

**To: The Clerk
The Lothian and Borders Fire and Rescue Board**

REPORT: THE LOTHIAN AND BORDERS FIRE AND RESCUE BOARD

REPORT NO. 10/2005

SUBJECT: INTEGRATED RISK MANAGEMENT

SERVICE IMPROVEMENT PLAN 2005/2010

1. INTRODUCTION

1.1 The year 2 Integrated Risk Management Plan was agreed by the Board. The Plan sets out the Board's strategy for a shift from operational (intervention) focus to a prevention focus. The relevant objectives, in relation to this report, within our year 2 plan are to:

- *review the location of our stations to ensure they best meet our response needs;*
- *review the working patterns of the staff in our fire stations to ensure they are best suited to meet the organisation's needs; and*
- *increase our community based prevention work.*

1.2 The attached paper *Making Safer Communities – Service Improvement Plan 2005/2010*, Appendix 'A', sets out proposals for an Improvement Plan to meet these objectives over a nominal five-year period as well as meeting the requirements advised by the Scottish Executive.

1.3 The changes are designed around a number of criteria, specifically that:

- *there is an overall improvement of service to the community within each constituent Council area;*
- *there is significant improvement in prevention and community safety work;*
- *there are improvements to areas of operational provision;*
- *there will be no change to the target for the first fire appliance in attendance; and*
- *we will continue to mobilise a fully capable team to each incident.*

We will develop these changes in consultation with our Constituent Councils.

2. BACKGROUND

2.1 The Fire (Scotland) Act 2005 requires Scottish Ministers to prepare a Fire & Rescue Framework setting out priorities and objectives as well as guidance for Fire & Rescue Authorities.

- 2.2** Fire & Rescue Authorities are required to develop Integrated Risk Management Plans. This is explicit in the Fire & Rescue Framework for Scotland.
- 2.3** The Act requires Fire & Rescue Authorities to have regard to the Fire & Rescue Framework when carrying out their functions. Scottish Ministers have the power to intervene if Authorities fail to act in accordance with the Framework.
- 2.4** It follows, therefore, that the direction given in respect of Integrated Risk Management Plans and, indeed, the need to prepare them, is a requirement. The draft Framework states that IRMPs will, amongst other things, set out each Fire & Rescue Authority's strategy for:
- Reducing the number and severity of fires, and in collaboration with other agencies, road traffic accidents and other emergency incidents occurring in the area for which it is responsible;
 - Reducing the severity of injuries in fires, road traffic accidents and other emergency incidents;
 - Sustaining and improving the safety of Fire and Rescue Service staff and the general public;
 - Reducing the commercial, economic and social impact of fires and other emergency incidents;
 - Safeguarding the environment and heritage (both built and natural); and
 - Providing value for money.
- 2.5** The previous Standards of Fire Cover which have operated for a considerable period of time were revoked on 31 March, 2005. It is now a formal requirement on Authorities to define the levels and types of service they provide through the IRM planning process. Extensive guidance has been issued by the Scottish Executive in how they should be developed. Details are included in Fire Service Circulars 7/2003 and 11/2003.
- 2.6** Paragraph 6 of Chapter 2 of the draft Framework states:
- ‘An IRMP must set out an authority's assessment of local risk to life and property and, in line with this analysis, how it is going to deploy its resources to tackle these risks and improve the safety of all sections of society. The IRMP should identify the ways in which the authority can work in partnership with neighbouring authorities and other agencies to deliver improved public safety. It should develop these relationships and build upon the lessons learned. It must also set out the targets an authority will set itself and the standards it will apply to meet the specific pattern of local risk. This will be done in the context of its statutory duty to secure continuous improvement and achieve best value for its local council taxpayers. The IRMP itself should be a strategic, forward-looking document with the approach and detail of business and change management plans. Annual action plans, which may be produced separately or integrated with the main plan, will set out what the authority plans to do in the year ahead. Fire and Rescue Authorities should ensure that

their IRMPs are both accessible – to the public, business and other stakeholders – and easy to understand.’

