Brigade has provided a much wider range of public services than just fighting fires. These include attendance at road traffic collisions, chemical incidents, water rescues, animal rescues and environmental protection (we are the Environment Agency's first call partners in an emergency). Wiltshire Fire Brigade also



has a strong record of close involvement with the local community, particularly with regard to fire safety education, partnership working, collaborating with other services and fund raising for charitable events. We have developed several initiatives designed to protect the community including rural outreach teams, a schools fire safety education programme, a road safety programme and the Junior Good Citizen scheme developed in partnership with the Nationwide Building Society, Wiltshire Constabulary, Wiltshire Ambulance NHS Trust and many other partners. We offer free Home Fire Safety Advice and Home Fire Safety Checks to identified, vulnerable members of the community. Wherever possible we work with major employers such as Honda UK and Nationwide and receive an immense amount of support from them and the



rest of the business community. Nowhere is that support greater than those employers and companies who allow their staff to become part-time firefighters or give us other material support for safety and charitable events. However, none of these achievements would be possible without first class employees. It is a measure of their high levels of performance and commitment that many of the initiatives currently described by Government as part of the 'modernisation agenda' are already standard practice in Wiltshire.

Moving to Government's expectations, we have responded positively to national targets for a reduction in the number of fires, fire-related deaths and injuries, arson and false alarms. We have always laid emphasis on achieving better community safety, and have worked in partnership with other services and organisations to achieve that aim. Indeed, Government has recognised and rewarded some of our partnerships through the award of grants and a substantial capital investment. In Wiltshire, the most notable example of collaboration is our tri-



service joint control room the only truly joint control in the UK. Here Fire, Police and Ambulance will work side by side in the same control room, sharing information and working together to provide an improved service. Despite such consistent progress, the direction of the service is changing. Recently Government published a White Paper on the fire service entitled 'Our Fire and Rescue Service'. Through the White Paper Government has directed fire services to focus on broader community safety and on the way they use their







resources. Wiltshire Fire Brigade and the Fire Authority regard these imposed changes as an opportunity. We will continue to build on the progress we have already made while simultaneously meeting these new expectations.

6. Existing Fire Cover Arrangements

The current levels of fire cover in Wiltshire are based on the old national Standards of Fire Cover. From April 2004 these standards are no longer in effect but since they form the starting point for where we are today, it is important that people understand how the service used to be delivered so they can make sense of the changes we intend to make.



Equally, the old national standards were a minimum expectation. In Wiltshire we have always exceeded that minimum by sending at least two fire engines to most fire calls. Often where we know there is a heightened risk or where 999 (112) callers lead us to believe an incident is more serious we increase the number of fire engines we send.

Time	A Risk	B Risk	C Risk	D Risk
5 Minutes				
8 Minutes				
8 –10 Minutes				
20 Minutes				

Risk Category	Description	Response
Special Risk (not included as a "standard category")	Heavy high risk plant such as oil refineries	Very fast response time with appropriate resources
A Risk	Cities such as Bristol or London	3 fire engines, the first within five minutes
B Risk	Smaller cities and large towns	2 fire engines, the first within 5 minutes
C Risk	Market towns like Chippenham or Trowbridge	1 fire engine within 8-10 minutes
D Risk	Most rural parts of Wiltshire	1 fire engine within 20 minutes
Remote Rural	Areas such as Salisbury Plain	No time set but as soon as possible

Returning to the old standards, these were mainly based on risk to property as opposed to the risk to life. Their origins pre-date World War II although they have been modified since then. The old standards were divided into six general categories. Exceptional risks such as oil refineries were classed as 'Special Risk'. These were relatively rare and there were none in Wiltshire. Major cities such as Bristol and London tended to be A and B risk, while small cities and towns such as Swindon or Salisbury were classed as C risk. Rural areas were generally described as D risk although in exceptional cases they were classified as 'remote rural' risk.

The problems with these old standards have been recognised for a long time. Firstly, they do not allow for the fact that today it is people who are of greatest concern not property and buildings. The old standards were overly prescriptive and in some areas lead to large amounts of resources being on standby when they were not truly needed or being sent to relatively low risk incidents. City centres are a good example of this problem. In the daytime there are a high

number of people working in a city centre yet by night there are relatively few. Using the old fire cover standards the same number of fire engines had to be available at all times ready to be dispatched to a 999 (112) call even though at night most city centres are virtually empty. The old standards also failed to keep up with the times. Most fire services now rescue more people from car crashes than they do from fire yet the old standard only applied to fires with no performance times for car crashes and other non-fire emergencies like chemical spillages. Equally, the old standard made no allowance for the dramatic improvements in building design, materials, technology, fire detection systems, fire engine performance and advances in firefighting techniques. These are some of the reasons why the old standard is no longer used. Sadly there is no national plan to replace the old standards with new updated performance criteria.



While the old standard has been removed, we still believe that it is important to have some kind of basis to work from. There are several reasons for this statement. Firstly, the fire brigade is a public service and the people who pay for it are entitled to know what they get for their money. Without standards we can't tell them what that is. Secondly, we cannot be sure we are meeting public expectations if we have no clear objectives to meet and have not told people what we are trying to do. Lastly, without a clear performance standard we are unable to tell if we are improving or getting worse or just standing still. Later in this plan we will explain our new operational performance criteria and show how they overcome some of the problems of the old standard.



7. Performance Against Current Standards

All Brigades throughout the country are measured against a number of performance indicators. Like many public organisations each year we produce a Best Value Performance Plan (BVPP). This plan explains how well we have performed against a set of Government criteria. It also lays out how we intend to deliver the service in the following years and what our key objectives will be. Our performance against these Government criteria or Best Value Performance Indicators (BVPIs) is as follows:

BVPI 145	2001/02 Actual	2002/03 Actual	2002/03 Target
145a Percentage of incidents at which the number of appliances met the standards of fire cover	100.00%	100.00%	99.90%
145b Percentage of incidents at which the number of crew met the standards of fire cover	84.00%	86.44%	85.00%
145c Percentage of incidents at which attendance times met the standards of fire cover	98.30%	98.34%	98.25%

Source: BVPP 2003-2004

As a Brigade we are compared to similar fire services, these are known as, or referred to as the 'Family Group'. Wiltshire Fire Brigade is in the family group which comprises:

Bedfordshire	Dorset	Norfolk	Royal Berkshire
Buckinghamshire	Durham & Darlington	Northamptonshire	Suffolk
Cambridgeshire	East Sussex	Oxfordshire	West Sussex

Over the past four years the Wiltshire Fire Brigade has performed well in many areas in comparison to national averages for all Fire Brigades and our family group.

National Performance - Prevention/Protection

BV142(i) - total number of calls to fire (excluding false alarms)⁽¹⁾ per 10,000 population⁽²⁾						
	Population mid 2001 (000s)	No. of calls (2001/2)	Calls per 10,000 population			
			2001/02	2000/01 ⁽³⁾	1999/00 ⁽³⁾	1998/99 ⁽³⁾
Wiltshire	613.7	2,800	45.6	39.2	41.8	38.4
Suffolk	669.4	3,206	47.9	42.3	42.6	38.2
Oxfordshire	605.9	3,275	54.1	52.8	52.1	49.1
Norfolk	797.9	4,561	57.2	48.1	48.8	45.0
West Sussex	754.3	4,369	57.9	48.7	53.0	45.1
Cambridgeshire	710.0	4,492	63.3	56.0	59.2	50.1
Royal Berkshire	800.3	5,204	65.0	58.6	60.3	48.2
Dorset	693.5	4,524	65.2	54.7	52.6	46.3
East Sussex	741.2	5,354	72.2	62.6	67.8	55.6
Bedfordshire & Luton	566.4	4,147	73.2	62.7	62.9	51.2
Buckinghamshire	686.8	5,064	73.7	65.4	72.3	57.9
Northamptonshire	630.4	5,529	87.7	73.2	75.4	69.8
County Durham & Darlington	591.6	6,939	117.3	92.1	112.2	89.8

Source: ODPM Fire Statistics

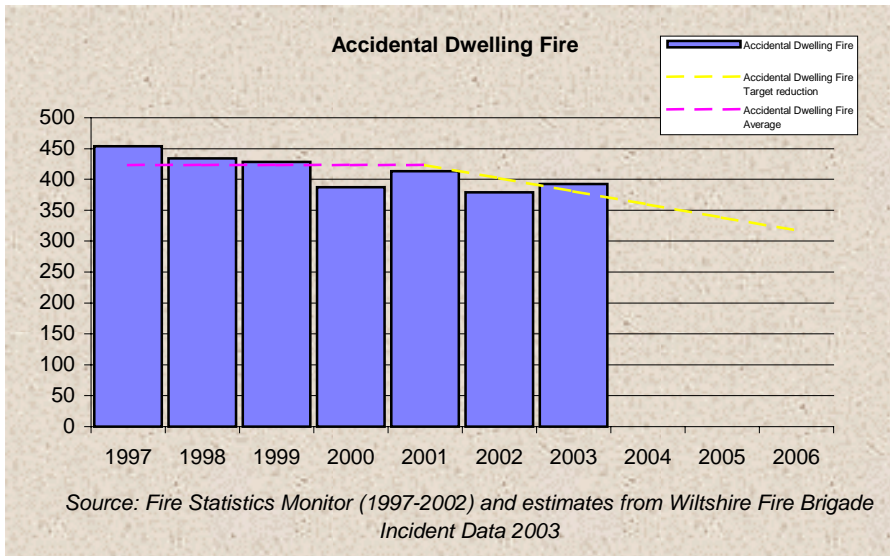
BV142(ii) - primary fires(1) per 10,000 population(2)						
	Population mid 2001 (000s)	No. of fires (2001/2)	Fires per 10,000 pop.			
			2001/02	2000/01 ⁽³⁾	1999/00 ⁽³⁾	1998/99 ⁽³⁾
Wiltshire	613.7	1,457	23.7	24.6	25.0	22.9
Suffolk	669.4	1,649	24.6	24.3	25.1	22.2
Dorset	693.5	1,930	27.8	26.4	25.8	25.1
Norfolk	797.9	2,282	28.6	28.3	27.4	27.2
West Sussex	754.3	2,215	29.4	26.8	28.8	26.8
Oxfordshire	605.9	1,878	31.0	31.7	31.6	31.3
Royal Berkshire	800.3	2,617	32.7	32.8	32.6	29.8
Cambridgeshire	710.0	2,383	33.6	32.0	33.7	29.9
Bedfordshire & Luton	566.4	2,040	36.0	35.8	34.9	30.5
East Sussex	741.2	2,825	38.1	38.8	41.6	36.9
Buckinghamshire	686.8	2,680	39.0	37.6	38.8	36.0
County Durham & Darlington	591.6	2,398	40.5	38.6	41.8	40.1
Northamptonshire	630.4	2,649	42.0	39.8	41.7	40.9

Source: BVPP 2003-2004

Wiltshire Rank Position in Group 2 for each BVPI (1 out of 13 indicates we have lowest number of calls and we are best performers in group)		Rank Position (out of 13)
BVPI 142(i)	Total number of calls to fire (excluding fire alarms) per 10,000 population	1
BVPI 142(ii)	Primary fires per 10,000 population	1
BVPI 142(iii)	Accidental fires in dwellings per 10,000 dwellings	5
143 (i)	Number of deaths arising from accidental fires in dwellings per 100,000 population	5
BVPI 143 (ii)	Number of injuries arising from accidental fires in dwellings per 100,000 population	9
BVPI 144(c)	Percentage of accidental fires in dwellings confined to room or origin in 'C' risk areas	6
BVPI 144(d)	Percentage of accidental fires in dwellings confined to room or origin in 'D' risk areas	2
BVPI 145(a)	Percentage of calls to fire at which the number of appliances met the standards of fire cover	4
BVPI 145(b)	Percentage of calls to fire at which the number of riders met the standards of fire cover	11
BVPI 145(c)	Percentage of calls to fire at which the attendance times met the standards of fire cover	3
BVPI 146	Number of calls to malicious false alarms per 1,000 population	1
BVPI 147	Average time taken by fire authorities to issue fire safety certificates	9
BVPI 149	False alarms caused by automatic fire detection apparatus per 1,000 non-domestic properties	9
BVPI 150	Expenditure per head of population in 2001/02	6

Overall, the Brigade's performance compared to its national and family group is very good. However, while these indicators play an important part in the development and direction of the organisation, they are not the only means of judging our performance. It is important to remember that not everything we do is measured by a Best Value Performance Indicator.

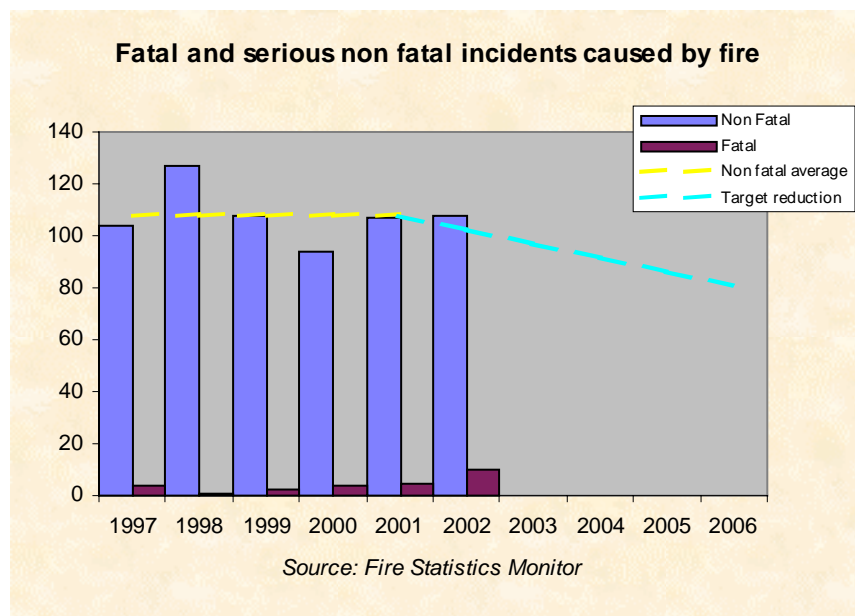
We always try to provide a high quality service and our success in winning Charter Mark status in 2001, bears testimony to this. We maintain high levels of public satisfaction and are significant contributors to our local strategic partnerships. We work hard to build partnerships wherever they contribute to improving community safety or improve our overall service. Our performance to date shows we know the value and benefits of striving to improve what we do. We have placed particular emphasis on reducing fires, fire-deaths and injuries as well as death and injuries resulting from other emergencies. Later in this plan we will explain how we propose turning our aspirations into reality.



