

# A SAFER CHESHIRE

THE RIGHT PEOPLE WITH THE RIGHT SKILLS AND  
THE RIGHT EQUIPMENT IN THE RIGHT PLACE AT THE RIGHT TIME

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# A SAFER CHESHIRE



I.R.M.P (Integrated Risk Management Plan)



# INTRODUCTION:

## FOREWORD BY THE CHAIRMAN AND CHIEF FIRE OFFICER

This is the first year in which the overall Corporate plans of Cheshire Fire Authority have included, as a major component, an Integrated Risk Management Plan (IRMP), the new means by which fire and rescue services plan their community safety and emergency work.

The aim of IRMPs is to provide for a more holistic approach to integrate prevention, protection and emergency response, in order to promote and provide community health, safety, welfare and security. This necessitates a need to approach partnerships and continuous improvement in a new way and to apply greater flexibility in the approach of the Authority to the deployment and use of their resources, to target those most at risk and most vulnerable.

The IRMP provides a strategic dimension to the design blueprint for the future of fire and rescue services, and accommodates the vision of Government, in a local, regional and national context for the fire service.

It is not a fixed view. Rather, it represents our current, considered view now about the changes needed over the coming years, to make Cheshire a safer place in which to live, work and travel. It is the means by which the needs of the communities we serve and have served over many years, will continue to be met, taking account of continuing and changing risk factors. We will provide-

***the right people with the right skills and the right equipment in the right place at the right time***

Whilst the traditional approach to providing a fire service is being overhauled and some bold changes are planned, it is essential to be clear about the evidence for change. The Authority is very clear about the need to focus efforts on things that lead directly to improvements for the communities served, whilst at the same time not compromising public or firefighters' safety. Best practice will be sought world-wide, and from whatever business sector it may come.

We hope this plan will be interesting, stimulating and informative and that the changes contained within it will be well argued, and, therefore, supported.

Following consultation on our Draft Plan, conducted between November 2003 and March 2004, this final plan incorporates, where appropriate, feedback from members of the public, key external stakeholders and fire service personnel.

In conclusion, we would stress our commitment to the communities of Cheshire, Halton and Warrington in providing a modern organisation, focused upon and connected with people and communities and delivering world-class fire and rescue services that represent excellent value for money.



Chair of Fire Authority  
John Joyce



Chief Fire Officer  
Steve McGuirk

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### What Is An IRMP?

The Government first voiced the need for a new vision for a modern fire and rescue service, in its White Paper "Our Fire and Rescue Service".

The new fire and rescue vision is about being:

- Proactive in preventing fires and other risks;
- Supportive of the government's wider agenda of social inclusion, neighbourhood renewal and crime reduction;
- Effective in terms of the institutional arrangements that support its role and purpose;
- Well managed and effective; and
- Committed to developing and adapting to changing circumstances, including the growing threat of terrorism.

The White Paper also introduced the concept of **Integrated Risk Management** and identified the need for all fire authorities to produce **Integrated Risk Management Plans (IRMPs)**.

Integrated Risk Management involves, firstly, the need to undertake a risk assessment of the risks faced by a modern society that directly or indirectly influence the activities of the Fire and Rescue Service.

Once a risk assessment is made, the Service also needs to take a broader view about how it uses its resources and its influence. It must seek to balance its range of prevention and protection approaches to manage risk, prevent incidents occurring, and to mitigate damage by a flexible and more risk based deployment of resources. This risk management approach has been further supported and embedded within the Fire and Rescue Services Bill 2004 and its supporting National Framework and now, therefore, represents the planning framework of the Fire and Rescue Service.

### Why Are IRMPs Needed?

The purpose of an IRMP, consequently, is to:

- Reduce the number of fires and other emergency incidents;
- Reduce the loss of life in fires and other emergency incidents;

- Reduce the number and severity of injuries in fires and other emergency incidents;
- Reduce the commercial, economic and social impact of fires and other emergency incidents;
- Safeguard the environment and heritage (both built and natural); and
- Provide value for money.

The plan will show how Cheshire Fire Authority has identified the risk to its communities and workforce. It outlines the steps it is proposed to take to manage this risk down, and it identifies the values, aims and key objectives of the Fire and Rescue Service necessary to support the delivery of the plan.

### What Are The Key Objectives And Where Do They Fit?

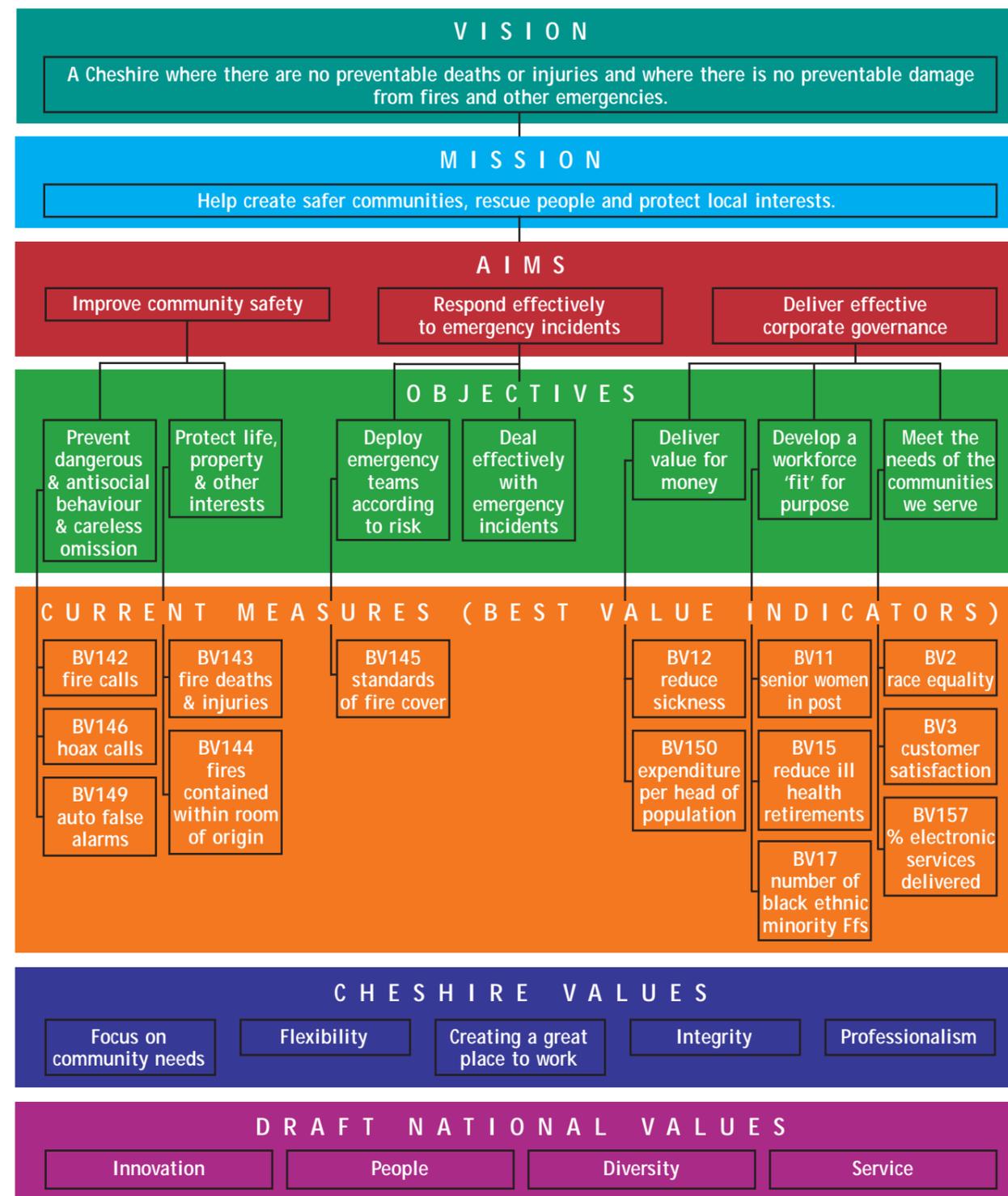
The objectives of the Authority flow from the vision and mission and also support the key activities of the fire and rescue service as outlined in the new National Framework.

Namely:

- Prevent dangerous and anti social behaviour and careless omissions;
- Protect life, property and other interests;
- Deploy emergency teams according to risk;
- Deliver value for money;
- Develop a workforce 'fit' to realise our vision;
- Deal effectively with emergency incidents;
- Meet the needs of the communities we serve.

The links between these strategic elements, i.e. the vision, mission, aims and values are shown in Figure 1. Also shown are the links to the new, national "Core Values" for Fire and Rescue Services.

Figure 1 - Key Objectives



### How Will The Fire Authority IRMP Develop?

Responsibility for the IRMP rests with Cheshire Fire Authority, which has closely monitored the development of the plan. The plan will require the commitment and dedication of the Elected Members and all personnel within the Fire Authority to ensure its aims are met.

Cheshire Fire Authority has developed the plan in line with central government guidance, best practice, feedback following extensive consultation and its own experience.

The plan will continue to evolve, to ensure that changes are clearly identified, beneficial and do not place the communities of Cheshire or firefighters at any increased risk. It will reduce the risks to communities, and provide for appropriate and proportionate responses.

### The Planning Process

The planning process involves the following stages:

- Develop a composite risk profile of the County of Cheshire, including Halton and Warrington (a risk map) and apply relevant planning and analytical tools to project future trends and patterns, and to identify 'predictors' of risk using historic data from a variety of sources;
- Identify the existing arrangements that exist to address this risk profile;
- Identify the current effectiveness of those arrangements in reducing the new definition of the risk faced by the community;
- Identify the potential for improvement in response to risk, and, consequently, how new "control measures" may be developed that, over time, will reduce the risk;
- Devise an action plan, with appropriate monitoring and review mechanisms to implement the changes necessary.

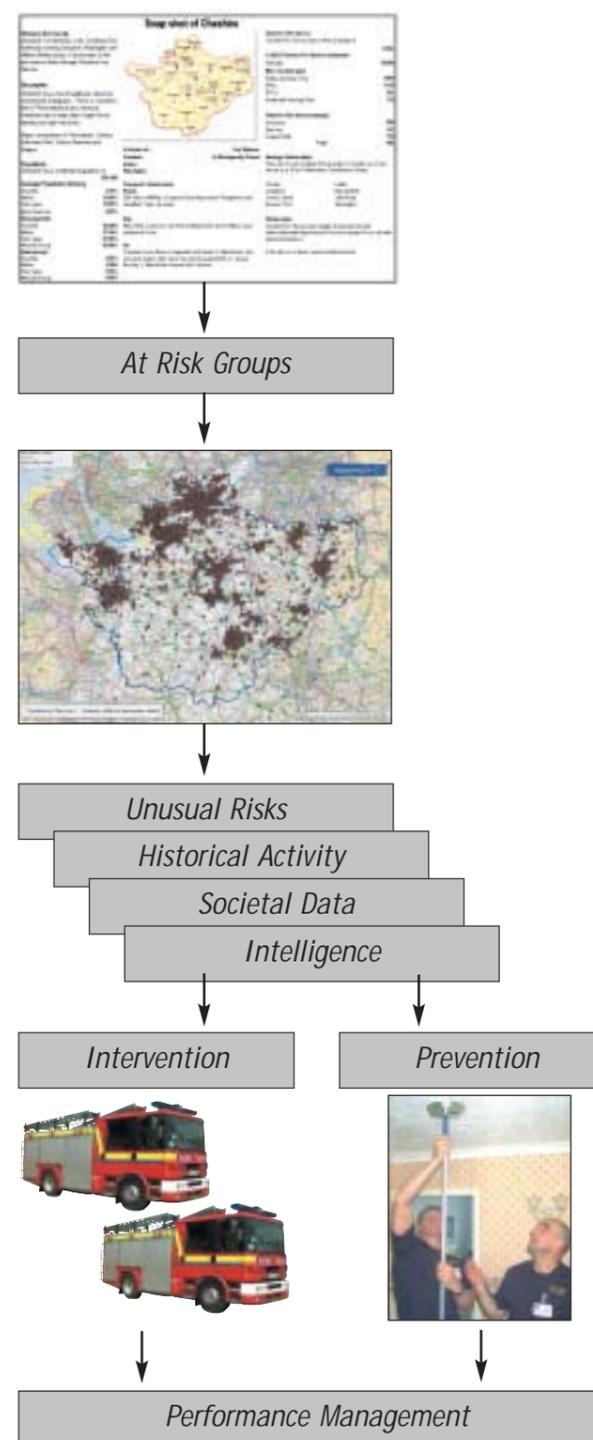
The move from the prescriptive "one size fits all" approach that is currently applied to planning assumptions for the Fire Service, to this risk based approach for the new Fire and Rescue Service will be underpinned by the following four frameworks:

- Risk identification;
- Community risk management;
- Performance management; and
- Regional management.

New performance indicators and performance monitors will also need to be introduced, to allow meaningful assessment of progress throughout the year. This process will promote continuous improvement, and drive the attainment of the Authority's goals to create safer communities within Cheshire, Halton and Warrington.

Figure 2 flow chart identifies the process of integrated risk management planning and, in particular, the "Risk Identification" framework.

Figure 2 - Risk Identification Framework



### Developing New Risk Profiles:

When developing Risk Profiles, we first need to understand the community "make-up" of any local area. This includes Industrial and Commercial risks (identified from the new Regulatory Reform Order), as well as unusual risks such as Hazardous Materials sites, Airports etc.

### Societal Data:

We research social and demographic information, which identifies people who have been hurt or injured or had an accident or fire before, and therefore, helps identify where people are vulnerable. This enables a degree of prediction about who or where they may be at more or most risk. Such information includes the Census, the British Crime Survey and the Fire Statistics Monitor.

### Historical Operational Activity:

Using historical data, we can also look back at incident activity over a number of years. This helps ascertain the likelihood of particular incidents occurring, given the trend that they have consistently occurred over time. This also includes the historical activity to Industrial and Commercial risks, COMAH and unusual risks such as Airports or Hazardous Material Incidents etc.

### Intelligence:

When the two previous elements of societal data and operational activity are brought together, this provides the intelligence and knowledge upon which to base informed decisions that will lead to the appropriate intervention and to plan the use and deployment of resources in light of this better awareness of risk. A risk evaluation methodology is then used.

### Intervention:

We then determine the appropriate emergency response required, i.e. appliances and other specialist resources to deal with emergency situations.

### Loss Prevention:

Intervention measures however, will not just be reactive measures as in the case of emergencies, but may also be preventative in seeking to stop or reduce incidents occurring in the first place, e.g. Home Fire Safety Checks.

### Performance Delivery Groups (PDG):

New Performance Delivery Groups will be able to identify and focus on local issues as times change. These local priorities may differ from National targets or priorities and will be dealt with at local or possibly immediate Station area level.