- 2.7 It is clear from the direction now given by the Scottish Executive that Fire & Rescue Authorities are under an obligation to review the services which they provide through the IRMP process.

Service Improvement Plan 2005/2010 (Appendix ‘A’) seeks to take those requirements forward.

- 2.8 Important considerations in relation to the Service Improvement Plan are the Fire (Scotland) Act 2005, and Supplementary Orders, which have yet to be implemented by the Scottish Executive.

I have sought clarification on progress with these issues and a response from the Scottish Executive is attached at Appendix ‘B’.

This suggests that the Act (and the Additional Functions Order) will commence in late July 2005. The Order will, subject to some minor amendments, be largely as proposed in its earlier consultation paper (copy attached at Appendix ‘C’)

Although formal confirmation of this will follow commencement of the Act and publication of the Additional Functions Order, I am satisfied that we can progress to consultation on the Service Improvement Plan.

3. IMPROVEMENT PLANS

3.1 East Lothian

Improvements implemented or planned for East Lothian include:

- a general increase in community safety activity;
- a permanent home safety visit programme (in partnership);
- a permanent youth initiative programme;
- an enhanced fire investigation service;
- an enhanced response to fires where persons are involved;
- enhanced operational cover in certain areas.
- the relocation of Musselburgh Fire Station to the Wallyford area;
- introducing the concept of a community fire station for the benefit of the whole of the East Lothian community;
- enhancing the capability of the new station with the provision of an Incident Support Unit;

3.2 Capacity for these changes will come from:

- previously agreed reduction in attendance to automatic false alarm calls;
- previously agreed changes to working time for wholetime staff;
- The proposed re-location of Musselburgh Fire Station.
- the subsequent closure of Tranent Fire Station

4.

4.1 City of Edinburgh

Improvements implemented or planned for the City of Edinburgh include:

- a general increase in community safety activity;
- a permanent home safety visit programme (in partnership);
- a permanent youth initiative programme;
- an enhanced fire investigation service;
- an enhanced response to fires where persons are involved;
- an improved geographical distribution of stations based on existing and planned communities.
- the relocation of McDonald Road Fire Station towards the north of Leith;

4.2 Capacity for these changes will come from:

- previously agreed reduction in attendance to automatic false alarm calls
- previously agreed changes to working time for wholetime staff;
- the relocation of Marionville's fire appliance to Newcraighall and the relocation of Marionville's specialist vehicle to the new station in the Wallyford area;
- the subsequent closure of Marionville Fire Station.

5.

Midlothian

5.1 Improvements implemented or planned for Midlothian include:

- a general increase in community safety activity;
- a permanent home safety visit programme (in partnership);
- a permanent youth initiative programme;
- an enhanced fire investigation service;
- an enhanced response to fires where persons are involved;
- enhanced operational cover in certain areas.
- a new team of wholetime staff based at Penicuik Fire Station, supporting our retained staff and working a new shift pattern.

5.2 Capacity for these changes will come from:

- previously agreed reduction in attendance to automatic false alarm calls;
- previously agreed changes to working time for wholetime staff;

6.

6.1 West Lothian

Improvements implemented or planned for West Lothian include:

- a general increase in community safety activity;
- a permanent home safety visit programme (in partnership);
- a permanent youth initiative programme;
- an enhanced fire investigation service;
- an enhanced response to fires where persons are involved;
- enhanced operational cover in certain areas;
- a new team of wholetime staff based at Whitburn Fire Station, supporting our retained staff and working a new shift pattern;

- 6.2 Capacity for these changes will come from:
- previously agreed reduction in attendance to automatic false alarm calls;
 - previously agreed changes to working time for wholetime staff;
 - a new crewing arrangement for one of the fire appliances at Livingston Fire Station based on a combination of wholetime and retained crews working a new shift system

7.

7.1 **Scottish Borders**

Improvements implemented or planned for the Scottish Borders include:

- a general increase in community safety activity;
- a permanent home safety visit programme (in partnership);
- a permanent youth initiative programme;
- an enhanced fire investigation service;
- an enhanced response to fires where persons are involved;
- enhanced operational cover in certain areas.
- a new team of wholetime staff based at Duns Fire Station, supporting our retained staff and working a new shift pattern;

7.2 Capacity for these changes will come from:

- previously agreed reduction in attendance to automatic false alarm calls;
- previously agreed changes to working time for wholetime staff;
- the removal of the third pump from Hawick Fire Station;
- the closure of Melrose Fire Station.