As an example of our commitment we can say that since 1st January 2001 firefighters have fitted over 750 smoke alarms and carried out 800 home fire safety checks. They have also given fire safety advice to over 18000 school children and provided and supported numerous other safety events.

We recently appointed an Equalities and Community Officer who will develop our links with under-privileged groups and community leaders to promote and improve our safety messages and prevention strategies. One of our major challenges is how to target 'at risk groups' to drive down both the number of accidental dwelling fires and the number of fatalities arising from them.

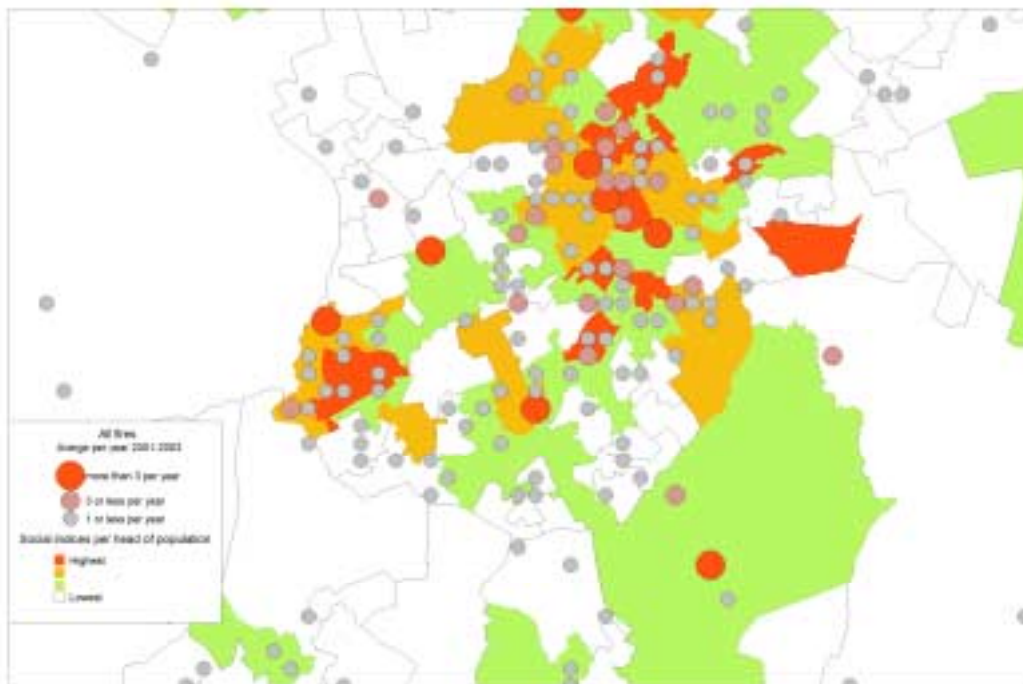
At the start of this plan we mentioned the investment we are making in management information (MIS). Good management information systems can be very useful, they can alert the organisation to problems or details it was unaware of and that has been our experience. One of the down sides of being an emergency service is that sometimes tragedy occurs. All too often the event seems unavoidable and just



bad luck. However detailed analysis shows that often there are signs of danger, warnings or indicators that we could have acted upon. Management information systems allow us to

compare Fire Services' data with other sources of data. The two diagrams on pages 21 and 22 illustrate this. One map shows the density of fire calls, which occurred in Wiltshire between 2001 and 2003, the other shows a combination of social indices. Using our new MIS systems we have been able to verify that social indices and in particular, housing benefit claims, can be a good indicator of groups 'at risk' from fire.

Fire Incidents – Average per year – 2001 - 2003



Source: Census 2001 data, Wiltshire Fire Brigade Incident Data 2001-2003

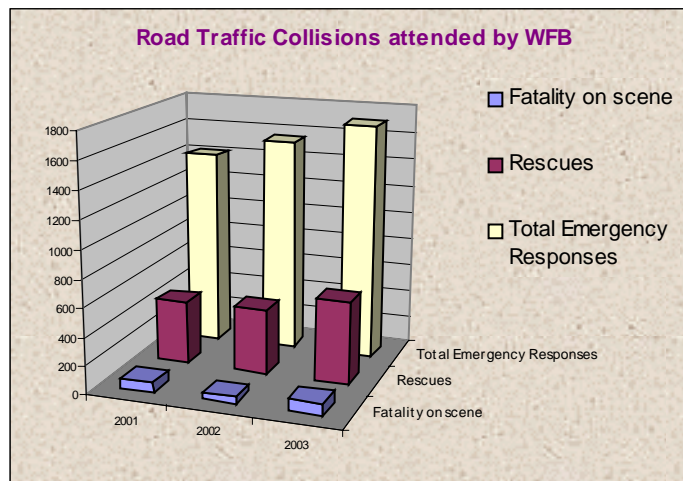
The above map is an example of the work being carried out to study the relationship between social factors and the incidents of emergency calls (in this case fires).

As we look at it in more detail it is apparent that it is not a simple relationship and we will continue to look at the data to provide continued improvements to the IRMP.

What that means for the community is that we have the potential to target our limited resources and our messages much more effectively and in doing so improve community safety with our partners.

8. Our risk area

Wiltshire is predominantly rural, with a number of towns and cities dispersed across the county. The risk is varied with a wide cross-section of commerce and industry, agricultural, heritage, motorway networks and residential housing. Brigade activity varies throughout the county and Swindon depending on risk type, with fire stations in the larger towns and cities tending to be busier than those in rural areas. Wiltshire has a mixed network of major and minor roads. There are several major trunk roads including the A303, A36, A419 and A4. In addition there are over 40 miles of motorway running through Wiltshire. The volume of traffic combined with the remote nature of many routes means that the Brigade is called to attend a relatively high number of road traffic collisions (RTC) each year. The graph below shows how many road collisions we have dealt with since 2000.



Road collisions are not the only risk we deal with. Chemical incidents are becoming an increasing part of our work and we have specially trained crews and equipment throughout the county ready to respond 24 hours a day. It was this experience and expertise that persuaded the Government to allow the Fire Service to undertake mass decontamination work and community protection in the event of mass terror attack. Wiltshire is one of a number of fire brigades with the capability to deal with such events. As part of our normal

service we maintain crews on permanent national standby ready to go anywhere in the UK to deal with chemical, biological, radiological and nuclear attack.

While the county is mainly rural it also has a significant military risk, which can range in nature from normal domestic property through more complex risks involving expensive plant and machinery. Equally, throughout Wiltshire there are numerous heritage risks with high value objects of art or important architecture. Salisbury Cathedral and Longleat are just two examples, but there are many more. Indeed the attractive undisturbed nature of many Wiltshire towns means they often present us with challenging structural risks. Here too we have worked with National Trust and English Heritage to develop sympathetic operational plans to protect artefacts and the nation's heritage. Wherever possible we work in harmony with other stakeholders to protect the things people value.

One appealing and attractive feature of Wiltshire's geography is the chalk downs and streams. Many of these streams start in Wiltshire and later become major rivers supplying potable (drinking) water to towns and cities like London and Southampton. It is estimated that over 15 million people rely on water sources that start or flow through Wiltshire. Many of these streams are a rich wildlife habitat and are therefore important in their own right and this is one reason why Wiltshire Fire Brigade is the Environment Agency's primary partner in emergency environmental protection. We are constantly ready to respond to environmental emergencies with trained crews and equipment.

Despite its rural nature there are four major towns and other important risk sites around the county. RAF Lyneham and RAF Boscombe Down are two examples. Others include shopping centres, large-scale continuous manufacturing plant, a major holiday resort, complex modern buildings, schools and amenity sites and the many thousands of ordinary dwellings. Here the range of calls we receive can be startlingly varied. Yet, all of these risks are covered and protected continuously, irrespective of time of day or weather conditions and they will continue to be covered under our new proposals.

Wiltshire and Swindon's Community Risk

A key feature of this plan is the move away from property-based risk to people-based protection. So far we have only mentioned the range of geographic factors and risks posed by the natural and built environments. However, people are important. Often it is people who cause fires and car collisions and it is people who are most affected by such events. Indeed people are the focus of this plan.

The figures below give an indication of the population risk in Wiltshire and Swindon. They are a snapshot and do not represent the whole picture. In particular we have not gone into great explanatory detail in identifying some of the very real issues associated with rural deprivation yet we know these factors are important in determining a person's likelihood of being involved in a fire or some other traumatic incident. Equally we have not examined in great detail the risks to ethnic groups in Wiltshire particularly new arrivals to the UK. Nevertheless we will and do factor such information into the services we deliver.

Community Risk

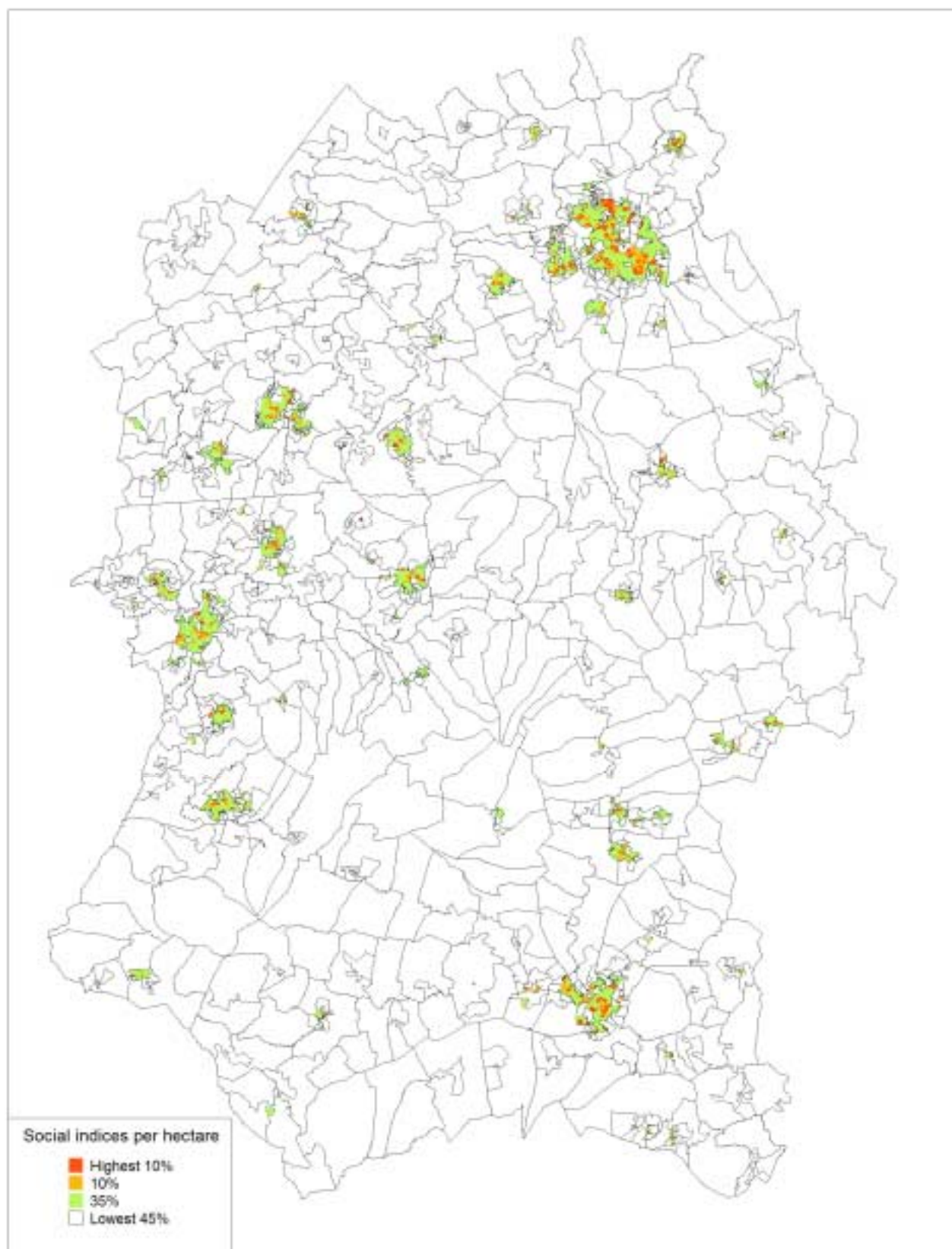
- 12.79% of the population is under 10 years old.
- 71.97% of the population are of working age (16-74 yrs).
- The most common occupation group is lower managerial & professional.
- 15.67% of Wiltshire's population is over 65.
- 2.5% are from minority ethnic groups.