### The Community Risk Management Framework

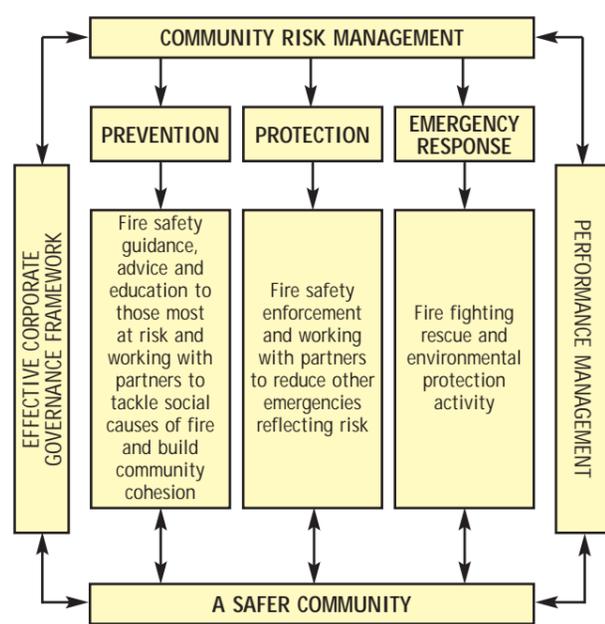
The Fire Authority's plans; the Corporate Plan, the Best Value Plan and the IRMP are now underpinned by accepted risk management methodology. This involves the need to:

- Identify the issues and risks to be addressed;
- Analyse those risks;
- Decide which risks and issues need to be addressed;
- Develop solutions to manage these risks and issues, in so far as is reasonably practicable.

Based on this, a simple framework describing the way both community risk and corporate risk will be managed has been devised.

It draws together the way in which the core components of service delivery, prevention, protection and emergency response, and the key components of corporate planning, corporate governance and performance management interact to deliver a safer community.

Figure 3 – The Community Risk Management Framework



### The Performance Management Framework

Our approach to performance management has four key components:

- Making a positive contribution to achieving improvements in the fire and rescue service nationally within the Fire and Rescue National Framework;
- Putting in place arrangements for robust management of corporate performance, focussed on delivering positive outcomes;
- Managing performance in delivering local initiatives for local people;
- Managing the individual and team performance of the people who work for Cheshire Fire Service through appraisal.

We also use local performance targets to measure progress in meeting local needs within our delivery plans for each group of fire stations. These "groupings" are what make up the new "Performance Delivery Groups (PDGs)" and are aligned to the current district and unitary authority boundaries as identified in figure 4.

Figure 4 – Performance Delivery Group Areas



The new appraisal scheme will ensure that all personnel understand how their role contributes to the achievement of the corporate aims. Their individual objectives and targets will be monitored alongside the Station/PDG objectives and targets.

### Performance Measures

A key feature of an effective performance management framework is the range of measures deployed to monitor performance in priority areas. From the work done so far to develop the scheme of key themes for fire and rescue, it is evident that there are key areas of business for which inadequate measures exist. Figure 1, shown earlier, shows current Government-set outcome measures (BVPI's) as they relate to key areas of business.

It is clear from this, that important areas of our work have no specified measures at a national level. Local measures to ensure performance delivery will now need to be developed. Additionally, other measures are expected from central Government in line with the Fire and Rescue Services Bill and the new National Framework.

### Targets

Central Government have, in fact, so far set only two key targets to be achieved through delivery of the National Framework:

- To reduce the number of accidental fire related deaths in the home by 20% averaged over the period 1999-2010 compared with the average for 1994-1999, with a floor target that no Fire and Rescue Authority area will have a fatality rate more than 1.25 times the national average by March 2010.
- To reduce by 10% the number of deliberate fires by March 2010 from the 2001-02 baseline.

These targets have been encompassed within the performance management framework. In line with the need for new performance measures there is also a need to develop a new approach to target setting at both a national and local level. These targets need to be achievable but stretched. This work is now in development.

### The Regional Management Framework

Before the introduction of IRMPs, and the "requirement" for greater regional collaboration from Government, Cheshire already worked closely with its neighbouring North West Authorities i.e. Greater Manchester, Merseyside, Lancashire and Cumbria either collectively in the big group, or in smaller collaborations. These collaborations were managed by an Assembly of Fire Authority

members and Chief Officers. The Authority also continues to collaborate with neighbours on all its boundaries including North Wales, Derbyshire, Staffordshire and Shropshire.

The Fire Service Bill, however, has called for even greater collaboration on six key themes, and has required the introduction of a Regional Management Board (RMB) with the responsibility to deliver these and other collaborative ventures.

A Regional Management Board has now been constituted in the North West- "The North West Fire and Rescue Management Board".

The six key themes for regional collaboration are:

- Control Centres;
- Procurement;
- Training;
- Personnel and Human Resource Management;
- Resilience plans for large scale emergencies and in particular the new terrorist attack threat; and
- Specialist resources such as Incident investigation.

Work is now in hand to develop a Business Plan and work streams against these themes. In addition to the above requirements, through the RMB, we will also seek to collaborate, where beneficial, in a whole range of other issues.

Four other areas being considered include:

- The response to Unwanted Fire Detection Signals and implementation of a new policy;
- Sharing experience and best practice in relation to Home Fire Safety Checks;
- The response arrangements for life risks, in particular to Road Traffic Collisions; and
- A review of the provision of Aerial Appliances.

Section 2 of this IRMP will now develop the identification of risk and demonstrate in detail how the framework outlined above, assists in developing response and intervention options-





### Risk Evaluation Methodology Using Historic Data

The risks involved in the work of a modern fire and rescue service are complex and varied. Consequently, it is difficult to compare "risk to risk" in a meaningful and objective way within the integrated risk methodology. It is important to understand the severity, and frequency of incidents in order to identify trends and patterns, and to be able to plan appropriate deployment of resources. It is also important to understand the different "dynamics" of different emergency situations. Accordingly, the Service has adopted the Health and Safety risk identification methodology. This enables an assessment of levels of risk against the severity in terms of death, injury or disruption, which are categorised as very high, high, medium, low and very low.

**Figure 6**  
- Fire Service Adaptation Of The Health And Safety Executive "Five Steps To Risk Assessment" Indicator (G) 163 1993.

		Likelihood					
		Certain	Very Likely	Likely	May Happen	Unlikely	Very Unlikely
Severity	Multiple Death	100	80	60	40	20	10
	Single Death	80	64	48	32	16	8
	Major Injury /Loss	60	48	36	24	12	6
	Injury /Loss	40	32	24	16	8	4
	Minor Injury Disruption	20	16	12	8	4	2
	Disruption	10	8	6	4	2	1

The next stage is to assess and assign an outcome to the category indicated in figure 7.

**Figure 7 - Outcomes Relative To Risk**

Level of Risk	Outcome
Very High	It is certain or very likely that there will be multiple deaths or a single death
High	It is certain that there will be a major injury, very likely that there will be a single death and likely that there may be multiple deaths
Medium	It is certain that there will be a minor injury, it is very likely there will be an injury and there may be a single death
Low	There will be some disruption with a moderate chance of an injury or loss occurring
Very Low	There is a reduced chance of disruption and a remote chance of injury or loss

### Historic Operational Activity

By applying the risk evaluation methodology set out above to a comprehensive analysis of "real incidents" over the last five years the Service is able to prioritise and the group incidents that have occurred. The following areas of operational activity illustrate where the significant risks exist.

#### Fires

- In the home.
- Commercial/ industrial and other buildings.
- Involving vehicles.
- Small fires (grass and rubbish fires that do not involve property of value).

### Emergencies or "Special Service Calls (SSC's)"

- Road traffic collisions.
- Escape of hazardous materials.
- Major exceptional incidents (large incidents, involving a multi agency approach, with large numbers of casualties and/or widespread damage to property/environment).

Once the likelihood and severity of these types of incidents is identified and an assessment of the outcome made, the data can be aligned to Station areas to get an appreciation of the "real" risk at the local level and, therefore, how we need to respond.

The use of these incident types will also allow future validation and assessment against the Fire Service Emergency Cover Model (FSEC). This is a new piece of planning software that has been developed in the last few years and will shortly be provided to fire authorities by the Government.

The matrix below identifies the levels of risk for different station areas. It should be understood that these risk levels are "indicators" to provide a helpful planning tool, and risk patterns can change. For example the fact that Macclesfield has a "high" residential property risk does not mean all of the residential property in Macclesfield and, in fact, this is likely to be one small pocket. However, we need to use this overall assessment to enable us to plan the level of resource necessary for emergency response whilst at the same time working to reduce the risk to medium then low.

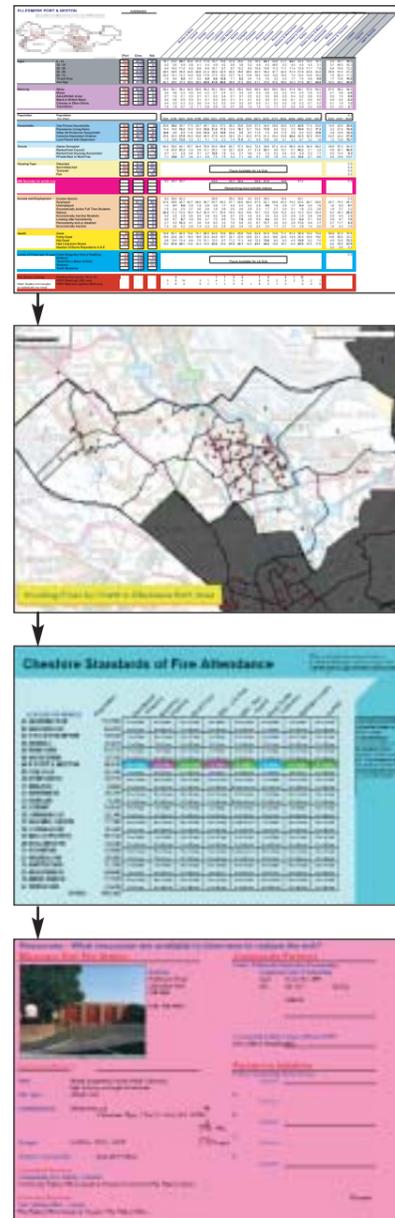
**Figure 8 - Risk Level Matrix**

Station or Wards	Population	Residential Property	Business Property	Small Fires	SSC - Life Risk	SSC - Non Urgent	Road Traffic Collisions	Spillages Leaks	UWFDS
01 Warrington	110,760								
02 Birchwood	42,010								
03 Stockton Heath	39,040								
04 Widnes	55,410								
05 Runcorn	63,720								
06 Frodsham	19,180								
08 E'port & Neston	86,640								
09 Chester	95,140								
10 Tarporley	16,710								
11 Malpas	8,460								
12 Nantwich	20,270								
13 Audlem	4,320								
15 Crewe	94,640								
16 Sandbach	20,340								
17 Holmes Chapel	12,260								
18 Congleton	35,590								
19 Macclesfield	57,340								
20 Bollington	10,540								
22 Poynton	19,890								
23 Wilmslow	39,060								
24 Knutsford	21,390								
25 Northwich	64,440								
26 Middlewich	12,920								
27 Winsford	33,230								
Total 983,300									



### Risk Identification And Risk Management Framework

Figure 9 - Example Of Ellesmere Port And Neston Area



**Societal Information** from the 2001 Census has been collated enabling those at risk in the community to be identified.

This, along with a whole range of other social data, builds a social issue profile of a given area.

**Historical Data** of operational activity within the area for the full range of incident types including dwelling fires, road traffic collisions and AFAs etc, can then be analysed.

#### Protection And Prevention

Having identified those as well as at risk operational activity hot spots can be targeted with protection and prevention initiatives to reduce the risk.

Ellesmere Port example initiatives include:

- House fires targeted through Outreach Safety Shop in ASDA;
- Vehicle fires targeted through cinema adverts;
- Bin and rubbish fires, targeted through safety messages on all new wheelie bins.

#### Emergency Response

An appropriate response time has been developed as part of the suite of Cheshire Standards - these are set out in Section 4.

Highlighted for Ellesmere Port are the risk categories for the different incident types.

#### Resources

Having developed an optimum response time to respond to the various categories of risk, resources need to be targeted to reduce the risk through Prevention and Protection.

These resources are not just confined to the fire service but include community resources of the Local Authority, Public Health, Agencies and volunteer sector working together through partnership initiatives to reduce risk and promote a safer community. In this context, the role of local strategic partnerships (LSP's) is crucial.

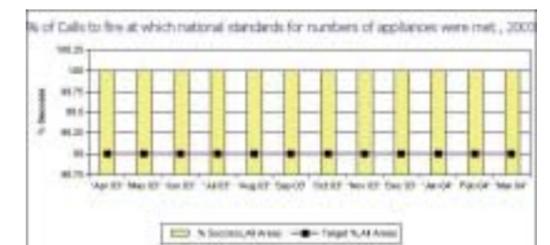
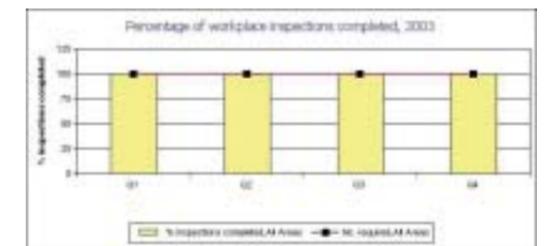
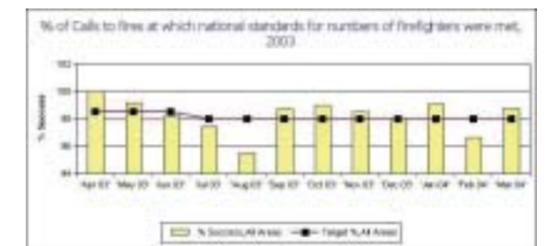
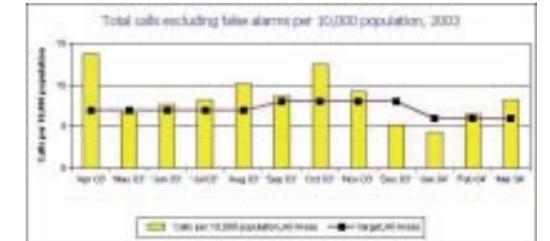
### Performance Management

Cheshire Fire Service uses a flexible web based performance indicator management system, which enables us to look at performance "for real". This provides:

- "Traffic light signals" to give a quick view of achievement or failure;
- The ability to transfer data from other systems, and allow manual input from stations;
- Flexible graphs by month, quarter, annual totals inclusive of statistical data;
- Comparisons with other stations, previous years, and Service totals;
- Analysis of trends, and variance to targets;
- Commentary on performance from individual managers;
- Action plans to improve performance.

These functions together, give the flexibility to support the continuing development of the performance management framework.

Our performance against all national performance indicators is shown in appendix C and as part of its modernisation, the Authority was a pilot Comprehensive Performance Assessment (CPA) Service.



# Section 3:

## HOW ARE WE CURRENTLY PERFORMING?

### Profile Of Cheshire And Deployment Of Resources

Cheshire is a relatively flat county situated between the river Mersey and the river Dee. It is bordered by the Peak District National Park and the Mountains of North Wales. Cheshire covers an area of 232,000 hectares, with a highly productive agricultural plain in the South and an industrial Northern band.

Cheshire has a population of 1 million people, major population centres are dispersed, although there is a predominance towards the industrial northern band.

#### “Overall Impression Of Risk Profile”

The risk profile of the county embraces the widest spectrum of risks to reflect the mixed economy of the area where large towns sit side by side with rural/agrarian activities and side by side with the chemical and petrochemical industry dispersed over a wide area. Cheshire has more than its share of communities vulnerable to fire because of the risk of social exclusion.