8. **RESOURCE SUMMARY**

| | PRE-Implementation | POST-Implementation |
|-------------------------|---------------------------|----------------------------|
| Wholetime Stations | 13 | 12 |
| Wholetime Station Staff | 608 | 608 |
| Retained Stations/Units | 26 | 24 |
| Retained Station Staff | 310 | 295 |
| Appliances | 58 | 55 |

9. **FINANCIAL CONSIDERATIONS**

9.1 The Capital net investment requirement is estimated at £8.5m. This includes the estimated cost of relocation of the Service Training Unit from McDonald Road and is net of estimated Capital receipts. Summary details are:

| Capital Requirements | Financial Years 2006/07 – 2010/11 |
|---|--|
| Integrated Risk Management Plan requirement | £6.1M |
| Relocation of Training Centre | £6.4M |
| Total Gross Capital Expenditure | £12.5M |
| Capital receipts | (£4.0)M |
| Net Capital Requirement | £8.5M |

- 9.2** Capital expenditure within the service is funded through specific Capital grant. The current levels, would be unlikely to sustain the investment requirement arising from IRMP. Existing Capital consents are required to maintain the existing service infrastructure. Significant additional amounts, such as required from the IRMP process, could not be met from within existing consent levels without significantly adversely affecting ongoing investment requirements across the Service.
- 9.3** The prudential borrowing arrangements enable Authorities to decide, in addition to levels funded through Capital grant, of further levels of Capital spending, having taken their own judgement about the affordability of repayments.
- 9.4** In the normal course of events, this could be considered. However, the draft Fire and Rescue Framework also identifies that transitional funding, provided to meet the national pay award, must be self-financing over time. These additional costs require to be absorbed to existing funding levels by 31 March, 2008. Specifically, Authorities will be expected to have absorbed additional costs by making savings through modernisation as agreed by the parties to the June 2003 pay agreement.
- 9.5** As mentioned above, investment in Service Improvement issues, from within existing Capital resources could only be achieved at the expense of existing infrastructure investment requirements.
- 9.6** Consequently, the Executive requires to consider how funding can be provided to meet its requirements arising from the IRMP process, and to determine whether additional Capital consents will be provided to support Service Improvements.
- 9.7** The Revenue budget impact of the Service Improvement Plan is estimated at a reduction of £140,000 per annum but this must be viewed in the wider modernising context.
- 9.8** The creation of an ‘earmarked’ Capital reserve from Revenue underspend is being examined by the Treasurer.

10. THE NEXT STAGE

Subject to Board consideration, the Improvement Plan will be issued for formal consultation for a 90-day period commencing 1 August 2005. Details of consultees are at 'Appendix D'.

The outcome of this consultation will be reported to the Fire and Rescue Board early in 2006 for formal determination.

Apart from changes which may arise from the consultative process, there are potential impacts consequential to the issue of the Fire and Rescue Framework for Scotland, and Orders emanating from the Fire (Scotland) Act. Any impacts from these will be reported to the Fire and Rescue Board.

11. RECOMMENDATIONS

The Fire Board is asked to:

- (a) consider and comment on the Service Improvement Plan;
- (b) agree the Service Improvement Plan for issue in formal consultation;
- (c) note that the results of the consultation will be reported to the Fire and Rescue Board in 2006 for formal determination;
- (d) note that the Fire (Scotland) Act and the Additional Functions Order are yet to be commenced; the Fire and Rescue Service framework is yet to be formally published; and that any implications arising from these will be reported to the Fire and Rescue Board;
- (e) note that representation will be made to the Scottish Executive for Capital funding to support the Service Improvement Plan; and
- (f) otherwise to note the position at this time.

**BRIAN ALLAWAY
CHIEF FIRE OFFICER**

June 2005