Source: 2001 Census Data

Note:

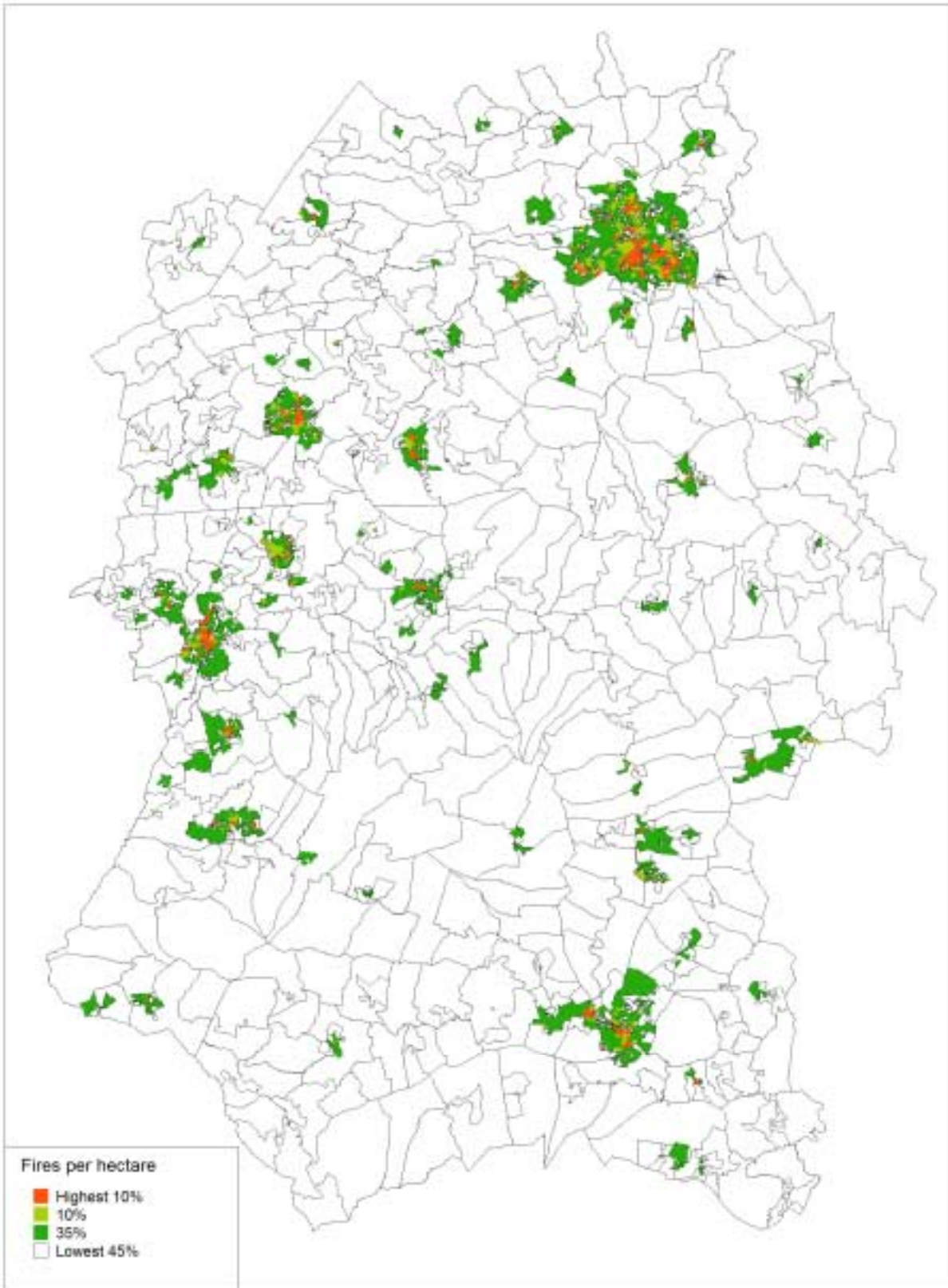
There appears to be a relationship between deprivation (or areas of deprivation) and fire incidents. See the following two maps 'Social Indices per hectare' and 'Fires per hectare.'

Social Indices per hectare



Source: 2001 Census Data (Lone parents, rented accommodation, lone pensioners and long term illness)

Fire Incidents per hectare



Source: Wiltshire Fire Brigade Incident Data 2001-2003

9. The Communities We Serve

As well as knowing something about the population we also want to give an insight into the communities we serve since by better understanding our communities we will be able to address some of the consequences of social exclusion and deprivation.

Wiltshire's Household Composition (including Swindon)

- 46.95% of the population is classified as married.
- 5.1% of households are single parent households with the greatest concentration to be found in Swindon (5.8%).
- 4.51% of the population of working age are students.

Tenure

- 72.49% are owner occupied households.
- The number of households who rent from the Local Authority or Housing Association is approximately 15%.
- 7.5% of households are privately rented, with the highest percentage of privately rented households found in Salisbury (9.7%).

Diversity

- In Wiltshire 2.5% of the population do not regard themselves as white. In Swindon the figure is 5%.

Health

- Overall 15% of the population in Wiltshire & Swindon reports a limiting long-term illness.

Source: Census Data 2001

What can these facts tell us about our communities and how will we use them to shape our risk reduction activity? Firstly, they show that despite its rural and relatively buoyant economy there are significant numbers in the at risk groups in Wiltshire. Secondly those at risk are diverse and geographically dispersed. Thirdly they show that the at risk groups in Wiltshire are often hard to find and tend not to be in single locations. Lastly, they alert us to the need for imaginative and sensitive risk-reduction strategies. In practice this means that we will always struggle to reach those who would benefit most from our prevention, support and advisory services. This is why we have introduced part-time community safety officers for remote and rural areas and have linked up with a range of domiciliary workers from home helps to social services to train them to recognise risk factors and to help us help them.

10. Prevention

We will continue to expand our community safety programme and continue to build partnerships where they contribute to community safety. We will build on our successful prevention, education and safety awareness programmes, as one of the Brigade's core activities. We will continue to develop our skills base and management information systems to deliver effective community safety initiatives.

These objectives will be achieved by:

1. Further **developing our Community Safety strategies** to deal with the underpinning issues related to social inclusion and community cohesion. These will prioritise 'at risk' groups, especially those more difficult to reach, whilst also considering factors relating to race, religion, age, disability, gender and sexuality. We will continue to support drug action teams and seek partnerships with other stakeholders. Wherever possible, our prevention programmes will focus upon the following core areas:

- Fire Safety in domestic and commercial environments
- Arson reduction – especially abandoned cars
- Road Safety and accident prevention
- Water Safety

2. The **development of our new retained community outreach team of 10 community safety workers** delivering Community Safety campaigns in each of the Brigade's three areas. This team is led by a dedicated community safety officer and supported by three full-time staff. They will continue to act as the focus for delivering our Community Safety strategies in rural areas and in situations where the use of operational fire crews would be inappropriate or less efficient.

3. A **review of the roles of the Community Safety section's management structure and support team** to make best use of resources. The review will identify how the Brigade's objectives could be met more effectively and more efficiently.

4. **Expanding the scope of our Home Fire Safety Check service** across Wiltshire and Swindon by prioritising those 'at risk' from fire and other hazards. The continued fitting of ten-year smoke alarms to those who need them, and we will also secure provision of alarms for people with hearing or vision impairments.

5. **Developing and improving our Schools Fire Safety Education Programme** to meet the requirements of the National Curriculum. We will extend coverage to a wider range of young people, both in rural and urban areas, addressing problems such as arson, hoax calls and anti-social fire related behaviour and road safety. The use of the new retained community outreach team will enable us to target 'problem' areas more effectively. Our support for schools will be improved providing a range of resources including permanent displays, teacher development workshops and training for newly qualified teachers, all focusing on the reduction of fires and road traffic collisions.

6. **Continue to develop our arson and fire prevention strategies**, including partnership working with other agencies such as Wiltshire Constabulary and Swindon Borough Council. The following key areas will be prioritised:

- Schools
- Businesses
- Abandoned and Stolen Vehicles
- Farms
- Malicious Calls
- Information Sharing

7. Continue to develop our innovative youth safety schemes. Currently four youth schemes in operation: Junior Good Citizen; Junior Fire Setters, Princes Trust and Fire Cadets. A fifth, road safety scheme is in advanced stages of development and as soon as it comes on-line will be delivered in the Swindon area with the aim of expansion throughout Wiltshire.

8. Develop new strategies and programmes to enable us to help reduce business losses thus reducing the risk to things people value by safeguarding commercial, environmental and heritage risks.

9. Improving our new and innovative road accident and prevention training scheme to make juveniles and new vehicle users more aware of dangers on the road.

11. Protection

We will further develop our strategies for securing better community safety. We will work closely with our stakeholders and partners to minimise those community risks we can be reasonably expected to influence. We will work with the occupiers of premises to help reduce the impact of fire on the community and the environment. We will monitor and administer statutory fire safety and, where necessary, take enforcement action to ensure a safe environment. We will try to mitigate damage and potential loss when emergencies do occur, through emergency scenario pre-planning.

11.1 Domestic Sprinklers

The average house fire costs over £20,000 and for survivors is extremely distressing. Sadly, in the UK around 600 people are killed by fire each year. Around 17,000 people are injured by fire alone. We also believe there are many more people who never call the fire service but who suffer burns or fire related accidents in the home. In their case it is only due to good fortune that things are not worse.

Of those we know about, some 40% of all casualties occur in high-risk housing. We also know those living in poverty are 30 times more likely to have a house fire and 16 times more likely to die in one. Elderly people, young children, those with impairments and those from other vulnerable groups are particularly at risk. Indeed, there is evidence to suggest that for children aged between 24 weeks to 13 years the greatest risk of serious injury is not road accidents or abduction but from accidental burns that nearly always occur in the home. For example, between 1990 and 2000, child deaths from fire in Social Class 1 declined by 28% while in Social Class 5 they increased by 39%. These statistics, taken from real fires, show that fire in effect discriminates against disadvantaged groups of people.

While we can try to educate people about the dangers of fire and what they can do to protect themselves, we believe that the best way to save lives and prevent casualties amongst such high-risk groups is to provide them with effective protection measures such as smoke alarms and domestic sprinklers. It is worth noting that sprinkler systems have been around for over 120 years and no one in the United Kingdom has ever died from fire in a building with a fully maintained sprinkler system.

Wiltshire Fire Brigade recognised the importance of domestic sprinklers many years ago and was the first UK fire service to campaign for them. While we have had some success in this area, there is still room for improvement; **we will therefore continue to support the widespread installation of domestic sprinklers, particularly for high risk groups.**



This will be achieved by:

- Continuing active support of the Fire Sprinkler Association and the National Fire Sprinkler Network.
- Continuing to work in partnership with property developers, Councils and Building Control to promote domestic sprinklers.

11.2 Schools

When a fire occurs in a school, the cost in terms of distress to staff, pupils and parents is immense. But the loss of the educational facility means much more than that. Today's schools are often community centres supporting a wide range of community activities. When a school burns down the devastating loss of coursework, projects and teachers' resources is bad enough but often there are far wider effects. The school suffers through the break-up into temporary accommodation and the local community suffers through the loss of amenity. In the UK the

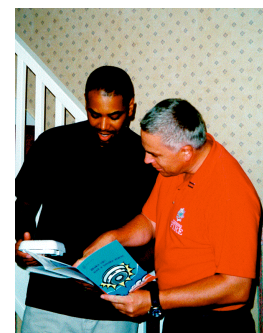
facts about school fires are alarming:

- There are at least 5 school fires every day in the United Kingdom.
- In the year 2001 the cost of such school fires was £93 million, a rise of 43% from 2000.
- 70% of all school fires are started deliberately; over 1,000 arson attacks take place on schools each year.
- No school fitted with a working sprinkler system has ever burned down.

To reduce the impact and devastation caused by fires in schools, Wiltshire and Swindon Fire Authority will **continue to promote the installation of sprinklers in schools**. If successful, our continued efforts will have long-term benefits to the entire community by reducing the socio-economic losses of school fires.

11.3 Domestic Smoke Alarms

Smoke alarms are an early warning system. They warn people of danger almost as soon as a fire starts and they are inexpensive and easy to install. From our experience we know that a working smoke alarm can mean the difference between life and death. It is as simple as that.



We also know that almost half of all fire deaths occur in households without an alarm or where the alarm battery is dead or has been removed. Despite these facts and the increased risk of injury and death, around 20% of households still do not have a smoke alarm. Analysis of smoke alarm ownership by the British Crime Survey 2000 showed that smoke alarms are least likely to be found in households where:

- A single adult lives alone
- People smoke
- The household is financially unstable
- The respondent has a limiting disability
- The property is privately rented
- The property is located in an area of high physical disorder
- The property is located in an inner city area
- The property was built before 1944
- The physical condition of the property is poor
- The respondent has no educational qualifications
- The property is a house converted to flats
- The head of household is aged over 75 or aged 16 to 24
- The household income is £2,500 to £4,999 per year
- The occupier's race is classed as 'Other'
- The head of the household is classified as having 'never worked'



We want to reach everyone meeting these criteria. We know such people are at risk and that simple measures can make a big impact in reducing that risk. Unfortunately only new dwellings or substantially altered old buildings must be fitted with a permanent smoke alarm. As yet there is no requirement for existing premises to be fitted with one. The Fire Authority strongly recommends and supports the provision of smoke alarms in all residential dwellings and aims to ensure that every household across Wiltshire and Swindon is so protected. In support of our aim we will continue to

provide a free home fire safety advice service and continue to install smoke alarms free of charge wherever we believe (or are told by one of our partners) that someone is at risk.

One of the ways we have been advancing this aim is by working with other organisations and those who come in to contact with at risk groups. These include Home Helps, Social Services, home care workers and charitable groups. In partnership with such groups we have produced a special training video showing non-practitioners how to identify the risk groups and then how to make contact with us. **We will continue to educate domiciliary workers and maintain our links with them** so that at risk people get home safety advice which will result in them being safer in their home.



11.4 Commerce and Industry



The safety of people in commercial premises like offices, shops and factories is covered by the Fire Precautions Act 1971 and increasingly by Health and Safety law. Over the past 30 years this legislation has ensured that commercial premises satisfy certain minimum criteria designed to ensure people can escape in the event of fire. The same Act covers such features as fire alarm systems, the provision of fire extinguishers, staff training and overall safety management. The application of this legislation can be complex and it is worth noting that the Fire Service actually administers over 100 pieces of fire or fire related legislation. Apart from this situation being demanding for the Brigade to manage, it can be even more difficult for businesses and those trying to comply with the law. It is our belief that rationalisation of Fire Safety law would reduce community risks by making it easier for business to meet its legislative obligations. **We will continue to press for the early implementation of the Government's Regulatory Reform Order**, which will reduce community risk by making it easier for business to meet their statutory fire safety duties.

As soon as this new legislation is enacted the Brigade will be able to **develop a risk-based fire safety strategy for the management of statutory fire safety**. When that legislation is delivered we will **develop an education and training programmes for the business community** to enable them to adapt to the changes imposed by the Regulatory Reform Order.

As well as providing statutory advice we also offer a free fire safety advice service to commerce and businesses. Through consultation we have discovered there is a low level of awareness with regard to this service. **We will therefore make it clearer to potential users that we offer a free fire safety advice service to industry and commerce.**

12. Intervention

Our response to emergency incidents will be reviewed in relation to community risk and firefighter safety. We will cut the number of unnecessary vehicle movements and reduce our response to false alarm calls. We will review our deployment of staff and resources to match resources to risk. We will improve our provision of appliances (fire engines) and equipment and will ensure we meet our internal safety obligations while providing a better service to the community. We will take steps to free-up staff to enable them to concentrate on the core prevention activities mentioned above. We will continue to deliver a first-class intervention service to meet community needs in an emergency.



12.1 Positive Pressure Attack

Going in to a building that is on fire can be extremely hazardous for firefighters with a constant risk of injury. The reasons for this are simple. Modern buildings contain a range of innocent products we all use and take for granted but in a fire things can change. Many innocent products become explosive or they can burst into flame or produce vast volumes of poisonous smoke. Even without these hazards firefighters are hampered by dense black smoke that reduces visibility to just a few inches. This dense black smoke is extremely dangerous. Usually it is extremely hot and contains unburned gases that can burst into flame or explode. Such conditions are uncomfortable, even for well-protected firefighters using breathing apparatus and protective clothing. For anyone inside a building such conditions are invariably fatal which is why we advocate sprinkler systems and smoke alarms to give early warning of fire.