### Current Deployment Of Resources (Based On Previous National Standards)

Cheshire Fire Service provides its operational services from nine “shift” fire stations, five day-crewed stations and ten part time stations (Figure 10). These stations have 36 fire appliances, and a variety of other specialist appliances such as Hydraulic Platforms, Hazardous Materials Vehicles, Command Units and so on. Legislative fire safety enforcement and advice services are centred on four offices at Chester, Crewe, Warrington and Wilmslow. In addition, support functions such as Strategic Management and Direction, Fire Control, Training and Administrative Support are provided from Service Headquarters at Winsford. The Service has dedicated Community Fire Safety Centres at Warrington, Widnes, Chester, Crewe, and Macclesfield.

The Service employs 623 whole-time firefighters, 191 part time fire-fighters, 26 mobilising and communications centre staff and approximately 123 support staff, making a total in excess of 960 employees.

Figure 10 - Fire Station Areas



- Key
- Fire Stations - crewed 24 hours a day by “wholetime” firefighters on a rota basis.
  - Fire Stations - crewed 24 hours a day by “wholetime” firefighters with a Fire Safety Centre that provides a base for staff who undertake legislative fire safety activities.
  - Fire Stations - crewed during the day and also at night by wholetime staff living near the stations and available very quickly by using alerters.
  - ▲ Fire Stations - crewed by part-time staff who provide cover 24 hours a day also using alerters.
  - + Community Fire Safety Centres - new facilities to co-ordinate community fire safety activities and provide other community facilities.
  - \* Headquarters and Control.
  - A box around the symbol indicates there are also part-time staff on the station as well as wholetime staff.
- ABCD Risk Categories (see following)

### Previous National Standards

The rationale underpinning the traditional approach - or *property based model* - of fire cover was largely based on the knowledge gained from the fire bombing of cities in World War II, where fire spread was obviously far greater amongst densely packed building stock, than amongst dispersed property. However, with the advent of modern safety features in buildings, the risk of fire spread in this way is no longer the significant issue it once was. What does remain a significant issue is the fact that the overwhelming majority of fire injuries and deaths occur primarily in the home. Unfortunately, the property based risk model does not emphasise this fact, nor does it support a response to where the higher dwelling risks are located.

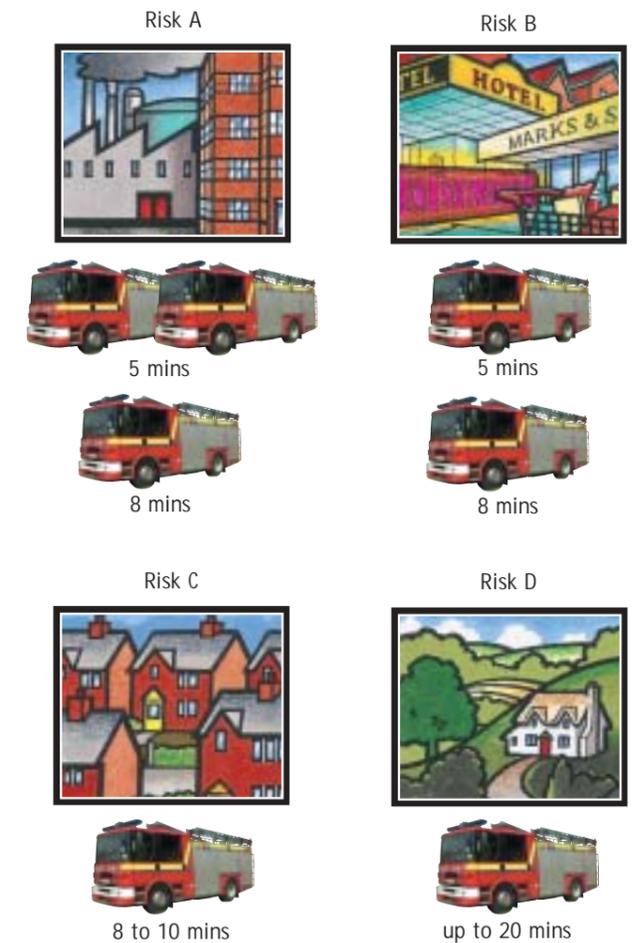
To put this old planning tool into effect was very resource intensive and required the results of a property survey, being grouped into pre-determined categories, commonly referred to as “A, B, C and D property risks”.

'A' risk areas received the largest response and the 'D' risk areas the smallest response. The recommended provision was:

- A' Risk Areas . . . . .3 fire engines (city centres, concentrations of industry)
- B' Risk Areas . . . . .2 fire engines (built up areas such as large towns)
- C' Risk Areas . . . . .1 fire engine (suburbs and housing estates)
- D' Risk Areas . . . . .1 fire engine (all other areas)

The times of response are indicated below with illustrations that graphically capture the nature of the risk. These “standards” needed to be achieved on at least 75% of all occasions, **in Cheshire we have consistently exceeded this for many years, attaining 98% -100%.**

Figure 11 - Response Times For Current Risk Categories



### The New Approach

The new approach is based on a *life risk model* and applies not only for fires, but also for other emergency incidents such as road traffic collisions.

The next section identifies the current risk assessment undertaken as part of this IRMP project, the effectiveness of current arrangements, the opportunities for improvement and the plan to deliver improvements.



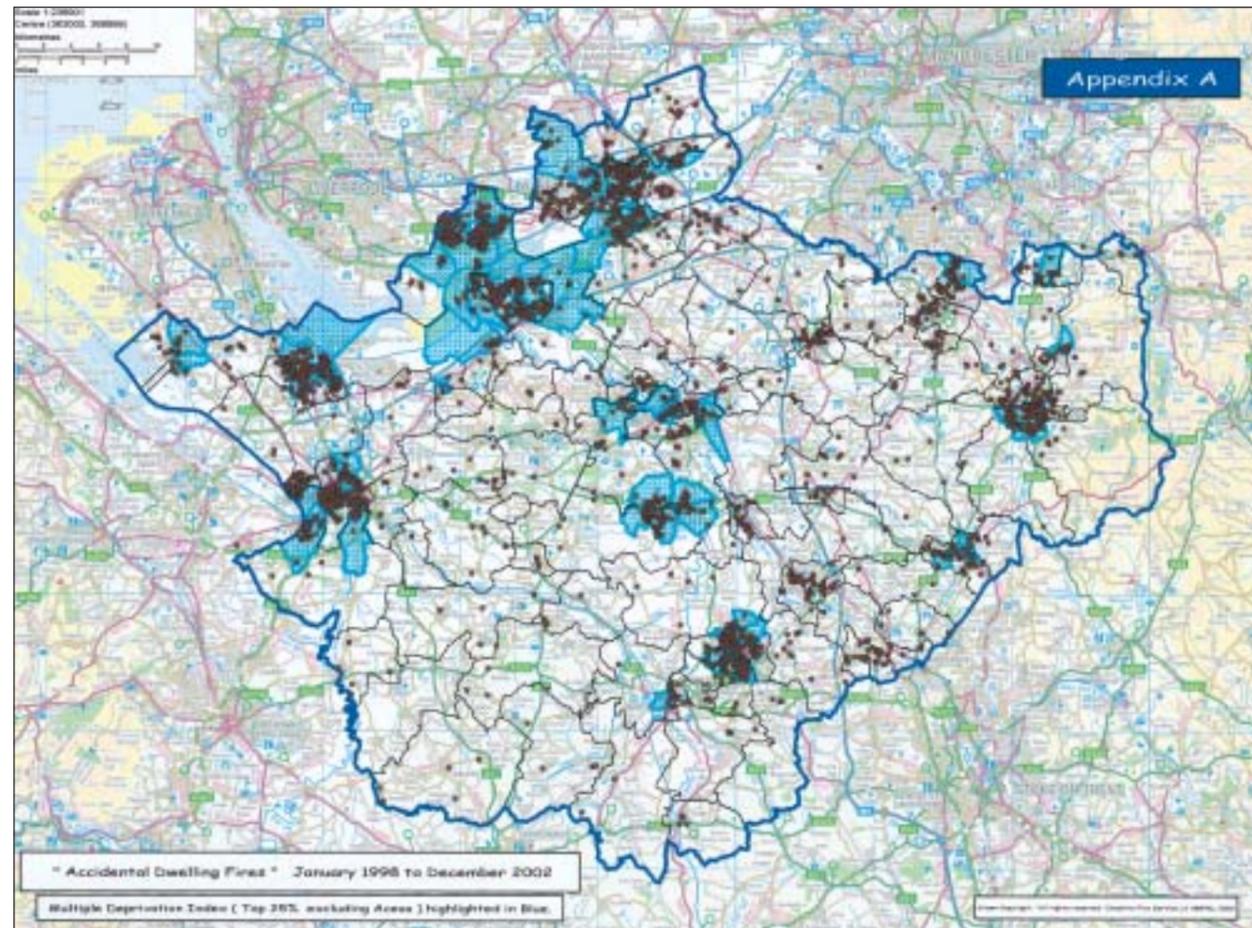
### Fires In Homes

#### Current Risk Assessment

The main life risk is posed by accidental fires in homes. Generally, these fires happen at two peak times during the day, between 1700 - 1900 hours and between 2300 - 0100 hours. This type of incident can happen on any day of the week, because there is no discernible trend or pattern, linked to the time of year.

There is, however, a clear link to social circumstances. The shaded areas on the map below reflects the areas of "deprivation" and the correlation between the activity levels of fires in the home and these areas, vividly demonstrates the social dimension of fire. There are clear "clusters".

Figure 12 - Accidental Dwelling Fires 1998 - 2002



### Deaths

During 2003 - 04 Cheshire had 2 deaths from fires started accidentally in homes. This is a distinct improvement on the previous year and the underlying trend of the last 5 years is downwards. That said, this statistic is very sensitive for obvious reasons, but also because one incident can make a huge difference.

### Injuries

The underlying trend in the number of injuries arising from accidental fires in homes over the last 5 years is downwards.

### House Fires

Nationally, there is a downwards trend in the number of accidental house fires, but the British Crime Survey has recently highlighted that the long term downward trend is stabilising. On the other hand the same research identifies that the fire and rescue service only receives calls for assistance to an estimated 23% of all known fires the rest, 77% are dealt with by members of the public. This is an area that needs more research.

### Fire Confined To Room Of Origin

There has been no change in the trend in confining fires to the room of origin. This is important and the reasons are outlined below.

### Current Effectiveness

Cheshire has improved its performance in comparison with other Fire and Rescue Services, although its position nationally shows a need for further progress.

The Authority has a well-established approach to home safety based around free risk assessments of homes including the promotion of life safety sprinklers, fitting of smoke detectors and safety advice to help reduce risks. This is an approach adopted by other Fire and Rescue Services and is widely seen to be best practice. There is only limited evidence, however, for assessing the effectiveness of these checks because, currently Home Fire Safety Checks are carried out for anyone who requests one with little follow-up or targeting of those people who we now understand most need them.

### Improvement Opportunities

'At risk groups' i.e. the groups most at need from prevention initiatives, would benefit from better access to our community safety activities, so there is a need for a more targeted approach.

The Service can build new capacity through partnerships and by engaging with volunteers to undertake some initiatives. Cheshire Fire Service needs to work with the community and others, to ensure that its own resources are maximised to greatest effect.

Operational firefighters spend only 10% of their time attending emergency incidents. The remaining time is spent training for emergencies, gathering information on risks, fire prevention, maintaining emergency equipment and long "stand down periods".

It is recognised that such non-productive hours can be used to better effect in the prevention and protection of communities, as well as better aligning with modern working practices. This will increase our capacity to deliver community safety work.

With the new risk based approach, the prevention and protection of the home and occupier, coupled with a quick as possible emergency response, adds benefit in reducing death, injury and consequential loss.

The table on the next page shows the clear link between:

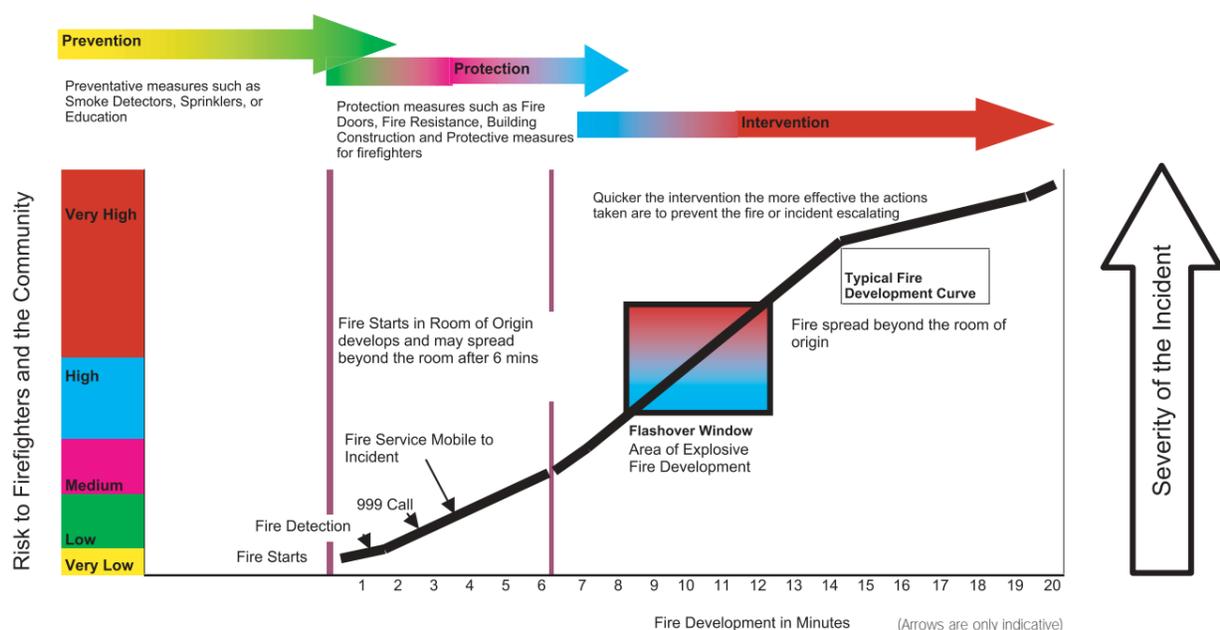
- the time a fire is detected;
- the time taken to effect an escape;
- the growth of fire;
- the need to confine the fire to the room of origin; and
- the time taken by the fire service to respond in relation to the survival chances of the occupiers and also firefighter safety. In essence, the critical success factor lies in attending an incident as quickly as possible to make an emergency intervention.

Community Safety can also be improved through the use of life safety sprinklers and hard wired detectors.



## HOW ARE WE CURRENTLY PERFORMING?

Figure 13 - Fire Development Curve



### Planned Improvements

- Focus resources more into prevention and work more with existing and newly identified partners, especially schools and businesses where many people receive “their advice”.
- Focus on key messages about shutting doors and fitting smoke alarms.
- Procure a mobile outreach unit for use in community safety activities on a targeted basis with relevant resources and demonstration facilities to deliver and underpin key messages.
- Increase our capacity to work in the community by engaging volunteers to work on community safety activities and explore opportunities to train others in “first aid” firefighting e.g. Community wardens.
- Change our mobilising policy and develop new risk assessed standards of response, to relate better to the risks we have identified and focus on speed of response.
- Introduce new local action plans and new indicators to measure our effectiveness to respond to emergency incidents.
- Develop and implement a revised Home Fire Safety Check Policy taking into account “at risk groups” and the need to use a data driven and targeted approach. This policy should also employ volunteers aligned to relevant groups e.g. young, old, single parents etc.
- Conduct a fundamental review of work routines and duty systems to allow for more efficient use and deployment of resources.
- Redeploy watch based officers to resource incident command teams.
- Produce a strategy to promote life safety sprinklers and hard wired detectors.
- Develop a Station Management Team to monitor effectiveness in dealing with emergency incidents, and general performance management.
- Review the support arrangements for stations to ensure operational staff are effectively fulfilling operational roles and to ensure effect administration, governance and support at the local level.

### Commercial/Industrial And Other Buildings

#### Current Risk Assessment

The number of fires and injury rates involving buildings, other than private dwellings, remains low, due in part to the levels of legislative fire safety these premises are subject to. In Cheshire there have been no preventable deaths, and only one death, caused by a tragic accident in an office building in the past five years.

The Service provides legislative and goodwill advice on fire safety matters to industry and commerce through a number of fire safety centres and specialist officers.

Current and proposed fire safety legislation will apply to all premises where persons are employed, the public resort to, or are covered by associated legislation such as licensing. The proposed legislation The Regulatory Reform Order (RRO) moves from a prescriptive format to one of self compliance and self regulation. There is a risk associated with removing these ‘prescriptive’ standards and placing a reliance upon owners and occupiers to carry out a ‘fire’ risk assessment, often with limited knowledge or experience to do so. Consequently, this area will be closely monitored by the Service. The Service also plans to work closely with the new local authority and licensing authorities.

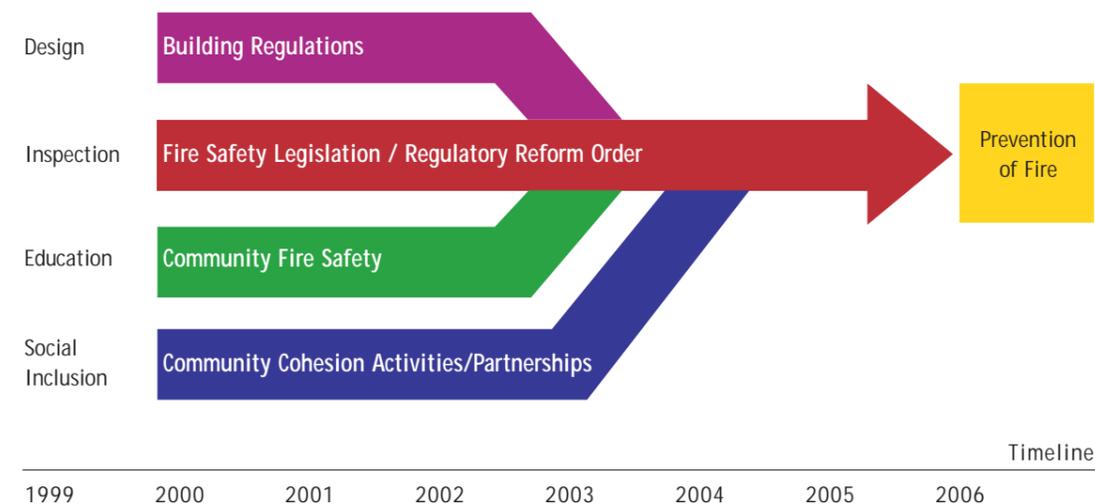
The Fire and Rescue Service will be required to continue to provide advice to commercial and business communities as well as ‘policing’ the new legislation.

#### Opportunities For Improvement

There is a rising trend in deliberately started fires, and there is an opportunity to work with building managers and owners, particularly in “at risk” areas, to prevent fires occurring. As our awareness improves we will need to feed the results of this analysis into our approaches including emergency response. We can analyse these fires to determine specific prevention initiatives. During 2004, the changes to legislation will require a combination of raising awareness as well as enforcing the regulations.

Fire protection and “enforcement” remains a significant element of the holistic approach (integrated) to safety as illustrated in Figure 14.

Figure 14 - Integrated Approach To Fire Safety



### Planned Improvements

- Make better use of incident intelligence to inform our prevention initiatives for these buildings.
- Target resources to assist commercial/industrial occupancies through the changes in legislation.
- Determine the level of risk to prioritise which premises necessitate inspection and to make the best use of our specialist officers.
- Produce a "commercial risk profile" to feed the risk evaluation model in a similar manner to the societal profile.
- Introduce suitably qualified non uniformed specialists to improve our expertise.
- Target high risk premises with themed inspections to drive down the risk.
- Use risk-based, priority planning systems, that enable resources to be targeted at those employers and activities, which pose the greatest risk to the health and safety of those who frequent their buildings.
- The Authority will allocate resources to be used for each element of the inspection programme via its Integrated Risk Management Planning process and this will, in turn, determine the amount of work that can be planned within any one category.
- The introduction of best practice working agreements and the use of standard operating protocols, from other Fire and Rescue Services will be applied wherever possible.
- Liaise with, and support, the local authority licensing committees.
- Review the staffing and resource levels in light of the opportunity presented with the new pay agreement and new conditions of service. Seek to release more productive hours and align working patterns of staff to meet deadlines.

### Deliberate Vehicle Fires

#### Current Risk Assessment

New legislation on disposal of unwanted vehicles has led to a rise in the number of abandoned vehicles which quickly fall victim to vandalism and arson, resulting in an increase in deliberate fires.

The number of vehicle fires increases steadily throughout the day, peaking in the late evening. These fires pose a low risk to life but are still a hazard, and tie up significant and expensive resources which would be better deployed in preventative work in the community.

There has been rapid growth both in the number of deliberate vehicle fires in Cheshire, and also nationally.

The policy on removal of abandoned vehicles is variable across areas of Cheshire, Halton and Warrington. There are some examples of best practice such as partnerships, where the Police and other agencies work together to prevent car theft and early removal of abandoned vehicles, removing the opportunity for arson.

These problems are wide reaching. Abandoned vehicles and vehicle arson influence the character of communities and the way people feel about them.

#### Improvement Opportunities

Performance can be improved by the redirection of local Performance Delivery Groups to use partnerships to deal with the issue of vehicle fires, which are very often influenced by local factors.

Within the theme of 'community cohesion', there is, also an opportunity to consider vehicle fires and abandoned vehicles in the wider context, and assess the contribution to the wellbeing of local communities through raising awareness about the environmental and visual blight these burnt out cars represent.

The 'Car Clear Plus' project (a partnership which has been entered into with others including the Police and Local Council) has proved very effective and is well supported by community groups in affected areas. There is opportunity to take forward this good practice into other areas.

Many abandoned vehicles are stolen vehicles, set on fire to remove evidence. These vehicles are often stolen outside Cheshire. There is limited opportunity therefore for the Fire and Rescue Service or other agencies to intervene before arson takes

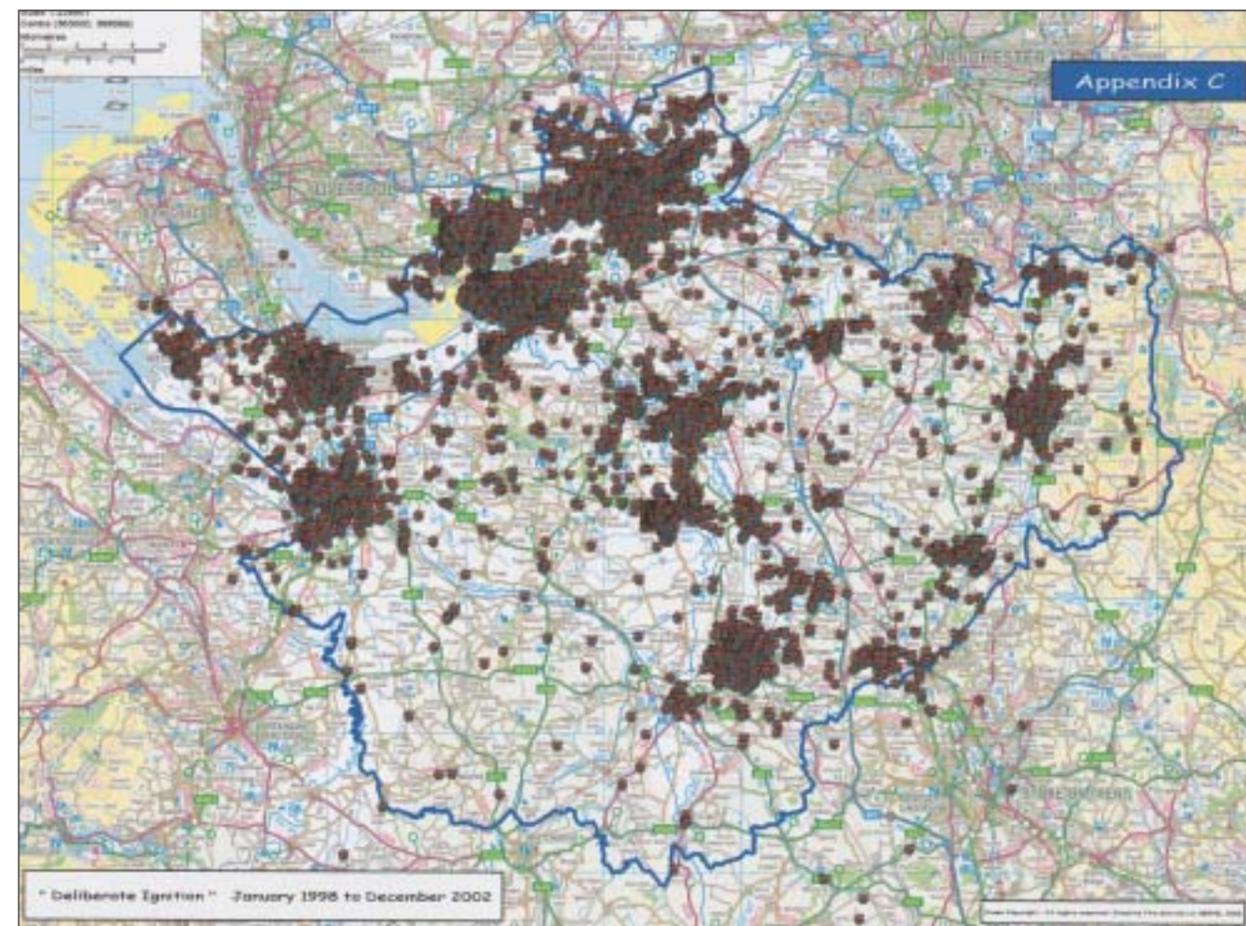
place. The reduction in this type of crime, can only depend on the prevention of theft in the first instance and discouraging criminals from abandoning them in Cheshire.

#### Planned Improvements

- Manage the problem through the 'Performance Delivery Groups' which are linked closely to each police command and to local council areas. Local Strategic Partnerships/Crime and Disorder Reduction Partnerships can also form a key group.
- Contribute more effectively to the local partnerships, best placed to deal with the local factors which influence issues like vehicle fire.

- Support will be provided for local managers to work more effectively with local partnerships and deliver more effective outcomes.
- Better use will be made of available intelligence to encourage partners to participate fully in initiatives, so that improvements seen in some areas, are delivered in all areas of need.
- Vehicle fires will form a major element within the new arson reduction strategy.

Figure 15 - Location Of Deliberate Vehicle Fires 1998 - 2002



### Deliberate Small Fires

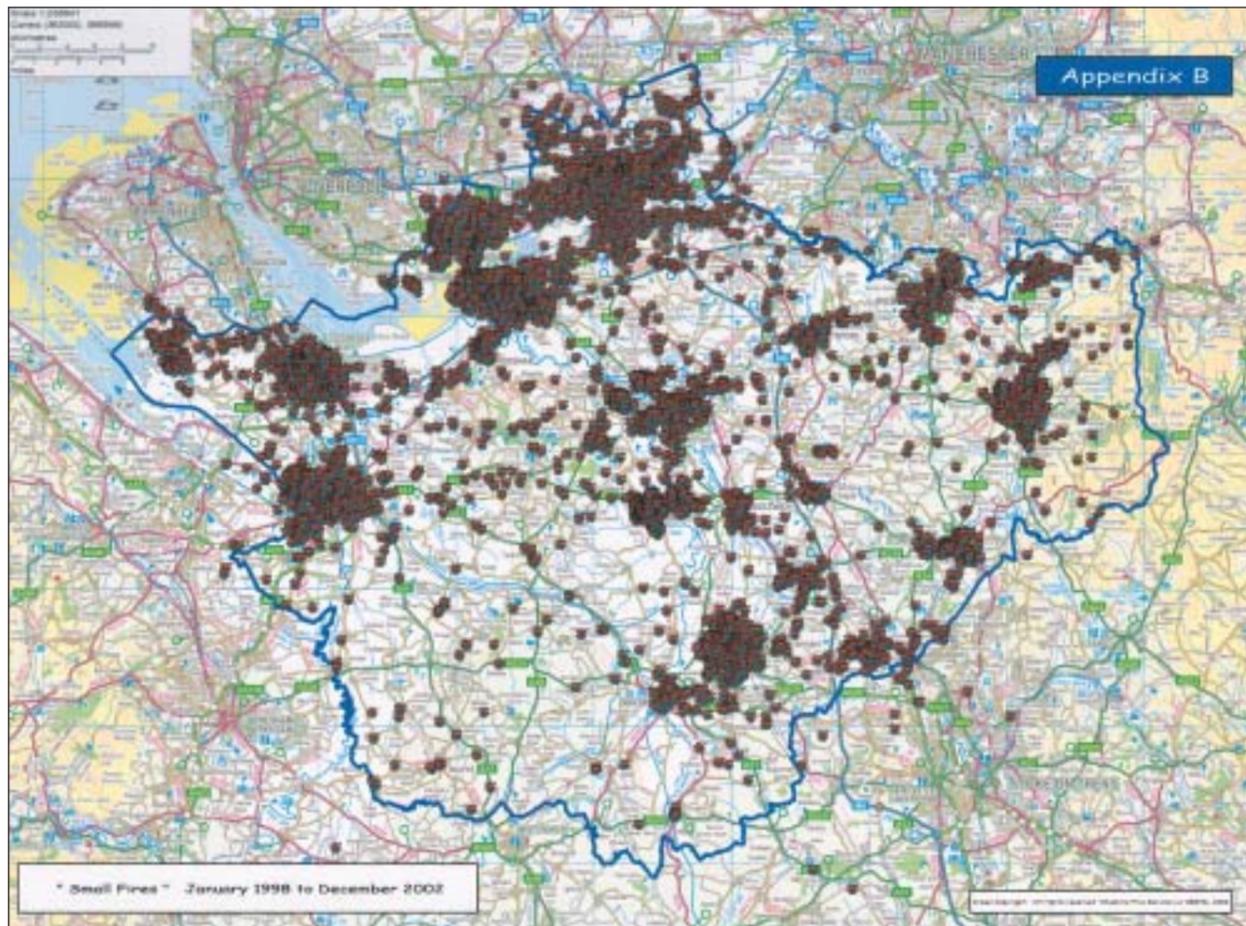
#### Current Risk Assessment

The largest proportion of emergency response, over 30% of calls, are to deliberate small fires. This activity grows steadily during the day to a peak at 2100 hours, coinciding with the time when other more serious incidents occur. The number of these fires increases during school holidays and during periods of extended dry weather. These fires pose low risk to life but tie up significant resources which could be better deployed in preventative work in the community.

There is a continuing growth in deliberate small fires. Cheshire has improved its performance compared to other Fire and Rescue Services, although the position nationally shows we still need to make further progress.

Where the Service has worked specifically at involving and engaging the community, as a local leader, there has been considerable success at reducing the number of deliberate small fires.