To combat this danger Wiltshire Fire Brigade sometimes uses mechanical fans to drive the smoke out of the building as soon as a fire has been extinguished. This is known as Positive Pressure Ventilation (PPV). The technique originated in Finland and was developed in the United States. While the benefits of this technique are obvious, its successful use requires skill and experience. Most Wiltshire fire crews are trained in PPV.

A development of this technique is known as Positive Pressure Attack (PPA). Positive Pressure Attack is a highly effective aggressive firefighting technique. Not only can it be used to improve firefighter safety but also in the right circumstances PPA can improve the chances of survival for anyone trapped inside a building. PPA relies on mechanical fans being used to increase the air pressure in the building while it is still on fire. The products of the fire, smoke, heat and unburned gases can be driven out as part of the firefighting operation. This technique has many advantages for firefighting and the rescue of occupants but it does require very high levels of skill, training and experience. The development of Positive Pressure Attack represents a significant training requirement.

In terms of community risk reduction, the introduction of Positive Pressure Attack will:

- Increase the chances of survival for trapped occupants and allow earlier rescue;
- Improve the safety and working conditions of firefighters;
- Reduce the chances of subsequent damage.

Wiltshire Fire Brigade will develop appropriate operational procedures, safe systems of work, equipment and training schemes to introduce Positive Pressure Attack (PPA) as part of our intervention risk reduction programme.

12.2 Co-Responders Scheme

In 2000, the government introduced the national service framework (NSF) for coronary heart disease. The objective was a 40% reduction in the death rate from heart disease and related illnesses in those aged under 75 years of age. Approximately 300,000 people in the UK suffer a heart attack each year and about 112,000 die from coronary heart disease, 57,000 of those from heart attack. The vast majority of heart attack deaths occur within the first few minutes of the onset of symptoms. Research shows that quick access to the right treatment can mean the difference between life and death. With the advent of modern technology it is possible for a range of providers to give this kind of emergency aid using life saving defibrillators.

Today defibrillators are found throughout the UK and are available at rail stations, in airports, in large shops, at petrol stations, indeed practically anywhere where they could be useful. The use of computerised systems means modern defibrillators are self-diagnosing and self-activating and can be used by virtually anyone. This kind of technological advance has opened the way for new levels of service delivery where the nearest emergency service can assist the public when needed. Simultaneously organisations like Wiltshire Ambulance NHS Trust are coping with a constant growth in the numbers of emergency calls and on occasion they are unable to reach every heart attack victim as quickly as they would wish.

By comparison Wiltshire Fire Brigade maintains trained resources constantly available in most towns and major villages. Our firefighters are also highly trained and used to dealing with traumatic situations. Indeed, in some rural areas we are the only resident public service. This is why we have agreed to support the Co-responder Scheme and as a result most fire engines routinely carry a defibrillator. However, not all our fire engines provide this service and in some areas there is resistance to this common sense improvement. Our attitude is that all the emergency services are there to meet public need and if resources are available whether a life is saved or not should not be dependent on inter-service barriers. We therefore acknowledge and support the observations in the Government White Paper when it says "the government wants to see co-responder partnerships developed and implemented more widely". Our view is that there is no moral or justifiable reason for not implementing this sensible life saving scheme. **We will therefore further expand and develop the already successful co-responder scheme to cover all our mobile resources.**



12.3 Water Related Incidents



There is currently no statutory requirement for the Brigade to attend or to be involved in any type of incident where people need rescuing from water. However, there is a public expectation that the Brigade will attend and carry out rescues at these incidents. In recent years, the Brigade has been called to assist members of the public who are trapped in their homes by severe flooding when the rivers burst their banks. The Brigade provides a water rescue unit based at Cooper Avon Fire Station. In addition all firefighters have under gone some form of water safety training. The level of training is appropriate to their location and role but it covers basic rescue and flood relief work.

As part of our risk mitigation programme we are committed to providing a service at water related incidents where we can make a positive impact. In doing so, we recognise that the safety of the firefighters is paramount and we therefore ensure a robust and safe system of work. In undertaking this role, it is possible that further investment may be necessary for vehicles, training and equipment. Wiltshire Fire Brigade will therefore: **continue to provide a comprehensive water rescue service supported by other organisations. We will carry out a review of this service as part of our wider risk reduction programme.**

12.4 Rope Rescue

Rope rescue incidents are those where we need to rely on safety ropes and lines to protect our own staff and to effect a rescue. They include the rescue of people or animals from cliffs, quarries, pits, sewers, silos, tower cranes, embankments and any other emergency calls where ropes and lines are needed. There is no statutory duty to undertake rope rescue work and the additional equipment and training is funded at the Fire Authority's discretion.

Specialist rope rescue teams are maintained throughout the Brigade and all firefighters have basic rope rescue safety training. The teams are provided with protective equipment and an array of safety and rescue devices. While there is no statutory duty to provide this service, Fire Authorities may soon be given primary responsibility for this type of rescue. Wiltshire Fire Brigade will therefore continue to **provide a comprehensive rope rescue service. We will review our service against collaborative options in the context of a regional response to rope rescue incidents.**



12.5 Aerial Appliances



The Brigade currently has three Aerial Appliances that are located as follows:

- 1 hydraulic platform located at Swindon Fire Station;
- 1 hydraulic platform located at Salisbury Fire Station;
- 1 dual-purpose vehicle located at Trowbridge Fire Station.

The number and location of these appliances was decided following national guidance. This guidance implies that the main use for these appliances is the rescue of people from high rise buildings and to assist firefighting at large or historic buildings and congested town centres with high potential for fire spread. The guidance recommended that these appliances attended incidents in the old "C" risk areas (see Section 6) within 20 minutes, the current provision meets this standard.

Because of their nature aerial appliances are expensive to buy, costly to maintain and costly to crew. Recent research into the use of aerial appliances across the UK suggests there is room for a more rational approach to the way they are used and crewed. We are aware of this research and believe we could provide a better service in this respect. **We will therefore conduct a regional review of aerial appliances to ensure a risk-based best fit that suits the needs of the community and our staff.**

12.6 Unwanted Fire Signals

Each year the Wiltshire Fire Brigade attends a high number of Unwanted Fire Signals (UFS). In Wiltshire UFS represent 45% of all our calls, one of the highest proportions in the UK. Experience shows the vast majority of these calls are false alarms caused by systems faults, poor design, poor installation or inadequate maintenance. For the Brigade UFS calls equate to over 3,000 'blue-light' movements each year. We believe this is wasteful and it also creates an unnecessary community risk by diverting our resources away from training and prevention work and by increasing the number of 'blue-light' journeys being made on our roads. The negative impact of UFS calls cannot be over-stated. While around the UK fire services have tried to tackle this problem there are no statutory powers to make occupiers maintain their systems or alter them to cut the incidence of UFS calls. Yet most UFS calls occur when the buildings are occupied and the majority of those calls require no fire service action. Thus every time we respond to a false alarm our resources are:



- unavailable for any genuine emergency;
- wasted, we experience high costs for no measurable benefit;
- diverted away from protecting at risk groups because they cannot do community safety work;
- impose unnecessary risks on the community by responding at speed under blue lights.

We are unable to continue supporting this unproductive demand, which as we said earlier, accounts for 45% of all of our 999 (112) calls. We will therefore manage that risk through a measured response to calls from automatic fire alarms. **We will introduce an Unwanted Fire Signal (UFS) policy to deal with all calls from automatic fire alarm systems.** That policy will strike a balance between dealing with known risks, taking account of changes in risk profile related to the time of day, socio-economic factors and the differences in fire cover available in rural areas. As a result we will:

- No longer respond to automatic signals from low-risk premises unless the call is backed-up by a 999 (112) call confirming there is a genuine fire or other emergency;
- Continue to respond to all premises believed to house vulnerable groups such as the elderly, infirm, children or the impaired;
- Continue to respond to known risk premises, i.e. those presenting a process risk, an environmental hazard or heritage risk;
- Continue to respond to all automatic fire alarm calls in rural areas irrespective of the risk type;
- Continue to respond to 'out of hours' calls to unoccupied premises;
- Promote building occupiers' awareness and understanding regarding their legal responsibilities including the elimination of UFS calls.

12.7 Non-emergency Special Service Calls

In addition to the kind of emergency incidents we described above, the Brigade is often called to a range of non-emergencies such as when people are stuck in lifts, or locked out of their homes, or when there has been a small fuel spillage after a car crash. Whilst there is no statutory obligation for the Brigade to respond to these kinds of non-emergency Special Service Calls (SSC), we do usually make an attendance on humanitarian grounds. Usually, no charge is raised for this service and on average we answer around 800 of these type of calls each year.

From our perspective some of these calls are an unnecessary cost and interfere with important preventative work, training and maintenance. In effect these non-emergency calls distract us from our core objectives and have the same practical impact as UFS calls (see above). Equally, dealing with these kinds of non-emergencies is not always a job for the Fire Service. They require no special skills and could be undertaken easily by other organisations.

We will therefore **review our attendance at non-emergency Special Service Incidents such as lift incidents and lockouts.**

With regard to the question of large fuel spillages and other potential pollution incidents, we have agreed partnership responsibilities with the Environment Agency (see above) and recognise the societal benefits of early intervention. There are also wider more important considerations. In southern England much of the population's drinking water comes either from rivers or ground water. These water sources are therefore vitally important to community well being and need to be protected. **We will therefore continue to meet public expectations and support our established partnership obligations to protect the environment by responding to all potential pollution incidents.** We will continue to make a charge for services rendered once the emergency phase of any pollution incident has passed. **We will explore the potential to recover costs of pollution control following road traffic crashes from vehicle owners' insurance companies.**



12.8 Incidents Involving Animals in Distress



Animal rescue is another service we provide but where there is no statutory duty to do so. It is an activity the Brigade has adopted because few groups are capable of dealing with or equipped to deal with such events. Apart from a limited range of equipment for animal rescue and restraint the Brigade has no specific resources allocated to animal rescue and therefore uses normal fire engines for that purpose. While we do not have to provide this service we realise there is a social expectation that we should help animals in distress. Because of that expectation and because larger animals in distress can present a

wider public risk we continue to respond to these kinds of call. **We will therefore continue to attend animal rescues where it is safe to do so and where it is confirmed that an animal's life is at risk or the animal is known to be suffering. We will explore better partnership opportunities, particularly with the RSPCA, to ensure we are only called to incidents where we are genuinely needed.**

12.9 Damage Limitation

Another important aspect of fire service activity is the protection of property and belongings from fire damage and from the effects of firefighting. Compared to some of the work we do, damage limitation is a little known area of our work. Indeed, few people realise that while firefighting is going on we often have teams working alongside their colleagues trying to save property and limit the damage.

Damage limitation is a statutory duty under the Fire Services Act 1947 Section 1(i)e and it is part of the normal service. We do not charge for this service although we occasionally make a small charge for equipment and tarpaulins we leave at incidents. In terms of risk management we feel damage limitation is an area where we can have a very positive impact. Our experience tells us there are many people throughout Wiltshire who have had their property and valued possessions saved or protected by the Brigade. **We will, therefore, continue to deliver our normal damage limitation service and continue to make minor charges for the equipment we lend on a short-term basis to occupiers.**

Despite our success in this area there is scope for improvement and there is one group of 999 (112) caller we seem unable to help. These are the people and families who have experienced some kind of flood which while not a major event, is important to them. An example of this kind of call might be when a pipe bursts during a cold spell. While it is clear we cannot commit fire crews to such events, we believe it may be possible to provide some kind of service using our part-time retained staff to assist at minor domestic emergencies. We also believe it may be possible to develop partnership arrangements with insurance companies to explore how we might help householders. **We will explore better ways to provide a damage limitation service in partnership with insurance companies and commercial organisations.**

12.10 Intervention Response Policy

Earlier in this plan we explained the reasons why the old property based fire cover standards are no longer appropriate to the modern world. We also said it is important that in Wiltshire and Swindon the public and the Brigade must have published performance standards. In any walk of life performance standards are important and we will reiterate the three main reasons why we have introduced them:

- The fire brigade is a public service and the people who pay for it are entitled to know what they get for their money. Without standards we cannot tell them what that is.
- We cannot be sure we are meeting public expectations if we have no clear objectives and have not told people what they are.
- Without performance standards we are unable to tell if we are improving or getting worse or just standing still.

This is why, in the absence of national standards, Wiltshire and Swindon Fire Authority has set its own community risk standards based on population density. At present we are the only fire authority in the UK to take this innovative approach to the protection of our communities, but this is not the only innovation. The Fire Authority strongly believes that any performance standard must apply to all emergency calls. At the moment they only apply to fire calls. While it is true we always try to get to every incident as quickly as we can in the past there have been no standards saying we should. Our new community risk standards cover all types of genuine emergency.

Under the new community risk standards there are just two kinds of risk; urban and rural. Urban risk is any area where the predominant population density is greater than 4 people per hectare (roughly 9 people per acre) and rural is where the predominant population is less than 4 people per hectare.

Both of these parameters must be qualified over an 'output' area, which is approximately one tenth of a Ward and, according to the 2001 Census, contains between 100 and 300 people.

We have decided to use the terms 'urban' and 'rural' because they match the definitions used by Wiltshire Constabulary and Wiltshire Ambulance NHS Trust. Like any standard there is room for interpretation and judgement and this is exactly what happened under the old fire cover standards. The key point about the new standards is that they are open and explicit and result in an overall improvement in service.

The other key factor affecting the quality of emergency response is the target time we set for reaching an address in an emergency. Under the old standards in Wiltshire, that time was set at up to 10 minutes in the larger towns and up to 20 minutes in rural areas and no limitation for the few remote rural areas (see the earlier explanation). At present we do not plan to change those target times. **We will under normal conditions, i.e. not a period of extreme weather, spate call conditions or national disaster, try to reach all genuine 999 (112) callers in rural areas within 20 minutes and in urban areas within 10 minutes of dispatch.** We are one of only three UK fire services to set this kind of standard and **we will try to improve upon it by aiming to reach 80% of all 999 (112) calls within 10 minutes.** To do that **we will introduce new local performance measures showing how quickly we are able to respond to all 999 (112)**

calls. *Note that we allow just 1 minute for call handling and station alert.*

The time we take to get to 999 (112) callers is not the only important factor, the weight of attack i.e. the number of fire engines we dispatch, is also important. As we explained earlier, we normally send at least two fire engines to most incidents and often when there is reason to believe more are needed we act on our judgement and send them. Sometimes there is criticism when we do this because to the public it can seem that we overreact. The problem for us is that 999 (112) callers often give imperfect information, they are likely to be distressed or shocked, indeed they may be injured. For us this is a small price to pay. The price of getting things wrong could be much higher. Nevertheless, some of our 999 (112) callers do pass accurate information, they are precise and do give us accurate details. Often we are alerted by one of the other emergency services or service professionals who are used to assessing emergencies and here we could improve our performance. For example, we could tell fire crews to attend at normal speed when we know the emergency phase has passed or where we know that no one is trapped in a crashed vehicle. We could send just one fire engine to some incidents when we know it is safe to do so. **For this reason we will introduce a dynamic mobilising policy to allow Brigade Control staff to vary the number of fire engines we send to an emergency.**

In addition to the number of fire engines we send and the time it takes to get there, good incident management is an important part of service and firefighter safety. While fire crews manage smaller incidents they are often fully occupied and sometimes have to deal with incidents that require greater experience, expertise or authority. To satisfy this need we maintain groups of Fire Officers on permanent standby. They are sent to any incident where a higher level of support is needed. The old fire cover standards did not recognise this important work and no standards for Officer attendance were set. We feel this was an oversight and have therefore introduced our own Officer attendance standard. Wiltshire and Swindon Fire Authority is the only UK Authority to have introduced such performance standards. **We will therefore introduce defined performance standards for Fire Officers attending 999 (112) calls.**

12.11 Road Traffic Collisions & Rescue Work



Today there is an expectation that the fire service will perform rescue work whenever people are trapped. Most of that work is in dealing with the aftermath of road traffic collisions, but that is not always the case. We routinely rescue trapped people from building sites, high structures, silos, excavations and machinery. An indication of how busy we are can be seen from the fact that since the year 2000 Wiltshire Fire Brigade has been called to almost 5,000 road traffic collisions involving either the rescue work or making vehicles safe after a collision. For our size and risk type we are one of the UK's busiest fire services when it comes to this kind of work. Surprisingly, there is no statutory duty to provide a rescue service although for obvious reasons we do. Needless to say, we provide this service free of charge. **Wiltshire Fire Brigade will continue to respond to Road Traffic Collisions and perform rescue work where it is safe and reasonable to do so.**

Recently, with the threat of large-scale terror attacks we have started to build our response capabilities. In particular, we want to develop better skills in the area of urban search and rescue, that is the location and rescue of people trapped in collapsed buildings. For us this is a new skill that will take time to develop. Nevertheless, we will soon have a small unit on permanent standby ready to assist fire crews to deal with urban search and rescue. At the same time we are building links with area search and rescue teams. **We will continue to develop in this area and build a new capability to deal with search and rescue work.**

12.12 Resource Deployment Review

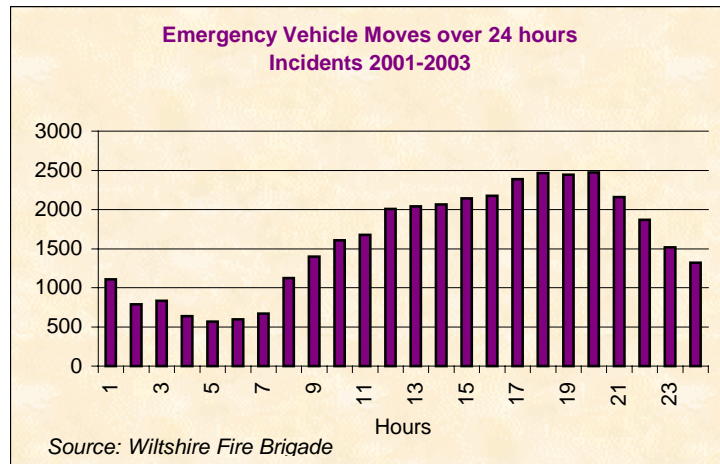
Throughout this plan we have referred to the practical problems of the old prescriptive fire cover standards. We have explained how they no longer meet public expectations and the needs of a developed society. We have also explained the importance of performance standards both to the public and ourselves and while we welcome the opportunity to bring about improvements we believe in taking a responsible approach. We have made it clear that any major change will be evidence based and justifiable, indeed, having agreed to follow the Institute of Risk Management Risk Standard, we must approach risk in a systematic way. A further consideration is the fact that Wiltshire Fire Brigade delivers a first class service and unnecessary or inappropriate changes could undermine that success. Nevertheless, we also know that in a less prescriptive environment improvements can be made and it would be wrong for us not to make those improvements.

In reading this plan it should become apparent that the fire service is a complex organisation, successfully delivering an immense range of services. Against such complexity making changes is not easy and could lead to unforeseen consequences. In recognition of this problem Government has developed a computer-based Toolkit to assist Fire Authorities.

The model called the FSEC model (Fire Services Emergency Cover) builds on many years of work. The model cost over £2 million to develop and it has been externally verified. Wiltshire Fire Brigade will take delivery in March and will build the database needed to run the model during the summer of 2004.

Once the FSEC model is ready to run we will be able to undertake an analysis of our service. We will be able to model the effects of changing the locations of fire engines or changing the numbers available and examine the societal benefits and implications of making any change.

The FSEC model will allow us to address our service delivery risk in a systematic and explicit way. It will do so to a recognised and validated standard and we can, therefore, feel comfortable that the results will be justifiable. **As soon as the FSEC model is fully operational we will conduct a full resource and deployment review covering all fire stations and emergency response options.**



12.13 Fire Control

Wiltshire and Swindon Fire Authority has a history of collaborative working and service improvement. Perhaps the greatest single example of this statement is the Emergency Control Centre (ECC) in Devizes. In the ECC, Fire, Ambulance and Police all use the same mobilising and information system and this feature makes it is the only truly joint control facility in the UK. While the ECC is innovative and was supported by Government funding things have moved on since then and there is now a move toward the creation of regional fire control rooms.



Wiltshire Fire Brigade will continue to work with Wiltshire Constabulary and the Wiltshire Ambulance NHS Trust to develop the new ECC in Devizes. It will support the regional agenda and ensure that local community interests are protected.

12.14 Staffing and Work Patterns



Wiltshire Fire Brigade is staffed by a combination of uniformed and non-uniformed staff. Some are engaged on fire and rescue work full time but most are part-time workers. Many people while not directly involved in fire and rescue work perform a vital supporting role. Indeed it would be impossible for the service to continue without them. As a result of having to provide a 24 hour service our employees work a wide range of duty systems: a summary of which appears below in Appendix 4 at the back of this document.

Traditionally firefighters work a narrow range of duty systems and their work patterns have not kept pace with the kind of workplace changes many people in other walks of life take for granted. For example there are no truly part-time firefighters i.e. someone who works just one or two days a week. Firefighters cannot choose to do just night shifts or only work at weekends yet these kinds of flexibility are normal elsewhere. Likewise, firefighters have not in the past undertaken preplanned overtime or accepted secondary contracts to give support to remote stations despite the obvious community benefits. Research also suggests firefighter availability sometimes fails to match the peak risk activity periods. Traditionally we have also tended to employ firefighters in support tasks where firefighting experience or knowledge is not a genuine occupational requirement. These practices deny opportunities to others. **We will therefore open up all posts that do not genuinely require firefighting knowledge, skills or expertise to applicants from a non-service background.** We believe the traditional approach to staffing is inefficient and out dated. It does not match staffing to community risk and in human terms it discriminates against certain groups like females and single parents denying them equality of opportunity. In today's world such workplace inflexibility is inappropriate and unfair. We know we could do better.



By contrast, the Authority has important public duties and it would be failing if it brought about changes to staffing patterns that later threatened the supply of reliable staff readily available for emergency work and the vital support services we all depend upon. **We will therefore conduct a full and careful review of all shift staffing and work patterns as part of our FSEC emergency cover analysis.**

12.15 Water for Firefighting



An analysis of water for firefighting does not form a specific part of the IRMP, but it is an essential part of our overall risk management programme. The availability of water supplies directly affects our capacity to deliver the intervention service and affects the need for fire hydrants and decisions about where we site specialist water carriers.

Fire Authorities are required by the 'Fire Services Act 1947' to make adequate arrangements for water for firefighting, and they do this in one of three ways:

- By using 'open water' i.e. streams, rivers and ponds
- By using 'mains water' via fire hydrants
- By special road tankers called water carriers.

Despite the fact that we keep costs down by doing a lot of fire hydrant maintenance in house, the overall cost of maintaining fire hydrants is quite high. This expense is compounded by the

rural nature of Wiltshire which means we also need to maintain three water carriers at Devizes, Wotton Bassett and Wilton. We also need to take account of improvements in firefighting technology. Estimates suggest that across the UK a significant proportion of fires are dealt with just using the water carried on a fire engine (1800 litres or 400 gallons). If this finding is representative then there could be scope to review the number and location of fire hydrants especially in built up areas. However, as we identified earlier, changes of this nature need to be well researched and justifiable. **We**



will therefore conduct a review of water supplies for firefighting to ensure they meet existing needs and to establish any possible areas of rationalisation.

12.16 Integrated Personal Development System

Running in tandem with this plan is another newly developing programme known as the Integrated Personal Development System or IPDS. IPDS is a structured and systematic way of ensuring firefighters and support workers at all levels acquire and maintain the skills and competencies to do their job. One of the key aspects of this new system is the construction of a personal development programme for each individual firefighter. Each programme is tailored to the needs of the individual and is based on an assessment of three aspects of personal risk:



- Generic risk – the kinds of risks all workers face. An example could be injury through slips, trips and falls;
- Local risk – the kind of dangers presented by a local industrial plant or motorway;
- Specific risk – risk to a person. Examples could be a firefighter with diabetes or dyslexia, or a pregnant firefighter.

To produce a detailed analysis for each individual as a base line the IPDS team must have an accurate assessment of local risk. While it is possible to do that assessment using judgment and local records a more structured and more reliable approach will be possible once the FSEC computer model (See page 36) has been populated and run. **We will therefore ensure that IPDS local risk information is developed and used to compile individual personal development plans when we run the FSEC model.** This connection will help to create a safer workforce.

12.17 Victim Support

After an emergency the victims can feel remote and isolated. In some cases they have lost most if not all they own. The feelings of vulnerability and dependency in these situations can be over whelming. This is why we have set up in partnership with the British Red Cross to provide a Fire Victim Support Service (FVSS). The victim support unit is one of a nationwide network of vehicles crewed by volunteers who will attend an emergency on request to give non-medical support and care to victims. It is based at Westlea in Swindon and is a true joint venture for which we have no statutory duty or additional funds. **Nevertheless, we believe this new development is a significant improvement and will continue to support the unit.**



There are other things we can do at incidents that would help victims and show that we are a truly caring organisation. Nearly all our fire engines are fitted with mobile phones and it is a simple matter for us to help a victim make first contact with a relative, friend or their insurance company. **In future and, when possible, we will assist victims to make the first post-event contact with relatives, friends or their insurance company using our on board mobile phones.** We will provide this service free of charge but will place a reasonable limit on such use.

13. Consultation

As part of the IRMP development process we undertook an extensive consultation programme. We spoke to our own employees and their representatives. We explained our proposals to business groups and our partners. We discussed the overall proposals with advisors from ODPM and we sought the views of the public through publicising our plans in libraries, on our web site and in a range of public buildings. We also held four independently organised focus groups to find out what people think of our plans. The groups were held in Salisbury, Trowbridge, Swindon, and Chippenham.



The general topics for discussion were: the public's estimates of risk, awareness of the roles of the Fire Service and the new policies in the Wiltshire and Swindon Fire Authority's IRMP Plan. The four meetings were qualitative forms of consultation and while the findings cannot be certified as statistically representative of all in the county, the meetings included a wide range of people.

The findings show that the vast majority of people were supportive of the Authority's plans and were also supportive of its vision and strategic aims. Many respondents were unaware of how their local fire station is crewed and in some cases felt that a part-time fire station did not meet their expectations. In general respondents were encouraged by the proposals to stop wasting time on low risk false alarm calls. Participants were appalled at the number of false alarms but were cautious about the non-attendance policy for low risk premises.

With regard to preventative work most respondents support this activity and many did not realise that the Brigade is already heavily involved in community safety work. However, some felt that preventative work is a waste of resources that should be deployed in other ways. There was a very poor level of awareness of the range of preventative measures already being undertaken by the Brigade.

In general most respondents over-estimated the risks of fire and of injury from fire and car crashes. They were unaware of the full range of preventative work undertaken by the service but strongly supported this work. Few respondents were aware of the Brigade's capabilities in coping with mass terrorism. While there was recognition of the need for change, and many endorsed our objective, there were words of caution and respondents said they expected the Authority to take a careful and balanced approach.

In addition to talking to the public, Business Link also hosted four business breakfasts giving commercial interests an opportunity to contribute to the debate. Here the responses mirrored those above. Understandably there was concern that businesses should be seen as a 'nuisance' by virtue of the high number of false alarms they generate. Many respondents expressed concern at paying fees to call receiving centres only to see them pass on every alarm call as a 999 (112) call without check or challenge. Some respondents said they did not feel this was responsible or good value. Predictably there was concern that the Brigade should make the right judgments when deciding not to respond although no one was against the policy in principle. There was also support for the plan to attend un-occupied buildings out of hours (done to mitigate risk of socio-economic loss). As with earlier respondents the service was seen as primarily reactive with few being aware of the free advice service and full range of preventative activities we do.

Overall responses were supportive but, as with ordinary members of the public, businesses urged a cautious and measured approach. Equally, it is clear from both groups that awareness of the Brigade is not as apparent as we imagined and we now realise we could do more to publicise what we do and the services we offer. At the same time there is evidently room to continue learning from our communities so we can refine the service we provide to meet public expectations.

14. Action Plan

As an Appendix to this document the action plan for the first two years sets out the critical success factors, who in the organisation is responsible for delivering each objective and when this will be achieved. This action plan will then serve as a consultative document and monitoring tool to track progress of the IRMP delivery. This is necessary to cater for the fact that objectives appear in different sections such as training or human resources. Keeping them together will provide an additional overview.