Figure 16 - Location Of Deliberate Small Fires 1998 - 2002



#### Improvement Opportunities

Similar interventions could be just as successful in dealing with these types of fire throughout the county. Both the effectiveness and appropriateness of response for these fires could be improved.

Given the low risk but high frequency of these types of incidents, coupled with the previous standard of sending a traditional fire appliance and crew of 4 or 5 firefighters, such incidents constitute a significant drain on resources. There are opportunities to respond efficiently to these types of incident by the use of smaller appliances and crews, and thereby, increase capacity for true emergencies and preventative work.

#### Planned Improvements

- Prevention initiatives will be undertaken to reduce the number of these fires and this will form part of the Service arson strategy.
- A range of responses will be used, based on the information received at the time of call.
- The use of smaller appliances and a reduced crew to attend these incidents where there is no life risk will maintain a full crew to be available for 'real' emergencies and community work.
- The options for utilising other partners and agencies such as community wardens to assist in this area will be explored.
- Consideration will be given to providing free "first aid" firefighting training to recognise the fact that, already, 75% of these fires are tackled by the public in any event.

### Road Traffic Collisions

#### Current Risk Assessment

Within this area our main concern is rescuing people trapped in vehicles and stopping the spread of dangerous spillages. We rescue three times as many people from collisions as from fires. The biggest single cause of deaths from collisions is "error of judgement". 80% of the people killed are male. ('at risk' group profile 17-25 year olds)

The three most significant periods of activity are, the early morning 'rush hour' from 0630 - 0830 hours, tea time from 1700 - 1800 hours and late evening around 2300 hours.

There has been a steady growth in number of collisions in Cheshire. We do not currently use information from the police about all road traffic collisions, therefore we do not have a picture about the true risk.

An initial assessment of Police information has revealed that there were over 4,300 road traffic collisions, over 660 of these involving fatal or serious injuries in Cheshire in 2002. It is estimated that the Fire and Rescue Service only attend a quarter of these incidents.

Cheshire has three high-risk roads, which feature in the list of Britain's persistently high risk roads.

Figure 17 - High Risk Roads

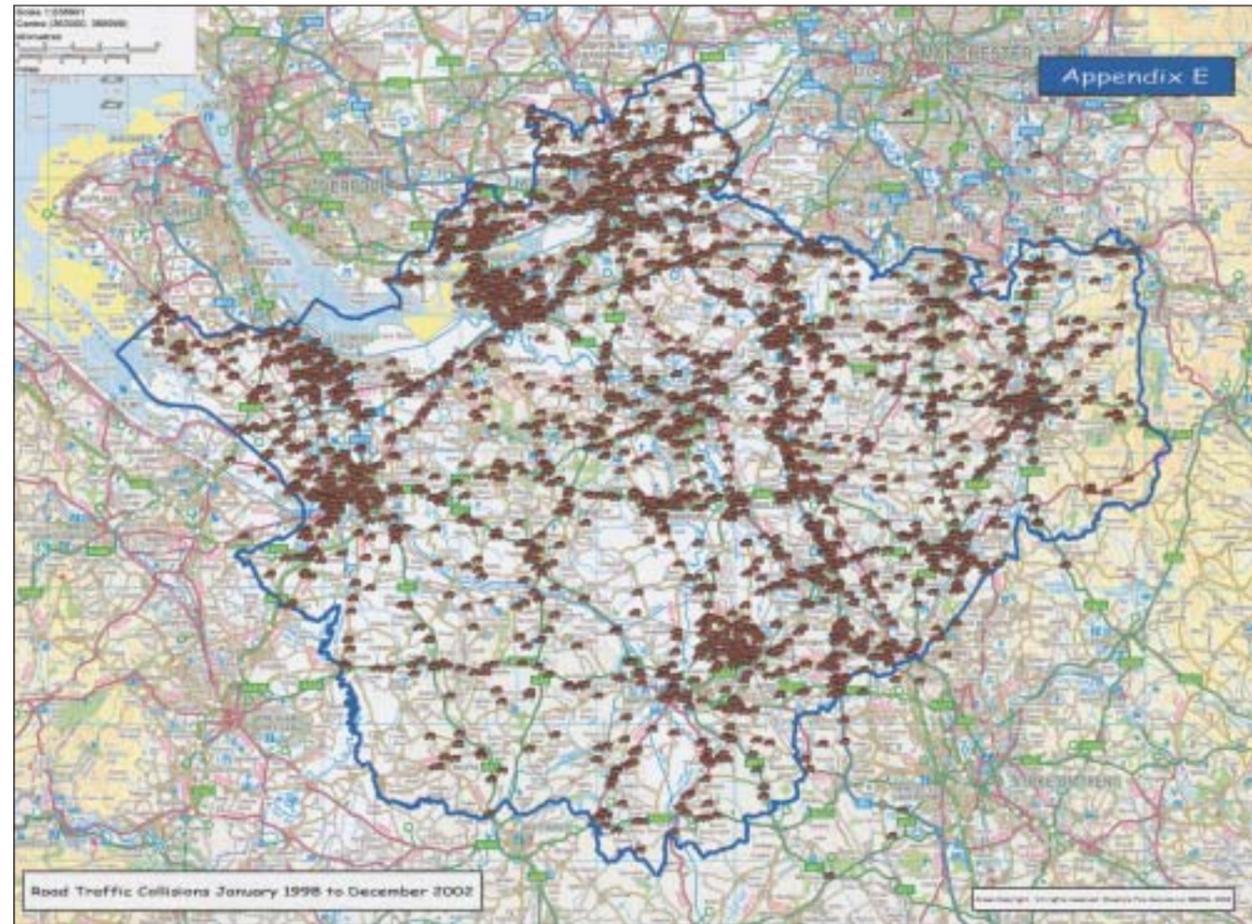
Road	Length(Km)	BRE Fatal & Serious Accidents 1990-2001
A537 Macclesfield to Buxton	13	35
A534 Nantwich to Welsh Boundary	24	32
A54 Congleton to Buxton	24	18



# Section 3:

## HOW ARE WE CURRENTLY PERFORMING?

Figure 18 - Location Of Road Traffic Collisions 1998 - 2002



### Current Effectiveness

The main activity is focussed on emergency responses to rescue people trapped in vehicles. We have up-to-date rescue equipment on every front line emergency vehicle. Our response includes providing first aid and trauma care to people trapped.

Arrangements to measure effectiveness in this area is not sufficiently robust. Limited information is available about the numbers of incidents attended and the number of trapped people rescued, but the totality of the risk is not complete. There are currently no standards for response to road traffic collisions.

### Improvement Opportunities

There is a need to work with other agencies to focus on the needs of casualties.

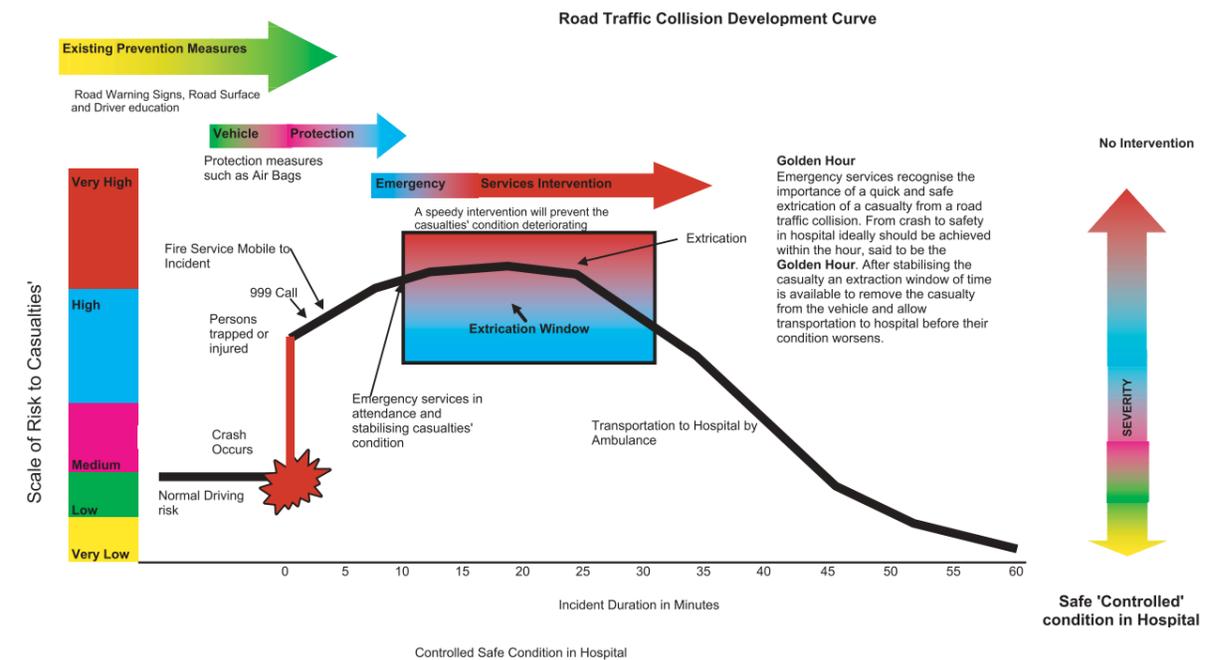
There is opportunity to build a better understanding amongst emergency services of the occasions when the Fire and Rescue Service should be called to road traffic collisions.

There is an opportunity to share information and to work much more closely with partners in the police, local council highways departments, the ambulance service, hospitals and others to build a better picture of where, when and how serious collisions happen, and to prevent the careless and dangerous behaviour which causes collisions.

Emergency crews have been trained in the use of defibrillators and the provision of trauma care. These new skills can be used to provide greater care to road traffic collision casualties, where fire and rescue crews may arrive on the scene before ambulance crews.

The diagram below demonstrates the link between time of intervention in relation to the time of the incident and the scale of risk to the casualty.

Figure 19 - Road Traffic Collision Development Curve



## HOW ARE WE CURRENTLY PERFORMING?

### Planned Improvements

- Building on experience with the 'Drive Survive' programme (a successful multi agency initiative aimed at raising awareness of road dangers with new drivers) and further local initiatives with police, emergency ambulance and health services.
- Work will continue with the Cheshire Area Strategic Road Safety Partnership to share information and develop prevention approaches.
- Consideration will be given to expanding the care provided to road traffic collision casualties and making better use of the developing skills in trauma care and treating heart attack victims.
- A response standard will be set for road traffic collisions based on risk analysis.
- A new system of reporting and collecting data will be put in place.
- With other emergency services, a protocol will be put in place to ensure that the service will be called to all road traffic collisions at which it can be of benefit to casualties.
- Performance and effectiveness of our emergency response will be improved through a new incident command unit and the Station Management Team.
- We will review the level of facilities and resources that are dedicated to this risk area, and seek to bring more into line with the resources dedicated to "firefighting".
- In this context we will set up some form of "road safety unit/team".

### Escape of Hazardous Materials

#### Current Risk Assessment

The current risk from hazardous materials incidents ranges from known risks at industrial sites to the risks presented by the movement of hazardous materials on the roads, railways and waterways of Cheshire. Although Cheshire has the second highest number of higher risk industrial sites under the Control of Major Accident and Hazards Regulations (COMAH), the Service is only called to a small number of incidents involving hazardous materials. Whilst the likelihood of incidents is low, it is recognised that the potential impact can be very high.

#### Current Effectiveness

The Service is effective when dealing with the range of incidents attended and has received commendation from the Environment Agency. Plans to deal with larger incidents of this type and to help industries to develop their own emergency plans are the subject of regular exercises. It is recognised that arrangements for assessing performance and developing risk reduction are not sufficiently robust and it is possible that improvement opportunities may not always be identified.

More could be done to be better prepared, by working with industry and specialists to provide quality advice to incident commanders. These incidents are managed by nominated hazardous materials specialists. For incidents requiring very specialised hazardous materials knowledge, we have arrangements with a company of scientific advisers.

The use of Vehicle Mobile Data Systems (VMDS) on all front line appliances has provided a level of risk critical information. However, we could do more to assist officers in charge to interpret that information.

#### Improvement Opportunities

There is opportunity to redeploy officers to focus on the needs of the Service, industry and the community, to provide specialist advice and guidance and the management of risk with regard to hazardous materials.

An additional benefit of this approach will be reduction in the occasions where other "specialist officers" are called away from core duties to undertake such tasks.

### Planned Improvements

- A new team of hazardous materials officers will be created in which existing and future expertise in this area will be concentrated.
- Specialist forward command vehicles will be developed, equipped with supporting technology and a reference database providing vital hazardous materials data for use at incidents.
- New Incident Response Units equipped with containment and decontamination equipment will be deployed.
- New measures and performance management approaches to better assess performance and outcomes from this type of incident will be implemented.
- The Service will be able to recover the cost of major incident COMAH planning and training and will reinvest this in the further development of specialist teams.

### Major Exceptional Incidents

#### Current Risk Assessment

This section covers the approach to major chemical, biological, radiological and nuclear incidents caused by natural disaster, major accident or deliberate acts of sabotage such as terrorism. Cheshire has, in the past, been subject to several terrorist attacks, and has several high profile premises which could be subject to future attacks. The impact of this type of incident could be very high, though the likelihood of it happening is low. It is now recognised that, in light of September 11th, and subsequent world events, larger, terrorist incidents are more likely to occur now than may previously have been the case.

#### Current Effectiveness

Until recently, there has been a reliance on the existing equipment and resources available to the Fire and Rescue Service to provide the basis of a response to major exceptional incidents. This has been effective where the Service has been called to respond to traditional major incidents. However, the size of incident possible is now greater and so new equipment has been provided by the Government. The Service is currently developing its capability to deal with this type of incident on an even larger scale whilst the equipment is also available to deal with non terrorist major incidents, as fits the Cheshire Risk Profile.

### Improvement Opportunities

Larger incidents require improved collaboration between Fire and Rescue Services and other agencies, often beyond the capacity of a single organisation. The National Framework and revisions to the Civil Contingencies Bill, highlight opportunities for fire and rescue services to work more effectively together within regions to improve their collective capacity to deal with major incidents.

#### Planned improvements

- Bring to operational readiness a new Urban Search and Rescue team, using the new Government-provided vehicles and equipment as a first response to major incidents. This Team could be deployed as part of Local, Regional, National or International Response.
- As a primary responder agency (Civil Contingencies Bill) the Service will provide a recall to duty arrangement to provide additional capacity.