15. Project Control

Many of the improvements involve significant workloads and lend themselves to a project management methodology. Some of the smaller objectives are reviews. In order to control all these we propose using PRINCE 2 project methodology. PRINCE 2 is a recognised approach to project management. It is used widely and successfully in commerce and industry and the public sector and is the principal project management methodology recommended by the ODPM.

Many of the improvements (Objectives) involve considerable research or preparatory work, some do not. To ensure that we can apply the project methodology to all objectives, we have grouped them together into different, sizable projects with an identified Lead Officer. The programme details the projects to be undertaken and the period in which the whole project will be completed. The action plan at Appendix 1 sets out each individual project objective as critical success factors.

Audit and Review Arrangements

The Fire Authority is responsible for the implementation of this plan and fully accepts the need for arrangements to audit and review progress.

This medium term plan will be reviewed annually and projected forward by one year. Part of the development process will be to review progress throughout the year.

Action Plan - Year 1 (2004/5)

1. Develop the Fire Service Emergency Cover (FSEC) Toolkit.
2. Develop and integrate the new Management Information Systems (MIS) and Performance Management Systems (PMS).
3. Roll out risk based Geographic Information Systems (GIS) and MIS to fire stations to allow more efficient and effective targeting of vulnerable groups.
4. Train all key staff in the Institute of Risk Management risk assessment methodology.
5. Develop and maintain an Organisational Risk Register and Programme Management Plan.
6. Draft the first risk-based budget for 2005/2006.
7. Develop new Local Performance Indicators (LPI's) based on IRMP objectives.
8. Use the FSEC Toolkit to conduct a full resource and deployment review covering all fire stations and emergency response options.
9. Conduct a full review of all shift staffing and work patterns as part of the FSEC analysis.
10. Ensure that Integrated Personal Development System (IPDS) related local risk information is used to compile individual personal development plans.
11. Open all posts where firefighting knowledge, skills or expertise as are not a genuine occupational requirement to applicants from a non-service background.

WILTSHIRE AND SWINDON FIRE AUTHORITY INTEGRATED RISK MANAGEMENT ACTION PLAN

PAGE REFERENCE	PROJECT	PROJECT MANAGER/TEAMS	OBJECTIVE	START	FINISH
YEAR 1 - PREVENTION					
24	Community Safety	Senior Ops Manager	Developing our Community Safety strategies.	April 2004	TBA by Project Manager
24	Community Safety	Community Safety Manager	The development of our new retained community outreach team of 10 community safety workers.	April 2004	TBA by Project Manager
24	Community Safety	Community Safety Manager	Expand the scale and scope of our Home Fire Safety Check service.	April 2004	TBA by Project Manager
25	Community Safety	Community Safety Manager	Continue to develop our innovative youth safety schemes.	April 2004	TBA by Project Manager
YEAR 1 - PROTECTION					
26	Community Safety	Senior Ops Manager	Continue to support the widespread installation of domestic sprinklers, particularly for high risk groups.	April 2004	TBA by Project Manager
27	Community Safety	Senior Ops Manager	Continue to promote the installation of sprinklers in schools.	April 2004	TBA by Project Manager
27	Community Safety	Area Management Teams	Continue to fit smoke detectors, provide a free home fire safety check service and continue to install smoke alarms free of charge wherever we encounter someone in an at risk group.	April 2004	TBA by Project Manager
28	Community Safety	Area Management Teams	We will continue to educate domiciliary workers and maintain our links with them.	April 2004	TBA by Project Manager
28	Fire Safety	Senior Fire Safety Manager	We will continue to press for the early implementation of the Government's Regulatory Reform Order.	April 2004	TBA by Project Manager
YEAR 1 - INTERVENTION					
31	Community Safety	Senior Ops Manager	Continue to provide a comprehensive water rescue service supported by other organisations. We will carry out a review of this service as part of our wider risk reduction programme.	April 2004	TBA by Project Manager
31	Community Safety	Senior Ops Manager	Continue to provide a comprehensive rope rescue service. We will review our service in the context of a regional response to rope rescue incidents.	April 2004	TBA by Project Manager

WILTSHIRE AND SWINDON FIRE AUTHORITY INTEGRATED RISK MANAGEMENT ACTION PLAN

PAGE REFERENCE	PROJECT	PROJECT MANAGER	OBJECTIVE	START	FINISH
YEAR 1 – INTERVENTION Contd.					
31	Risk Management	Integrated Risk Management Officer	Conduct a regional review of aerial appliances to ensure a risk-based best fit that suits community needs.	July 2004	TBA by Project Manager
32	Fire Safety	Senior Fire Safety Manager	Introduce an Unwanted Fire Signal (UFS) policy to deal with all calls from automatic fire alarm systems.	April 2004	TBA by Project Manager
33	Community Safety	Senior Ops Manager	Continue to meet public expectations and support our established partnership obligations to protect the environment by responding to all potential pollution incidents.	April 2004	TBA by Project Manager
33	Community Safety	Senior Ops Manager	Continue to attend animal rescues where it is safe to do so and where it is confirmed that an animal's life is at risk or the animal is known to be suffering.	April 2004	TBA by Project Manager
33	Community Safety	Senior Ops Manager	Continue to deliver our normal damage limitation service and continue to make minor charges for the equipment we lend on a short-term basis to occupiers.	April 2004	TBA by Project Manager
34	Community Safety	Senior Ops Manager	Under normal conditions, i.e. not a period of extreme weather, spate call conditions or national disaster, try to reach all genuine 999 (112) callers in rural areas within 20 minutes and in urban areas within 10 minutes of dispatch.	1 st April 2004	TBA by Project Manager
35	Community Safety	Senior Ops Manager	Introduce a dynamic mobilising policy to allow Brigade Control staff to vary the number of fire engines we send to an emergency.	1 st April 2004	TBA by Project Manager
35	Community Safety	Senior Ops Manager	Introduce defined performance standard for Fire Officers attending 999 (112) calls.	1 st April 2004	TBA by Project Manager

WILTSHIRE AND SWINDON FIRE AUTHORITY INTEGRATED RISK MANAGEMENT ACTION PLAN

Action Plan - Year 2 (2005/6)

1. Review progress in community safety.
2. Review progress of the new Management Information Systems (MIS) and Performance Management Systems (PMS).
3. Review utilisation of risk based MIS and GIS at fire stations.
4. Review and refresh key staff training in the IRM risk assessment methodology.
5. Review and draft the second risk-based budget for 2005/2006.
6. Review new Local Performance Indicators based on IRMP objectives.
7. Introduce robust, risk based, Area and Station planning processes.
8. Submit new risk-based deployment plan to Fire Authority.
9. Submit new risk-based staffing plan to Fire Authority.

WILTSHIRE AND SWINDON FIRE AUTHORITY INTEGRATED RISK MANAGEMENT ACTION PLAN

PAGE REFERENCE	PROJECT	PROJECT MANAGER	OBJECTIVE	START	FINISH
YEAR 2 - PREVENTION					
24	Community Safety	Senior Ops Manager	A review of the roles of the Community Safety section's management structure and support team.	April 2005	TBA by Project Manager
24	Community Safety	Senior Ops Manager	Developing and improving our Schools Fire Safety Education Programme.	April 2005	TBA by Project Manager
24	Fire Safety	Senior Fire Safety Manager	Continue to develop our arson prevention strategies.	April 2005	TBA by Project Manager
25	Fire Safety	Senior Fire Safety Manager	Develop new strategies and programmes to enable us to help reduce business losses.	April 2005	TBA by Project Manager
25	Community Safety	Senior Ops Manager	Review road accident and prevention training scheme.	April 2005	TBA by Project Manager
28	Fire Safety	Senior Fire Safety Manager	Develop a risk-based enforcement strategy for fire safety strategy.	April 2005	TBA by Project Manager
28	Fire Safety	Senior Fire Safety Manager	Develop an education and training programme for the business community.	April 2005	TBA by Project Manager
28	Fire Safety	Senior Fire Safety Manager	Publicise the free fire safety advice service against background of new fire safety law.	April 2005	TBA by Project Manager
YEAR 2 - PROTECTION					
26	Fire Safety	Senior Fire Safety Manager	Continue to support the widespread installation of domestic sprinklers, particularly for high risk groups.	April 2005	TBA by Project Manager
27	Fire Safety	Senior Fire Safety Manager	Continue to promote the installation of sprinklers in schools.	April 2005	TBA by Project Manager
27	Community Safety	Senior Ops Manager	Continue to fit smoke detectors provide a free home fire safety check service and continue to install smoke alarms free of charge wherever we encounter someone in an at risk group.	April 2005	TBA by Project Manager
28	Community Safety	Senior Ops Manager	We will continue to educate domiciliary workers and maintain our links with them.	April 2005	TBA by Project Manager

WILTSHIRE AND SWINDON FIRE AUTHORITY INTEGRATED RISK MANAGEMENT ACTION PLAN

YEAR 2 - INTERVENTION					
PAGE REFERENCE	PROJECT	PROJECT MANAGER	OBJECTIVE	START	FINISH
29	Community Safety	Senior Ops Manager	Develop Positive Pressure Attack (PPA) as part of our intervention risk reduction programme.	April 2005	TBA by Project Manager
30	Community Safety	Senior Ops Manager	Develop the Co-responder scheme to cover all our Wiltshire and Swindon Fire Stations.	April 2005	TBA by Project Manager
33	Community Safety	Corporate Services	We will explore the potential to recover costs of pollution control following road traffic crashes from vehicle owners' insurance companies.	April 2005	TBA by Project Manager
33	Community Safety	Senior Ops Manager	Explore better partnership opportunities, particularly with the RSPCA to ensure we are only called to incidents where we are genuinely needed.	April 2005	TBA by Project Manager
33	Community Safety	Senior Ops Manager	Review our attendance at non-emergency Special Service Incidents such as lift incidents and lockouts.	April 2005	TBA by Project Manager
38	Community Safety	Senior Ops Manager	Conduct a review of water supplies for firefighting to ensure they meet existing needs and to establish any possible areas of rationalisation.	April 2005	TBA by Project Manager
34	Community Safety	Senior Ops Manager	Explore better ways to provide a smaller scale damage limitation service in partnership with insurance companies and commercial organisations.	April 2005	TBA by Project Manager
35	Community Safety	Senior Ops Manager	Develop the new capability to deal with search and rescue work.	April 2005	TBA by Project Manager

Statutory Duties

Appendix 2

The following extracts show the main statutory duties placed on the Fire Authority. It is expected that when it is enacted the Fire Services Bill will change or modify some of these duties.

Fire Services Act 1947

Section 1 (1) it shall be the duty of every Fire Authority in Great Britain to make provision for firefighting purposes and, in particular, every Fire Authority shall secure:

- The services for their area of such a Fire Brigade and such equipment as may be necessary to meet efficiently all normal requirements;
- Efficient training of the members of the Fire Brigade;
- Efficient arrangements for dealing with calls for the assistance of the Fire Brigade in case of fire and for summoning members of the Fire Brigade;
- Efficient arrangements for obtaining by inspection or otherwise, information required for firefighting purposes with respect to the character of buildings and other property in the area of the Fire Authority, the available water supplies and the means to access thereto, and other material local circumstances;
- Efficient arrangements for ensuring that reasonable steps are taken to prevent, or mitigate damage to property resulting from measures taken in dealing with fires in the area of the Fire Authority; and
- Efficient arrangements for giving, when requested, advice in respect of buildings and other property in the area of the Fire Authority as to fire prevention, restricting the spread of fires, and means of escape in case of fire.

Fire Precautions Act 1971

Section 18 (1) It shall be the duty of every Fire Authority to enforce within their area the provisions of this Act and of regulations made under this Act, and for that purpose to appoint inspectors.

Fire Precautions (Workplace) Regulations 1997

Section 10 (1) It shall be the duty of every Fire Authority to enforce within their area the workplace fire precautions legislation.

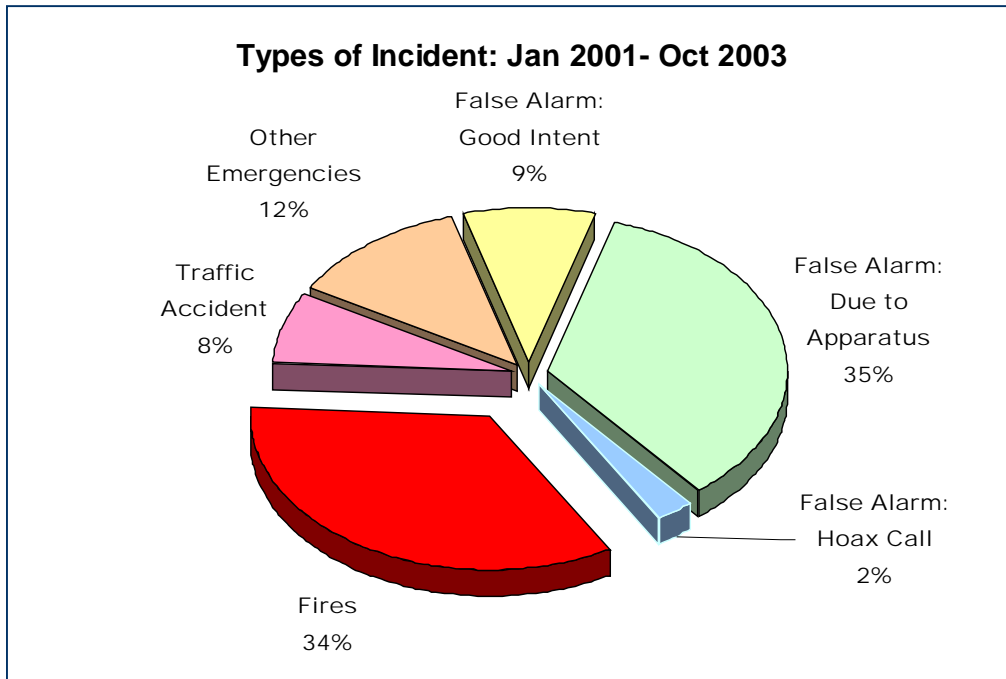
Local Government Act 1999

Section 3 (1) A Best Value Authority must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