### Unwanted Fire Signals From Automatic Fire Alarms

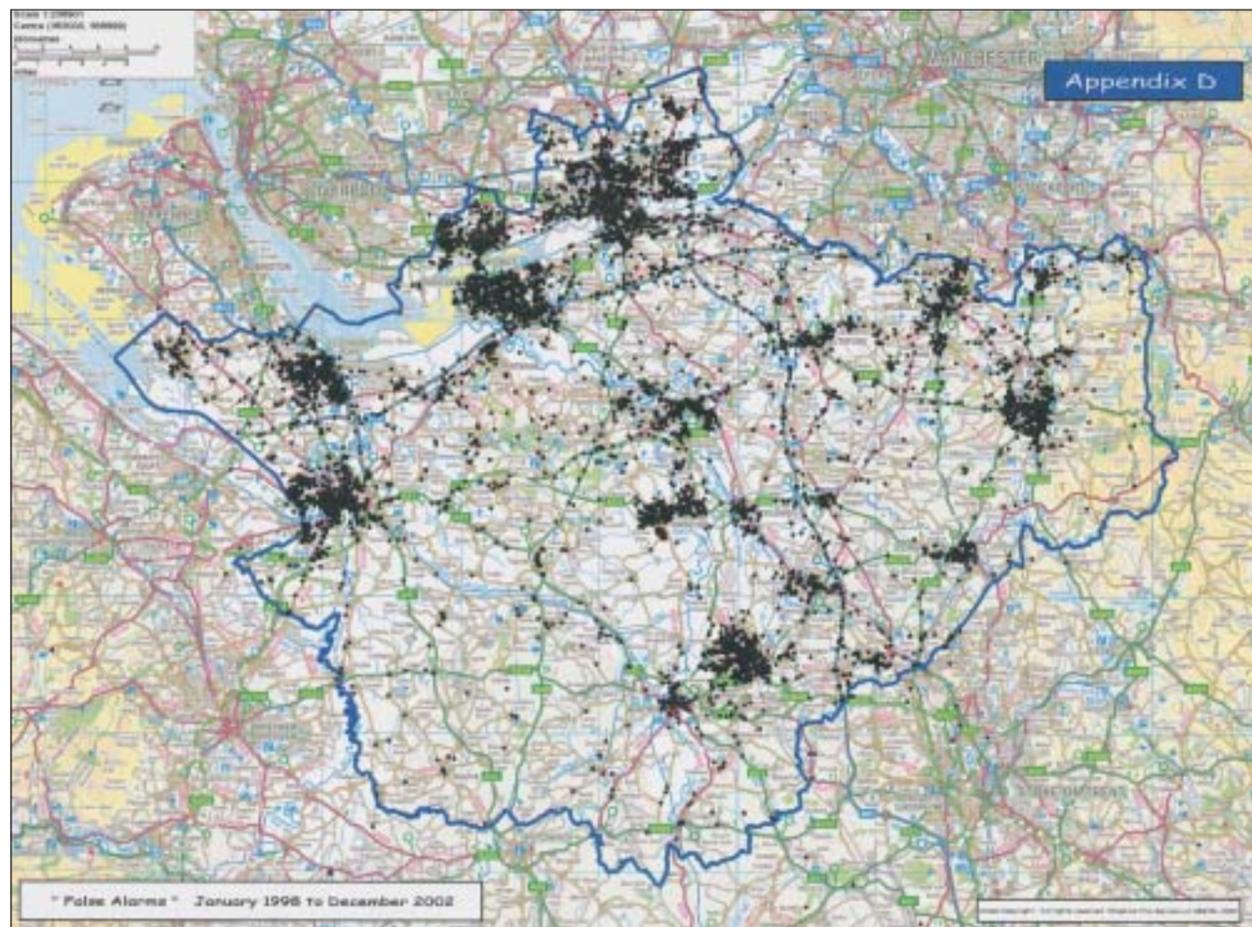
#### Current Risk Assessment

False alarm calls from automatic fire alarm systems (AFAs) account for more calls than any other type, except small fires. These increase rapidly as businesses open in the morning from a low at 0600 hours to a peak at 1100 hours.

All calls from automatic fire alarms are attended with a full complement of appliances, (over 3200 calls in 2003), but only a small proportion (2.3%) of these calls are the result of fires.

Repeated attendance responses to false alarms are a serious drain on emergency resources and divert vital resources from life-saving and community safety activities.

Figure 20 - Location of AFA Calls 1998 - 2002



#### Current Effectiveness

The approach to date has been based around “challenging” managers of locations or premises from which repeated false alarms are received. During the pay dispute a new approach and supporting procedures were introduced to encourage managers to tackle the causes of false alarms. In some instances, this produced reductions in the number of calls of up to 70%. However, the number of false alarms still remains very high and continues to rise.

#### Improvement Opportunities

The solutions to false alarms in many cases are very straightforward: e.g. moving detectors to more appropriate locations or changing the type of detector. The challenge therefore is to persuade managers to make changes and to manage their systems appropriately, recognising the burden it places on the Fire and Rescue Service and the risks to the wider community.

Reducing the number of this type of call will free up resources to carry out additional community safety work, and reduce the likelihood of resources being diverted from life-saving activity.

#### Planned Improvements

- A new policy designed to reduce the number of this type of call will be devised and implemented.
- An assessment of the risk to life in each building will be made which will determine the type of response to an automatic alarm call.
- An emergency response will still be made on occasions when it is considered appropriate but the response will be proportionate to the potential risk associated with the property from which the call is received. In simple terms, high life risk premises will still attract a larger response than a non life risk premises. But, all premises will be expected to work with the Service to reduce false alarms.
- Legislation in relation to alarm and detection systems will attract advice and guidance from the Fire and Rescue Service on reduction of the incidence of unwanted signals.

#### General Comments

The preceding chapters have sought to identify the predominant risks to the communities in Cheshire Halton and Warrington, including the current arrangements and the opportunities for improvement, across a range of incident types.

The types of emergency response and prevention activities made by a modern Fire and Rescue Service are very diverse and it would not be practical to list **every** one to make comment.

The need is to reduce the risk in our communities and, in doing so, reduce the burden on our resources in emergency interventions, allowing us more opportunity to direct resources and work effectively in those areas of greatest need.

#### Case for Investment in Fire and Community Safety

As a major corporate body providing community safety services, the fire service can play a role in addressing the inequalities in community safety by contributing to the wider community cohesion and regeneration policies that target priority areas and groups.

This can be done by focusing Fire Authority resources to improve economic, social and environmental conditions that can in turn improve community safety awareness, enhance community cohesion and reduce demand for Fire and Rescue Services, particularly in relation to preventable emergencies.

This, in turn, will release valuable resources to further reduce demand through increased community awareness. The link to social circumstances, set out in the foregoing, provides a compelling business case for investment in community safety.

The next section highlights the relevant emergency response standards devised to adapt to the new definitions of risk.



A large number of new standards of performance have been devised as part of the process of writing the IRMP. The majority of these are "corporate" and consequently are now contained in the Corporate Plan.

However, it is important, for the purposes of publishing this IRMP, to be clear about the new emergency response standards and the means by which those standards have been devised. The public expectation of the Fire and Rescue Service remains bedded in these operational areas and so there is a need for transparency.

### Standards For Risk Based Deployment

The approach taken to devising an emergency response standard has involved both an extensive analysis of data and consideration of approaches to risk-based deployment in other parts of the world, notably North America, as well as employing best practice from within the UK. In fact, as part of the exercise officers have visited Singapore. The work undertaken by a firm of risk consultants, Entec, on behalf of the Government, has also been utilised in developing thinking in this area.

The new approach recognises that risk patterns change at different times of the day and night, and by location. Risk is not something that is fixed either in place or time. Accordingly, there is a need to be able to deploy resources in a more flexible way, but, at the same time, still being able to plan to have sufficient resources available to meet anticipated demand. The research also demonstrates that the critical success factor is getting to an incident quickly and, therefore, it is the time of response that defines the new standard. The level of resource or weight of attack is important but is secondary to speed.

### Change In Type And Location

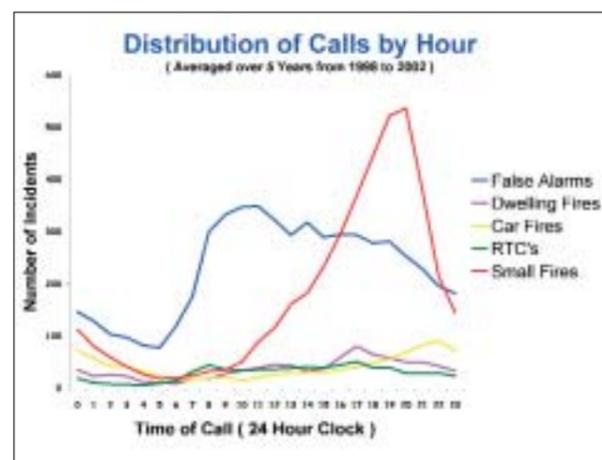
The foregoing sections have extensively covered the way the risk and the demands on the Service in Cheshire vary significantly by type and location. It is not proposed to repeat that analysis here.

### Temporal Change

The graph below, based upon 5 years data, illustrates the significant variation in risk and demand at different times of the day and night, and reflects the same pattern as that of other Fire and Rescue Services.

The same pattern can be seen for different days of the week and even different seasons of the year with a peak in calls during the early evening. There is a strong element of predictability, therefore, in call pattern and demand. This awareness now enables a more flexible approach to planning the use of resources to reflect these variations.

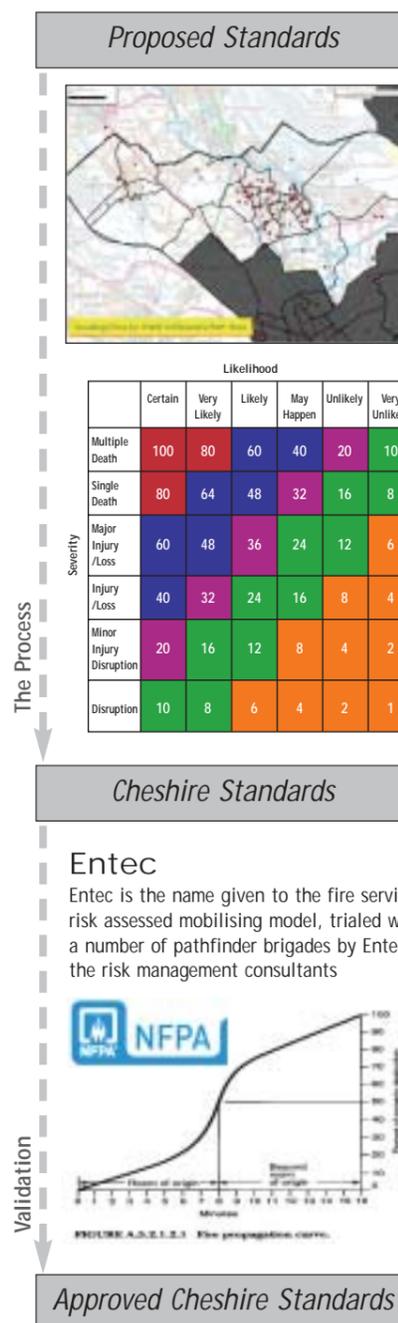
Figure 21 - Distribution Of Calls By Hour



### Emergency Response Standards

The flow chart below outlines in more detail the process adopted, to arrive at these new emergency response standards.

Figure 22 - Adaptation Of Standards Process



#### The Process

From Historical Data we can determine the location, frequency and the likelihood of incidents occurring. We can also review what impact (the severity) the incident had on the community, in terms of loss of life, injury or damage to property.

#### Developing Standards and Resources

Risk areas have been identified for all incident types and risk maps have been produced enabling appropriate response options to be proposed that allow an effective intervention. A standard Health and Safety risk evaluation model has also been utilised, giving very high, high, medium, low or very low categories with related outcomes.

The proposed interventions result in new standards of response with appropriate appliances and staffing levels to meet the expected firefighting and incident conditions.

The standards will be further validated by the use of software, the Fire Services Emergency Cover model (FSEC) produced by Government.

#### Validation

These standards can be challenged by comparing them against others to see if they are justified, appropriate or can be improved.

National work on Emergency Response Modelling has been carried out by a number of Fire Services, relating to activity for all incident types, including Road Traffic Collisions and attendance at Automatic Fire Alarm activations. This is the ENTEC work.

The National Fire Protection Association of America is a world leader in risk management and has very prescriptive fire codes for protection. These codes have been developed from the understanding of the Fire Development Curve. In deploying resources, time is of the essence to enable crews to attend and take effective action to contain the fire to the room of origin. This rationale has also been applied to other incident types, eg. road traffic collisions. The "Fire Development Curve" is recognised now as consistent and is also supported by research in the UK by bodies such as the Building Research Establishment (BRE).

#### Approved Standards

Following Validation, a suite of approved standards has been determined and future interventions will now be measured against these. These standards will also direct future resource allocation and disposition, and will be under constant review.



### The Standards

This has been an extensive piece of work to arrive at new, risk based standards for all of the relevant categories and "types" of risk likely to be experienced in Cheshire, on the basis of the risk assessment and the risk analysis.

These emergency response standards can be applied to the risk profiles and enable an appropriate response to a given level of risk and therefore enable planning of resources to achieve that response. The risk matrix for Cheshire, consequently, is reproduced below and is broken down by station.

**Figure 23 - Risk Rating Matrix**

Risk Rating	Residential Property	Business Property	Small Fires	SSC - Life Risk	SCC - Non Urgent	Road Traffic Collisions	Spillages Leaks	UWFDS
<b>Very High 1-5 mins</b>	1 - 5	1 - 5		1 - 5		1 - 5	1 - 5	
<b>High 6-10 mins</b>	6 - 10	6 - 10		6 - 10		6 - 10		
<b>Medium 11-15 mins</b>	11 - 15	11 - 15		11 - 15		11 - 15	11 - 15	
<b>Low 16-20 mins</b>	16 - 20	16 - 20	16 - 20	16 - 20	16 - 20	16 - 20	16 - 20	16 - 20
<b>Very Low 21 mins &amp; over</b>	21 & Over	21 & Over		21 & Over	21 & Over	21 & Over	21 & Over	

**Figure 24 - Risk Level Matrix**

Station or Wards	Population	Residential Property	Business Property	Small Fires	SSC - Life Risk	SCC - Non Urgent	Road Traffic Collisions	Spillages Leaks	UWFDS
01 Warrington	110,760								
02 Birchwood	42,010								
03 Stockton Heath	39,040								
04 Widnes	55,410								
05 Runcorn	63,720								
06 Frodsham	19,180								
08 E'port & Neston	86,640								
09 Chester	95,140								
10 Tarporley	16,710								
11 Malpas	8,460								
12 Nantwich	20,270								
13 Audlem	4,320								
15 Crewe	94,640								
16 Sandbach	20,340								
17 Holmes Chapel	12,260								
18 Congleton	35,590								
19 Macclesfield	57,340								
20 Bollington	10,540								
22 Poynton	19,890								
23 Wilmslow	39,060								
24 Knutsford	21,390								
25 Northwich	64,440								
26 Middlewich	12,920								
27 Winsford	33,230								

Total 983,300

It can be observed that, for example, Warrington is a 'high risk' for residential property, business property and life risk special service calls, as well as road traffic collisions, for which we would seek to achieve a response standard of six to ten minutes. Audlem on the other hand is a low risk in all categories which the exception of non-urgent special service calls, which is very low risk. The response standard for Audlem from the new Cheshire Standards, therefore, is sixteen to twenty minutes which, in fact, is an improvement on the existing standards of fire cover.

This matrix will now be continually reviewed against the risk profile and a new team has been established by the Fire Authority to undertake this work. The matrix will be amended as risk changes and where this necessitates any local changes to response, local consultation will take place before changes are made.

### Weight of Response

The Fire Authority will plan to have sufficient personnel available to ensure not only that the emergency response standards outlined above can be met, but with appropriate resources and equipment deployed to undertake initial firefighting or emergency action and any subsequent additional tasks.

Whilst, initially, this will still be utilising 'traditional' fire appliances, there will increasingly be more use made of alternative types of appliance design as considered appropriate.

As incidents develop, additional resources will be mobilised as requested, either from within the resources of Cheshire, or, in the event of larger incidents, through mutual aid arrangements and schemes with adjoining fire and rescue authorities that are already in place and will continue.

### Special Appliances

There are a number of appliances that are categorised as 'special'. These are not the fire appliances people normally see - i.e. "fire engines", and are not usually on a first response. They include hydraulic platforms, chemical incident units, community vehicles etc.

These special appliances will continue to be deployed to appropriate risks, but there will be no response 'standard'. This reflects the fact that it is not possible to predict when they are needed and the level of activity is low. They are still necessary, however, but a reconsideration of how they are deployed will enable a more productive use of resources and provide scope for redeployment of staff.

### Concluding Thoughts

This is a fundamental change to "Standards of Fire Cover". Gone is the prescriptive, homogeneous approach to providing standard units, both appliances and personnel, to sit on stations waiting to attend incidents regardless of whether they actually did attend. In its place is a new, more flexible approach that will necessitate different types of vehicles, a different way of working and a much more sophisticated approach to using information and data. This transition will be sensitive and needs to be progressed in a steady and incremental manner.



### Financing Cheshire Fire Authority

As a result of Local Government Reorganisation in 1998, the Fire Authority has been funded by its constituent authorities, Cheshire County Council, Warrington Borough Council and Halton Borough Council via a levy on each. However, the Local Government Act 2003, which became effective on 1 April 2004, changed the status of Combined Fire Authorities to precepting bodies. One of the implications of this change alters the way in which the Authority is funded.

For the financial year 2004-05, funding will be from two main sources:-

- Revenue Support Grant and National Non-Domestic Rates, distributed on the basis of Fire Formula Spending Share and resident population.
- Council Tax Precept - to be set by the Authority and collected by the Borough Councils as collection authorities. Previously, the Authority raised this element of its funding via a levy on the constituents.

As a one-off measure, Government have provided all Fire Authorities with additional funding to assist in the delivery of the IRMP which, will be used in the 2004-05 budget. This figure, £471,000 in Cheshire's case, will need to be repaid from savings during 2005-06.

### Outturn For Year 2003-04

The Fire Authority's budget for 2003-04 totalled £33.378m, financed by a levy on the constituent authorities and a contribution from the earmarked pension reserve. The latest three-quarter review figures suggest a projected underspend of £270,000 mainly due to pension transfer values.

The Authority approved a capital programme of expenditure totalling £1.043m for 2003/04, financed by revenue contributions of £0.205m and borrowing of £0.838m.

### Budget For The Year 2004-05

Assumptions needed to be made in relation to the limited savings available in 2004/05 and the priming needed by Government to deliver the changes in year 1 IRMP, at the time the budget was set.

The changes to the year 1 Action Plan made as a result of the IRMP consultation exercise, however, should not have any significant impact on the 04/05 budget.

### Capital Budget Summary

The whole capital programme is being reviewed in the light of the IRMP strategy. The review will focus on the cost and timing of resources to meet requirements for smaller and more flexible vehicles, adaptations to stations, communications and IT management information systems. Similarly, the impact of the regional agenda is being assessed on Control and equipment procurement.

A full summary of revenue and capital expenditure can be found as an appendix.

### Future

Proposals are currently being developed for 2005-08 as part of the on-going medium term finance planning process. Officers will be undertaking detailed work to ensure that the year on year financial implications of the IRMP are incorporated into this process. The Medium Term Financial Plan (MTFP) will take full account of the savings now made possible and expected as part of the modernisation programme. At the same time, the MTFP will also reflect the Authority's desire to re-invest some savings into community safety.

### MTFP Potential Savings and Efficiencies

The flexibility provided by the IRMP process, the new Cheshire Standards, the need to keep budget costs under control in meeting the firefighters' pay award and the need to keep future council tax increases to a minimum, mean that the following areas will be further evaluated during 2004/5 and beyond:

The disposal of day crewing housing (it is undesirable that the Fire Authority continues in a time and resource consuming landlord role) and the capital the disposal releases redistributed into fire cover capital projects.

Opportunities to redeploy staff to CFS activities or opportunities to reduce the establishment and realise the revenue savings, in the following ways:

- Change the way we crew our special appliances, with staffing positions redeployed or realised as savings;
- Review the provision of a third appliance at Ellesmere Port;
- Review the provision of a fire station at both Runcorn and Frodsham and evaluate the opportunity to realign to one full time fire station. The resultant savings and capital gains redeployed to new build and further capital projects;
- Review the provision of three stations in Northwich, Middlewich and Winsford, the resultant savings and capital gains realised;

- Review the type of appliances utilised as second appliances, in particular the use of smaller vehicles;
- As part of the emergency response standards and fundamental review of shift working, move from day crewing to nucleus crewing if appropriate;
- Review the type of 'Special appliance' utilised, the resultant savings realised or redeployed;
- Review the full effect of pensions' burden in light of the firefighters' pay award (full effect);
- Review the number of supervisory officers necessary for managing operational incidents;
- Review local conditions of service in light of new National Framework and new pay agreement e.g. overtime, dual contracts.

Many of these changes could be presented as "cuts" and so as each review is completed and decisions made, they will be subject to extensive local consultation. On the other hand, there does need to be a recognition that a move away from standards that are fifty years old will result in real changes "on the ground".



# Section 5:

## FINANCIAL PLAN

### Route Map

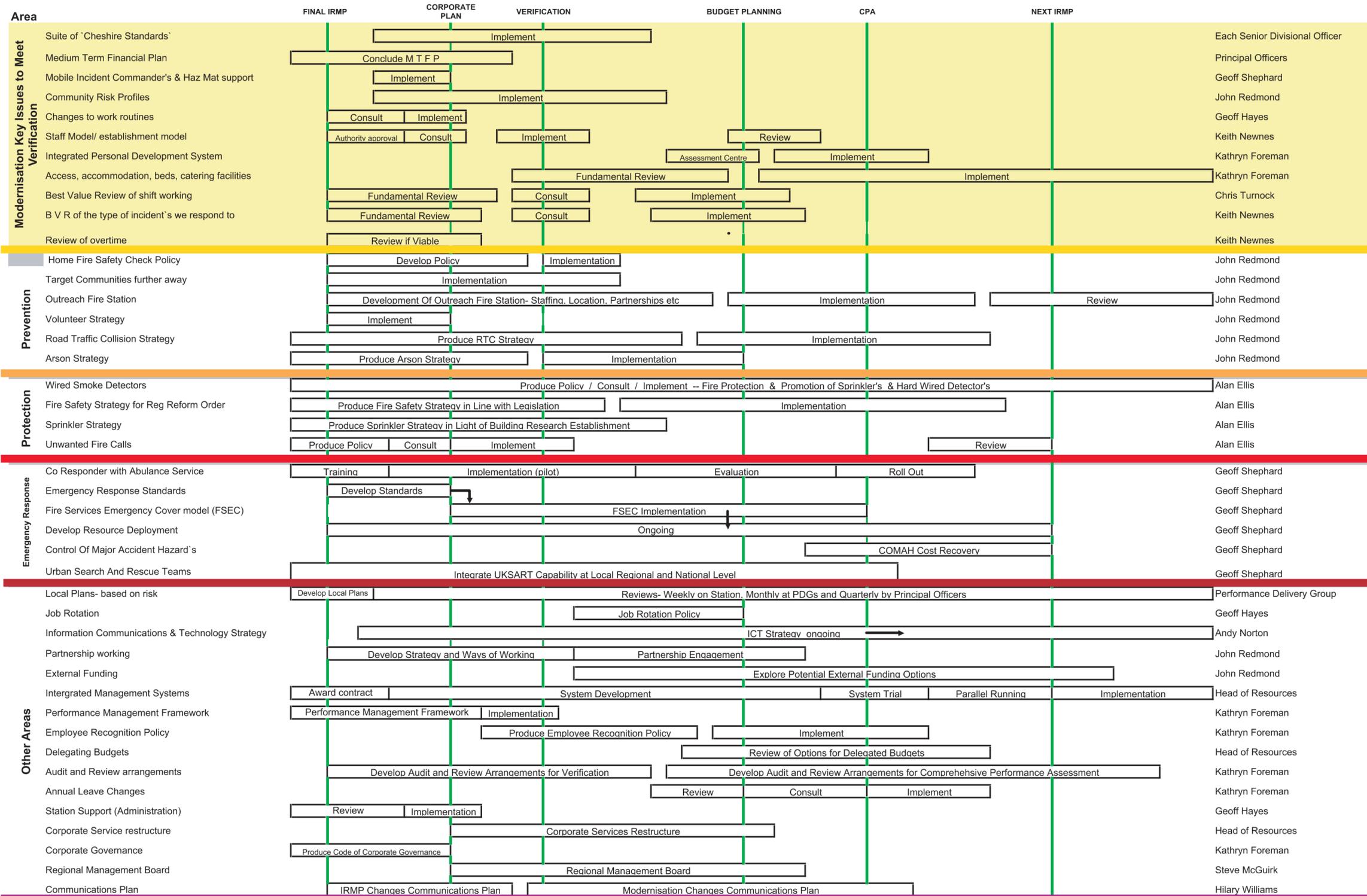
The following 'Route map' introduces a layout plan of the proposed key actions which have been agreed by the Fire Authority following an extensive consultation process. Some of these key issues will support the modernisation of the fire service, indirectly rather than directly. They have not, therefore, been mentioned in detail in this document

The map offers no less than forty two key issues for improvement over five areas. It is in these key issues where it is considered there is scope for positive change, in line with the modernisation process.

The Fire Authority and its staff together with any partners, will now work together in order to achieve all targets and timescales set over the coming year. During the year the planning cycle will be realigned to produce an annual action plan.

Please fold out for Route Map

### Route Map 2004 / 5



### Introduction

The IRMP has highlighted improvement opportunities where we can work towards making a difference. These opportunities have been instrumental in generating a set of corporate objectives, policies, concepts and standards.

#### Home Fire Safety

We will seek to prevent the incidence of fire and reduce the number of fire deaths, injuries and losses by raising fire safety awareness and initiatives to confine the fire to the room of origin; fit all homes with a smoke detector; promote the use of domestic sprinklers; enhance home fire safety checks, and introduce risk assessment to target at risk groups including use of volunteers.

#### Road Traffic Collision Reduction

We will contribute to the reduction in road traffic collisions, the number of deaths and injuries, by being pro active in road safety initiatives and partnerships.

We will work closely with the Cheshire Area Strategic Road Safety Partnership and ensure the sharing of collision information.

#### Arson Reduction

We will seek to reduce the number of deliberate fires and consequential loss through arson prevention initiatives, delivered by effective partnership approaches. We will consider use of other parties and agencies to tackle small fires and consider providing basic, first aid firefighting training to assist this policy.

#### Community Cohesion

We will contribute to a safer community in partnership with others by producing an increased feeling of well-being through a sense of community cohesion, social inclusion and supporting a reduction in anti-social behaviour. In particular, we will work with youth groups, "community groups" and partnerships. The use of volunteers and a mobile outreach unit will make the Service and its facilities more accessible.

#### Community Risk Profiling

By using known social data, yet to be identified social data and historical operational activity, we will generate a better understanding of the changing risk faced by our communities. We will use this understanding to influence prevention, protection and future emergency responses, and, identify those most at risk to ensure appropriate agencies and other bodies are made aware.

### Fire Safety Strategy

We will provide timely and appropriate advice and guidance to the commercial and business community to facilitate their responsibilities under legislation. We will provide training and awareness for industry and enforce the relevant legislation and regulations as required.

#### Unwanted Fire Signals

We will reduce the number of unwanted fire signals by working with industry to manage out the problem. We will develop an appropriate and proportionate emergency response, to such calls determined through a risk assessed approach.

#### Mobilising

We will respond to requests for assistance at emergency incidents with an appropriate and proportionate response based upon risk assessment and in line with the Cheshire Standards on at least 90% of occasions.

#### Deployment Of Resources

We will deploy appropriate and proportionate resources as identified and required by the risk assessment of the given area and meet performance standards.

#### Co-Responder

Based upon the community and business case need, we will seek to provide a co-responder care service to pre-hospital medical emergencies in partnership and agreement with Merseyside Regional Ambulance Service.

#### Command, Intelligence And Hazmat Teams

We will deploy Officers in specialist teams to provide incident command and hazardous materials advice, carry out post event investigation and provide intelligence to the Service. The Service will develop its capability to deal with and reduce the number of such incidents occurring.

#### Performance Management

We will manage the way the Service responds to emergency incidents and provides the appropriate and proportionate resources to do so. We will ensure that operational and other related standards, protocols and procedures are effective in delivering a 'Safer Cheshire', through performance standards and measures.

#### Urban Search And Rescue Teams (USART)

Working within the regional, national and international approach we will provide an appropriately trained, equipped and responsive urban search and rescue response.

### Working Conditions

Through the integrated risk management approach and use of the national framework and locally determined conditions of service, we will maintain an effective, efficient and flexible workforce to deliver the aims and objectives of the organisation.

We will review duty systems to ensure that future shift working and other working patterns meet the objectives of the organisation, the requirements of the working time directive, provide a work life balance and are as family-friendly as possible.

We will review the numbers of firefighters required to crew fire appliances, undertake training, cover for leave and absence and provide opportunities to deliver new ways of working and efficiencies.

We will review the types of "fire appliances" we deploy in light of the Cheshire Standards.

#### Management Information Systems (MIS)

We will seek to integrate better, the data and information for intelligence based decision making, to assist management to deliver the organisation's objectives.

#### External Funding Options

We will explore, identify and secure additional and external funding to assist the Service to deliver its mission, vision and objectives, and, to work in partnerships with others to deliver a 'Safer Cheshire'.

#### Assets

We will provide and maintain physical assets to enable the Service to deliver its corporate objectives, and enable the assets of the Authority to be used by our partners in the delivery of a 'Safer Cheshire'.

We will undertake a fundamental review of the Service's assets, use, disposition and suitability to deliver the objectives of the organisation and its partners.

#### Regional Working / Collaboration

We will influence the strategic direction and delivery of regional collaborative initiatives through the establishment of a Regional Management Board with North West Fire Services and the establishment of regional fire control by 2007.

#### Develop A Workforce That Will Deliver Our Vision

We are seeking to implement employment policies and management tools to underpin this plan.

### Employee Recognition

We will devise and implement an employee recognition and reward scheme.

#### Integrated Personal Development System

IPDS is a vehicle for introducing a comprehensive human resource development programme. Where staff will be developed from their point of entry to exit from the Service or 'cradle-to-grave' approach.

IPDS requires staff to have set standards of performance which they can be measured against and support the 'safe person concept'. Standards are aligned to nationally recognised bodies. To ensure continuity and fairness, the provision of competent assessors and verifiers will support the requirement for Quality Assurance.

The ultimate aim is to ensure that the right people are selected, developed and appointed with the right skills in the right place at the right time.

#### Job Rotation

Enable flexible and effective management of the organisation to reduce the impact of managers becoming too close to the workforce. Officers will be developed by the introduction of structured job rotation between roles in the organisation.

#### Performance Management

We will implement a framework to deliver corporate objectives, through workforce performance management, including an appraisal scheme.

#### Code Of Corporate Governance

The Code of Corporate Governance sets out the standards that the Authority will meet whilst governing its business. These standards are based on the principles of openness, inclusivity, accountability and integrity, within the five dimensions of:

- Community Focus;
- Service Delivery Arrangements;
- Structures and Processes;
- Risk Management and Internal Control;
- Standards of Conduct.

By adopting the code, the Authority will provide assurance to external stakeholders that the organisation is fulfilling its responsibilities to them in its stewardship, leadership and control.