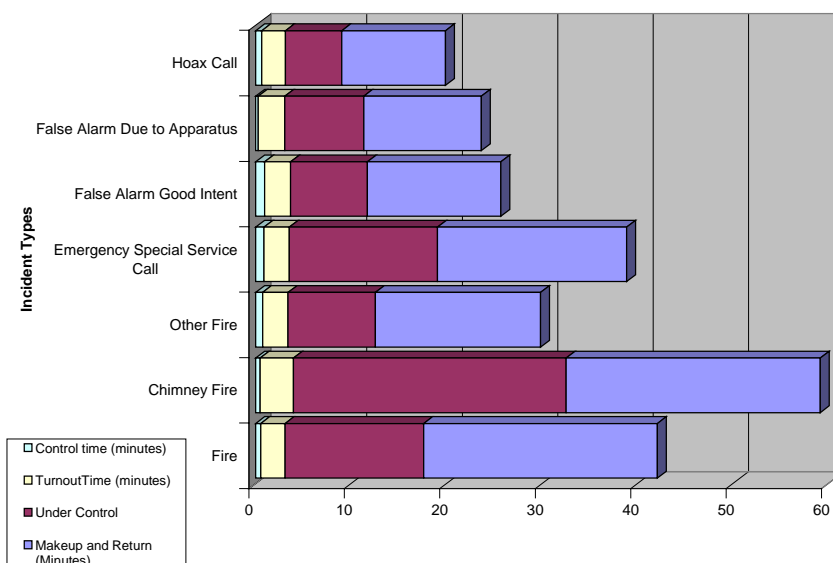
Example Incident Statistics

Appendix 3

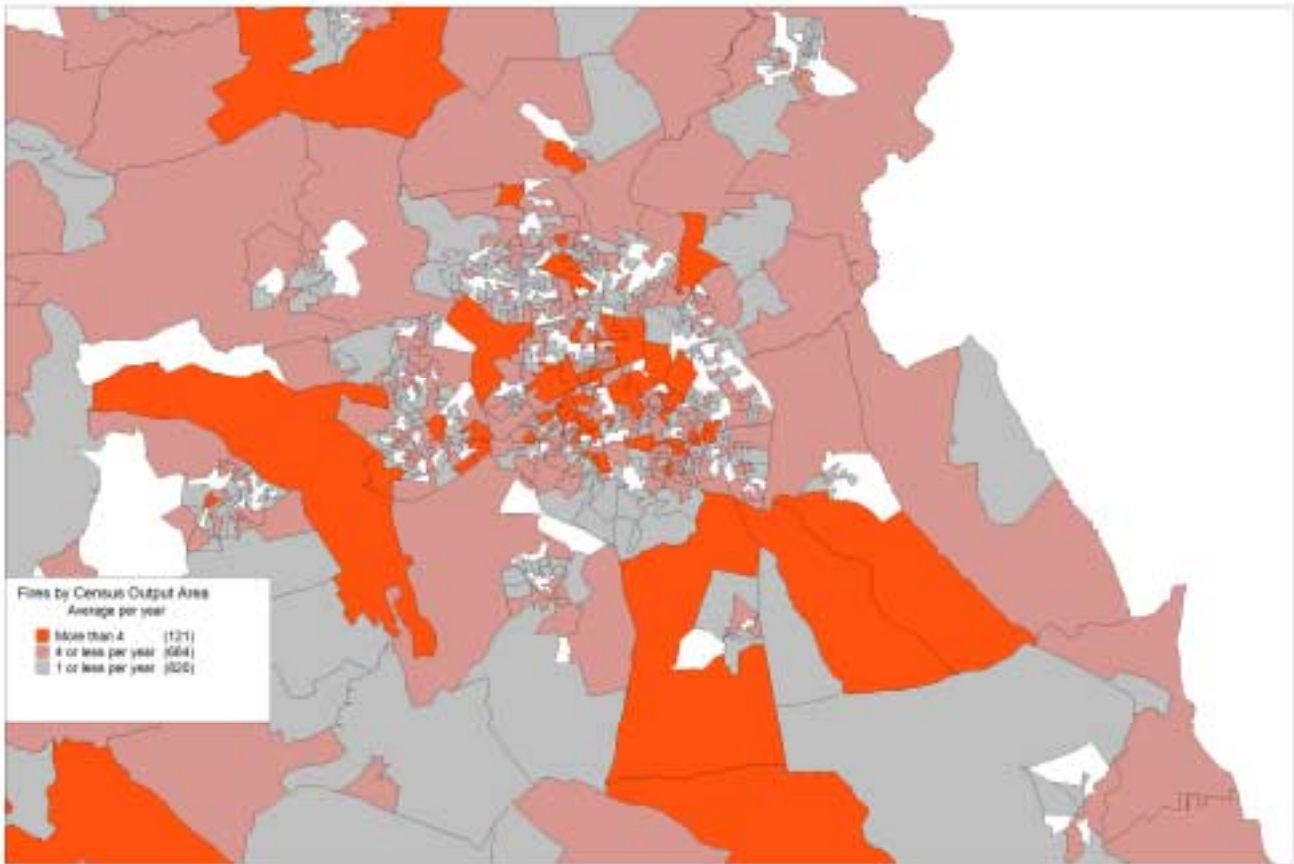
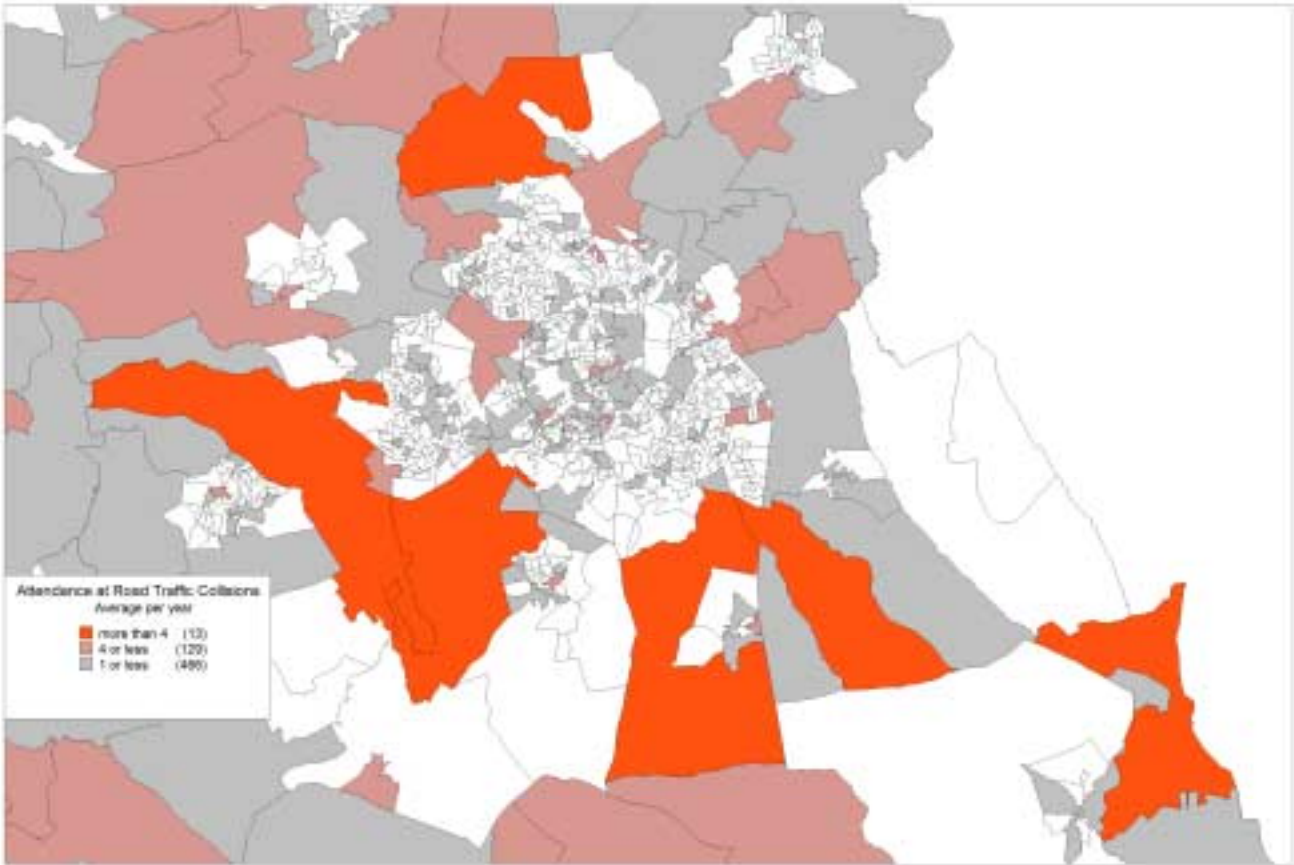
Year	Total Incidents used in analysis	Fires	Chimney Fires	Other Fires	Emergency Special Service Calls	False Alarm Good Intent	False Alarm Due to Apparatus (UFS)	Hoax Calls	Over Border
2001	8596	1531	268	1050	1542	733	2976	253	219
2002	8131	1357	195	947	1678	709	2837	153	230
2003	8758	1442	234	1466	1667	793	2726	177	236



Average Times for Incident Types



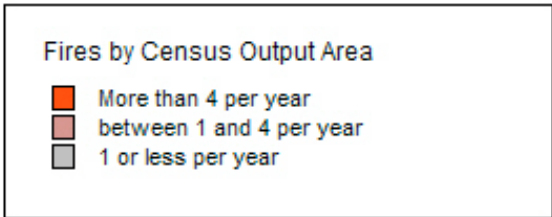
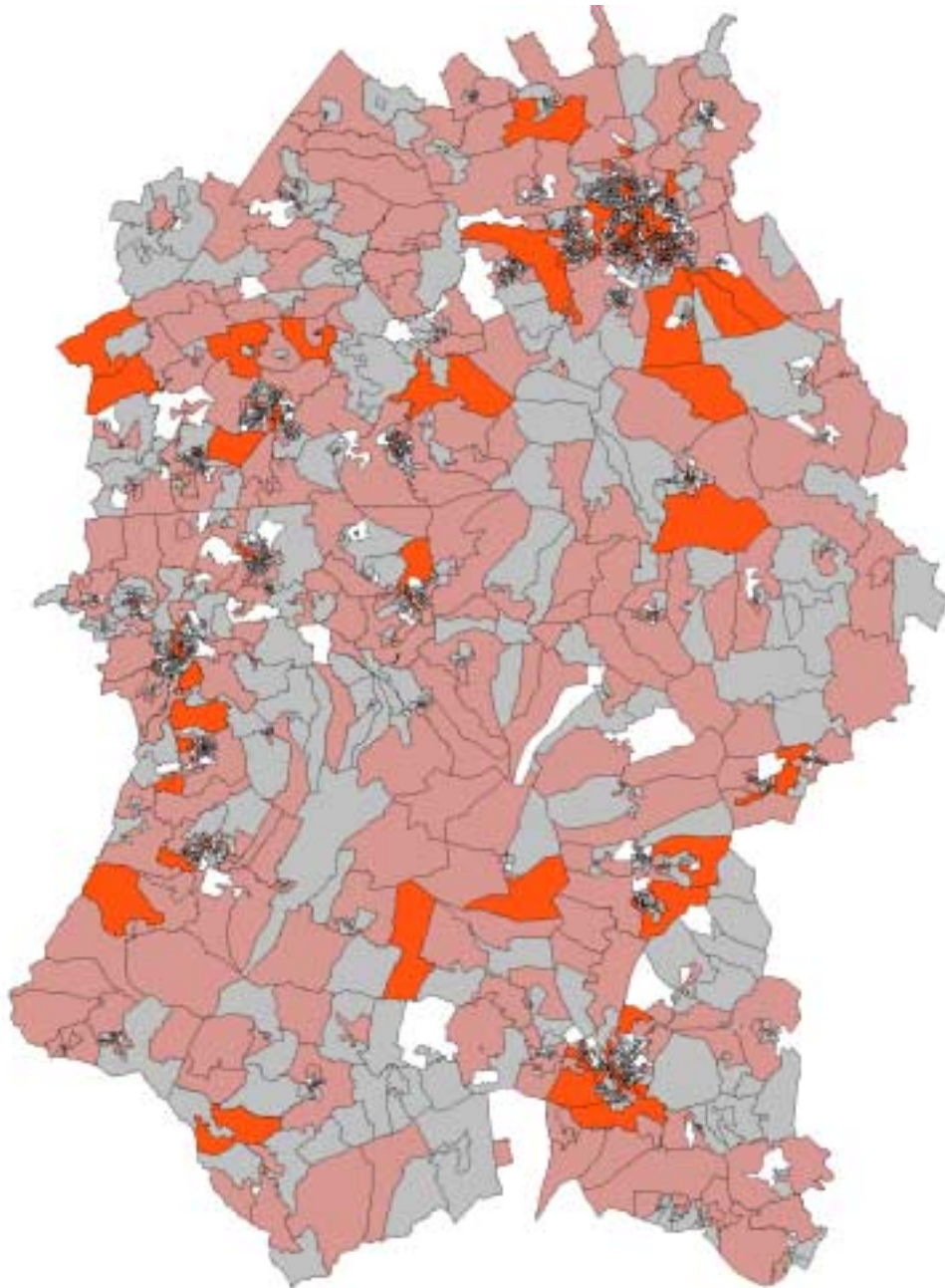
Source Appendix 3: Wiltshire Fire Brigade Incident data cleansed and plotted by IRMP support team



Comparison of fire calls and road traffic collision data shows the contrasting geographical demands placed on Wiltshire Fire Brigade. (Example Area: Swindon)

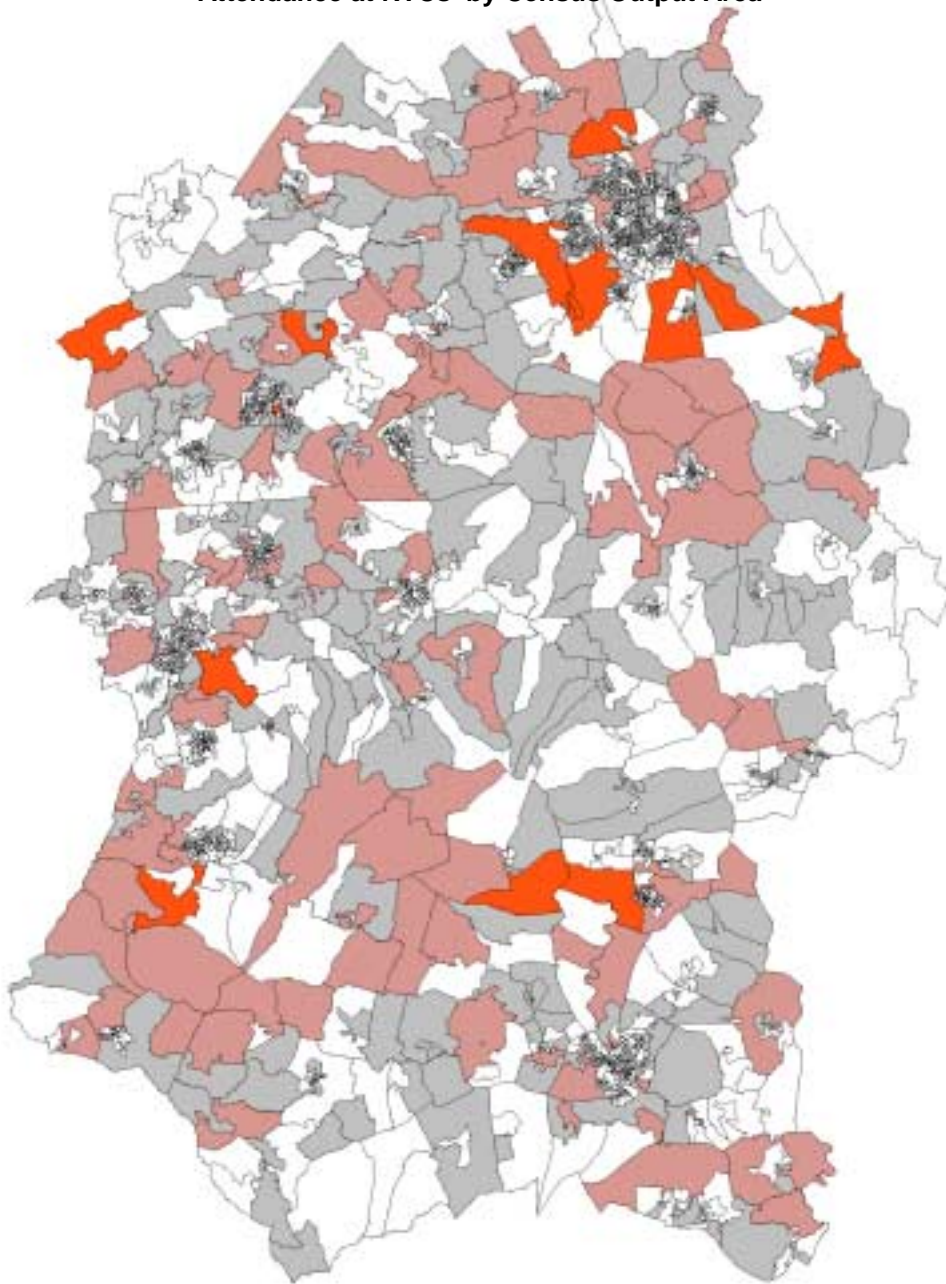
Plotting of historical incident data can be used to target prevention, protection and intervention.

Fires by Census Output Area



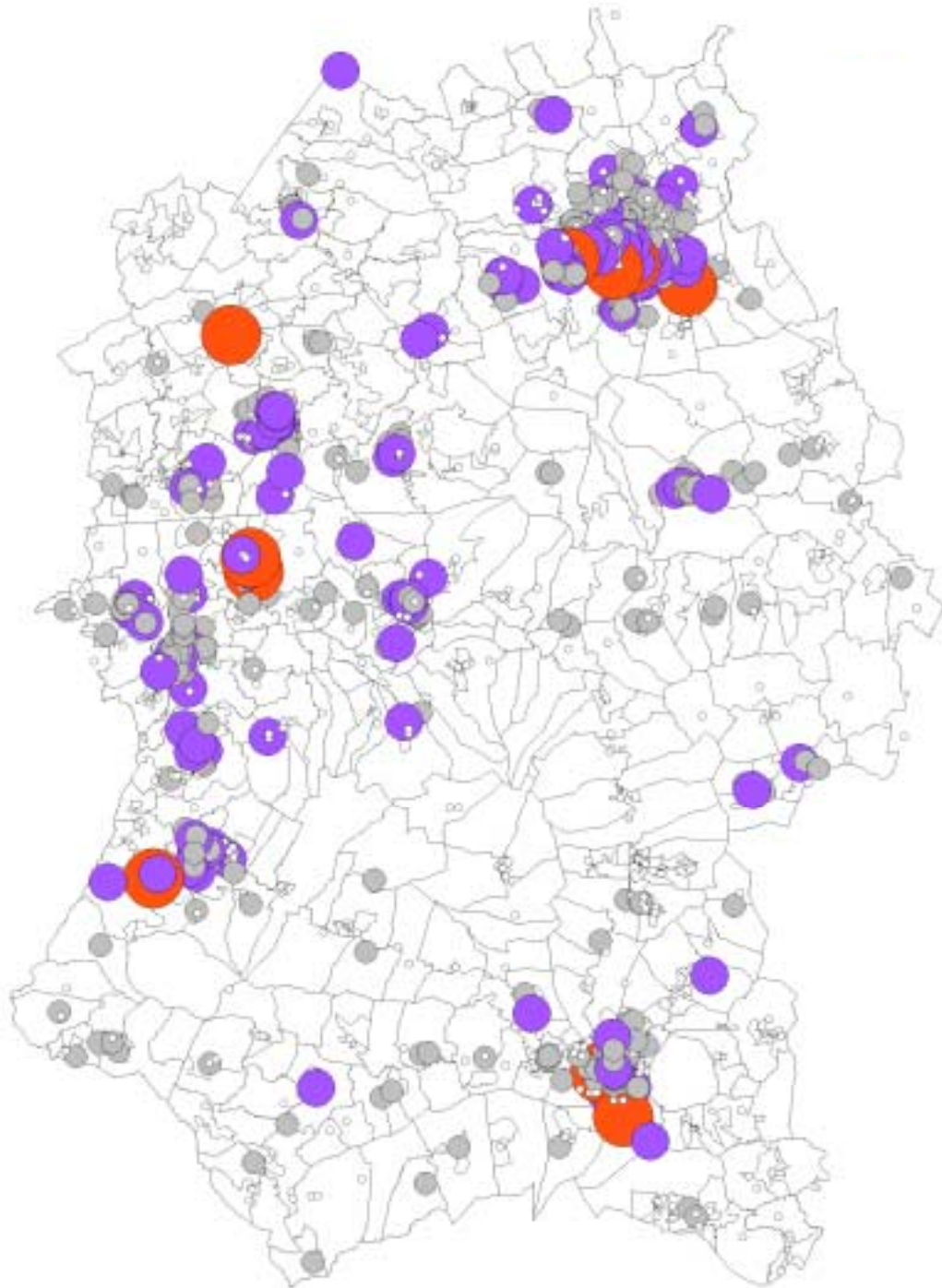
Road Traffic Collisions by Census Output Area

Attendance at RTCs by Census Output Area



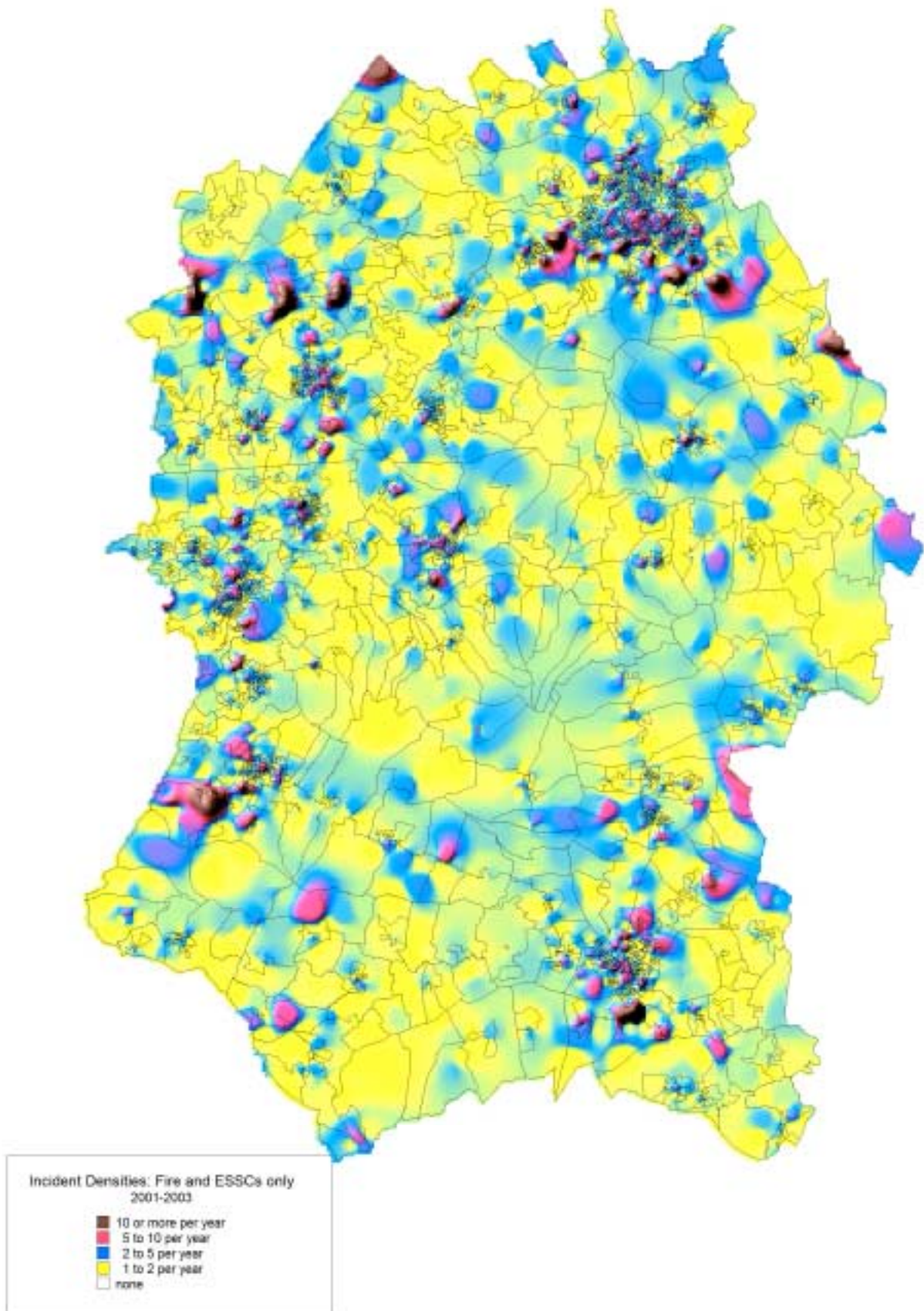
Road Traffic Collisions by Output Area

- More than 4 per year
- between 1 and 4 per year
- 1 or less per year



This map of Wiltshire shows the location of the main sources of Unwanted Fire Signals. The highest number from one location is 140 per year.

Example of predictive analysis:
Historical incident data used to map high risk areas



Fire Service Duty Systems

Appendix 4

This appendix shows the range of fire service duty systems.

Shift Duty System (firefighters and Control Staff)

Firefighters working the shift duty system work a 42 hour week based around 2 x 9 hour days followed by 2 x 15 hour nights, followed by four rest days off duty. Working time is spent on activities such as training, community fire safety, operational incidents, equipment maintenance and gathering risk information on commercial premises in case of fire. A certain amount of time at night is spent on stand-by duties.

The Office of the Deputy Prime Minister recently published a White Paper titled "Our Fire and Rescue Service" that proposes a vision for a modernised Fire Service. The paper when referring to the current shift pattern states: "Although the current shift pattern is popular with many current firefighters, it does not necessarily suit the needs of either the service or of the community it is meant to serve". The paper gives examples of work patterns that illustrate how Fire Authorities could deliver a more effective and efficient Fire Service that matches resources to demand.

Day Crewing

Firefighters working the day crewing duty system work 3 x 24 hour days on duty and 3 days off. When on duty day cover firefighters give operational fire cover from home in the evening and at night. Firefighters on this system are paid the same salary as a Firefighter on the shift duty system and receive additional payments for responding to incidents in the evening and at night. In Wiltshire Day Crewing staff are required to live within close proximity to the fire station in order to respond to fire calls at night or when at home on standby. For this reason they receive a rent allowance to assist them with housing costs.

Day Duty

Day duty staff are usually employed in specialist functions, such as Fire Safety Inspecting Officers. Staff employed on day duties currently work a nine-day fortnight, for example, Monday to Friday one week and then Monday to Thursday the following week.

Retained

Retained firefighters are members of the community who normally have other employment and when required, respond to an incident from their place of work or from home. Retained firefighters are paid an annual retaining fee and receive payments for each incident attended and payments for training sessions. The majority of firefighters in Wiltshire are retained staff.

Flexible Duty

Supervisory Officers of Station Manager to Group Manager role are conditioned to a flexible duty system. They spend 48 hours per week on management and administrative duties, attending incidents, conducting training and on emergency calls and fire safety duties. They also provide operational cover from home during the evening and weekends up to an additional 30 hours per week.

Principal Officers

There are three Principal Officers in a Brigade Management role. They work a continuous duty system. This requires such Officers to work and be available for a wide range of work-based commitments every day throughout the year on a 24-hour basis, except when on leave. The reason the Brigade requires a minimum of three Principle Officers is because in addition to managerial duties they are all serving Fire Officers who respond to incidents. Because of the extensive range of risks and the volume of an emergency service, there must always be at least one Principle Officer on duty ready to respond to an emergency.

Glossary of Terms

Primary Fire	Fires involving buildings, vehicles and other methods of transport, caravans, trailers and mobile homes, outdoor storage, plant and machinery, agricultural and forestry premises, including standing crops and forests/woods, any Secondary Fire involving casualties, fatalities or rescues and any Secondary Fire requiring five or more appliances
Secondary Fire	Any fire not listed above including rubbish and rubbish containers, grass and stubble, derelict buildings and vehicles, street furniture and generally anything of little or no value
False Alarm Good Intention (FAGI)	Any fire call that was made in good faith in the belief the Fire Brigade would attend a real fire
False Alarm Malicious (FAM)	Any fire call that was made with the intention of getting the Fire Brigade to attend a non-existent fire related event
Automatic Fire Alarm (AFA)	Any fire call that was initiated or made in response to a fire alarm or fixed firefighting equipment operating
Emergency Special Service Call (ESSC)	Any non-fire related incident
Arson	Any fire ignited with malicious intent
Fire Injury Fatal	Any person who dies as a direct or indirect result of injuries received at a fire (within 3 months)
Fire Injury Non Fatal	Any person injured as a direct result of a fire who required more medical treatment that could be given at the scene
New Dimensions	Provision made for major incidents such as terrorist attack