#### Communication

We will seek to communicate changes resulting from the IRMP process, that have a direct or indirect impact, to internal and external stakeholders in as effective way as possible. Using a variety of means to ensure the messages are received, understood and provide feedback.



## SUMMARY OF REVENUE AND CAPITAL EXPENDITURE

### Core Budget Summary

	£000
2003/04 Budget (at outturn prices)	33,378
Provision for pay and price increases	2,220
Pension costs - net increase	315
Revenue expenditure commitments	300
New revenue expenditure proposals	508
Efficiency savings/budget reductions	-313
Contribution to General Reserves	125
Capital programme financing and revenue consequences	6
<b>Total Core Budget Proposals</b>	<b>36,539</b>

### Estimated Funding

	£000
RSG\NDR	16,096
CFS Innovation grant	63
Transitional Funding	471
Council Tax	19,909
<b>Total Estimated Funding</b>	<b>36,539</b>

### Revenue Budget Summary

Existing Revenue Expenditure Commitments 2004-05	£000
Completion of IT Strategy	117
Members Allowances	100
Expenditure Linked to CFS Innovation Grant	63
External Audit Fees	20
<b>Total</b>	<b>300</b>

New Revenue Expenditure 2004-05	£000
Community Risk Reduction Developments	206
Other IRMP Developments	220
Corporate Activities	82
<b>Total</b>	<b>508</b>

### Capital Budget Summary

Capital Programme Summary	£000
Vehicles Block Provision	423
IT\Communications Block Provision	296
Property Block Provision	170
Equipment Block Provision	154
<b>Total</b>	<b>1,043</b>

Capital Funding	£000
Borrowing	922
Revenue Contribution	121
<b>Total</b>	<b>1,043</b>



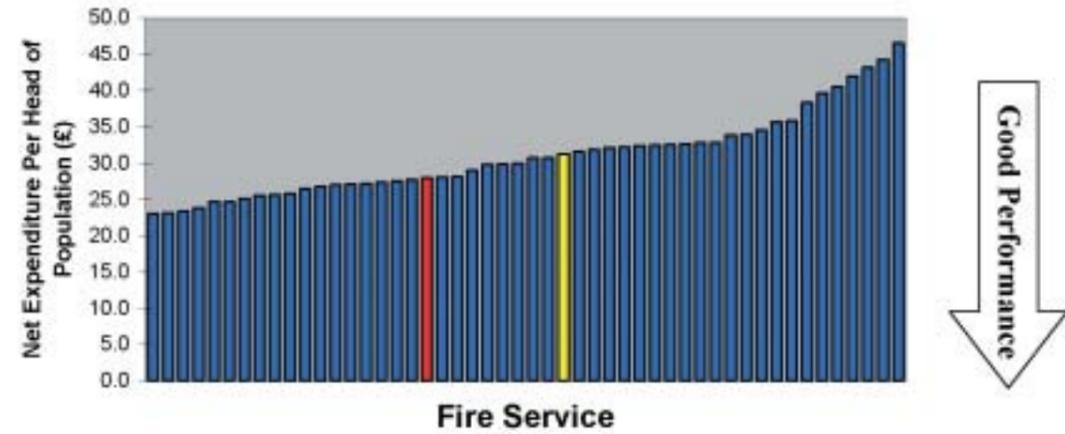
## SUMMARY OF REVENUE AND CAPITAL EXPENDITURE

### Capital Budget Breakdown

2003/04	£000	2004/05	£000	2005/06	£000	2006/7	£000
<b>VEHICLES</b>		<b>VEHICLES</b>		<b>VEHICLES</b>		<b>VEHICLES</b>	
Water tender x 3	396	Water tender	150	Water tenders	400	Water tenders	400
Ladder Gantries	30	Concept vehicles x 2/3	150				
		Ladder Gantries	30				
		Outreach F Station	38				
		Boats	25				
Ancillary Vehicle	20						
Ancillary Vehicle	21	Ancillary Vehicles	30	Ancillary Vehicles	32	Ancillary Vehicles	35
	<b>467</b>		<b>423</b>		<b>432</b>		<b>435</b>
<b>EQUIPMENT</b>		<b>EQUIPMENT</b>		<b>EQUIPMENT</b>		<b>EQUIPMENT</b>	
		Thermal Image Cameras	24	Thermal Image Cameras	65	Thermal Image Cameras	65
		Rescue Equipment	130	Rescue Equipment	90	Rescue Equipment	90
	<b>0</b>		<b>154</b>		<b>155</b>		<b>155</b>
<b>IT/COMMS</b>		<b>IT/COMMS</b>		<b>IT/COMMS</b>		<b>IT/COMMS</b>	
		Command & Control Replacement	100	Command & Control Replacement	128		
PC Servers	30						
MIS	130	MIS	175				
IBS equipment	60						
New Vehicles HMS	21	New Vehicles HMS	21	New Vehicles HMS	28	New Vehicles HMS	30
Control Room ICCS	336			Systems Development	200	Systems Development	180
	<b>577</b>		<b>296</b>		<b>356</b>		<b>210</b>
<b>PROPERTY</b>		<b>PROPERTY</b>		<b>PROPERTY</b>		<b>PROPERTY</b>	
		Structural Maintenance	100				
Comms Mast SHQ	100	Comms Mast	70	Property Rationalisation	100	Property Rationalisation	254
	<b>100</b>		<b>170</b>		<b>100</b>		<b>254</b>
	<b>1,144</b>		<b>1,043</b>		<b>1,043</b>		<b>1,054</b>

Note: The capital programme figures for 2005-06 and 2006-07 are indicative only at this stage, as the whole capital programme is being reviewed in the light of the IRMP strategy.

### Cheshire Fire Service Net Expenditure Per Head Of Population Compared To Other Fire Services.



Net Expenditure Per Head of Population compared to other Fire Services (£) - BV 150

#### Key

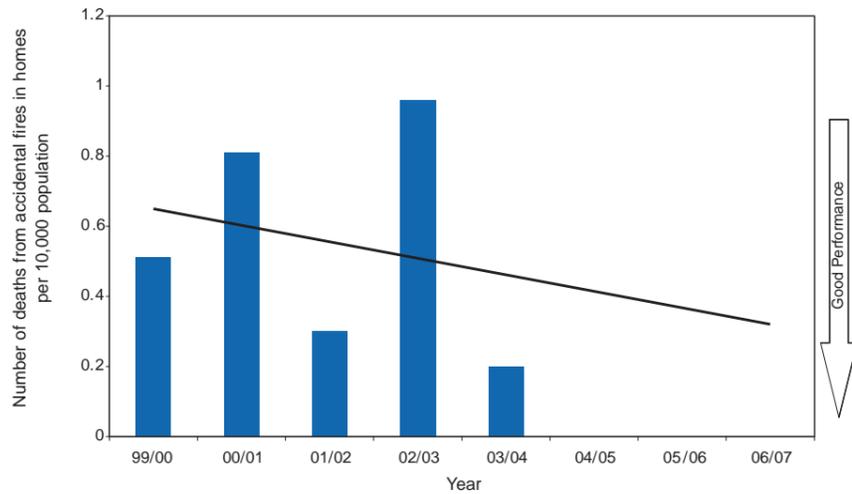
- Cheshire Performance 2002/03
- Cheshire Performance 2001/02
- All Other Fire services Performance 2001/02

Best Value Performance Plan 2003 Cheshire Fire Authority



This section shows trends in performance over the last 5 years.

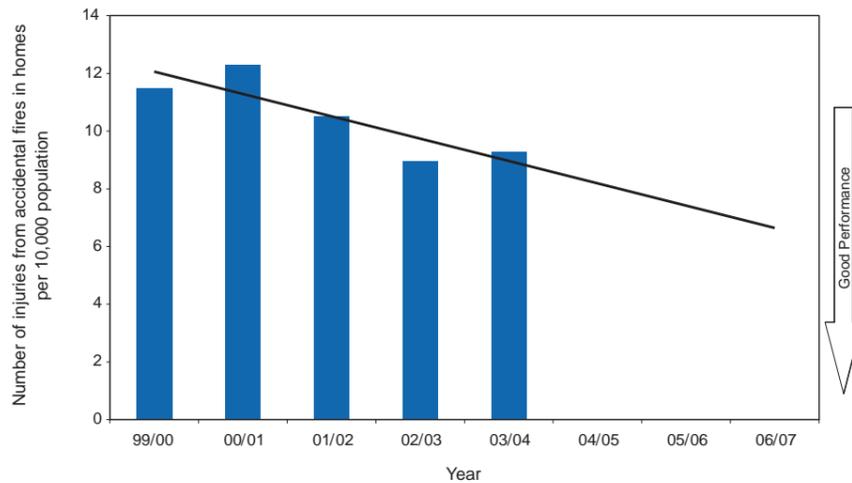
### Fires In Homes



Number Of Deaths From Accidental fires In Homes Per 10,000 Population - BV143 (i)

#### Deaths

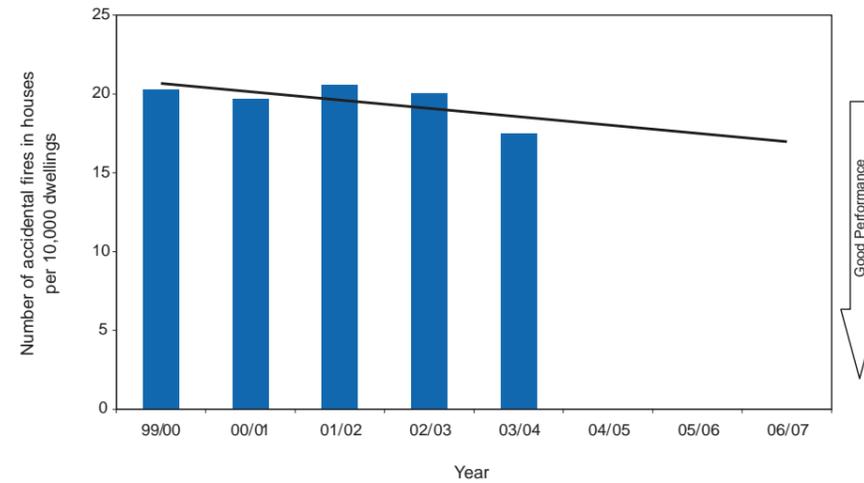
During 2003 - 04 Cheshire had 2 deaths from fires started accidentally in homes. The underlying trends of the last 5 years is downwards.



Number Of Injuries From Accidental fires In Homes Per 10,000 Population - BV143 (ii)

#### Injuries

The underlying trend in the number of injuries arising from accidental fires in homes over the last 5 years is downwards.

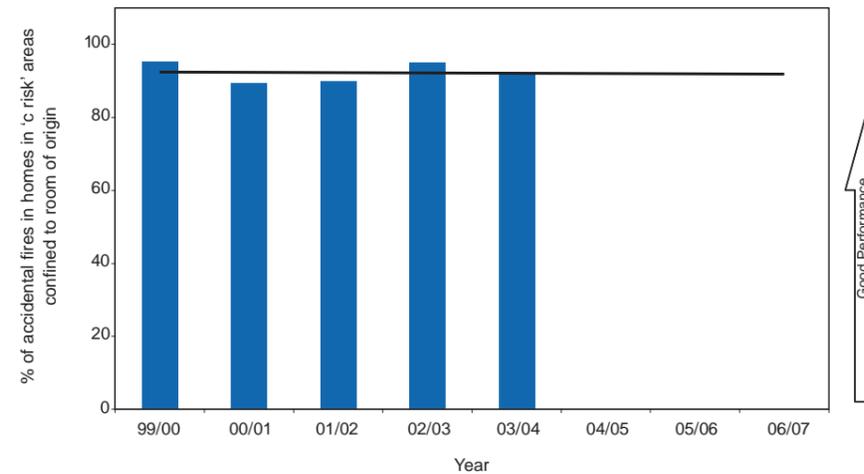


Accidental Fires In Homes Per 10,000 Dwellings - BV142 (iii)

#### House Fires

Nationally, there is a downwards trend in the number of accidental house fires, which is repeated in Cheshire.

The British Crime Survey has recently highlighted that the long term downward trend is stabilising.



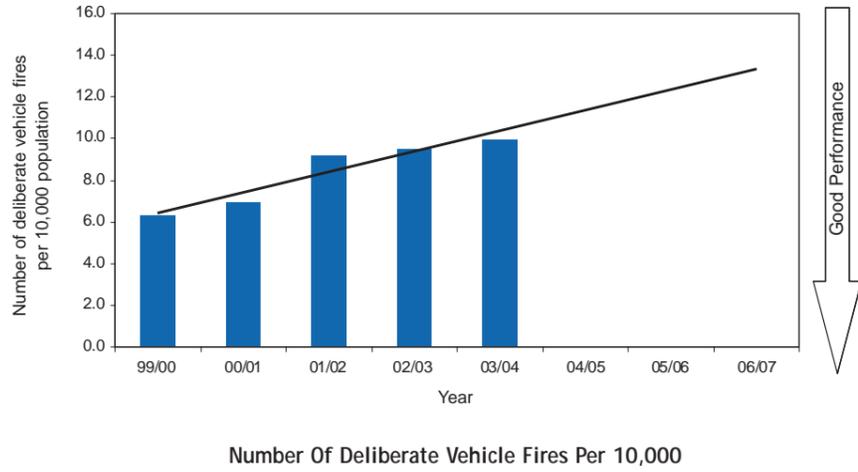
Percentage of Accidental Fires in Homes In 'C Risk' Areas Confined To The Room Of Origin - BV144c

#### Fire Confined To Room Of Origin

This diagram shows there has been no change in the trend in confining fires to the room of origin in the previous C Risk areas. Indicators for the other risk areas are not used because very few incidents occur in them, and in future all areas will be considered together.



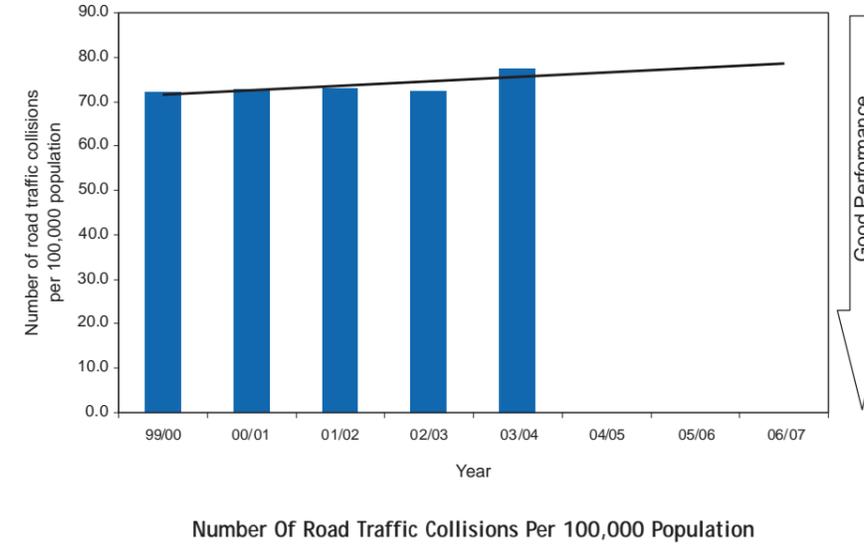
### Deliberate Vehicle Fires



#### Deliberate Vehicle Fires

There has been a rapid growth in the number of deliberate vehicle fires in Cheshire and nationally.

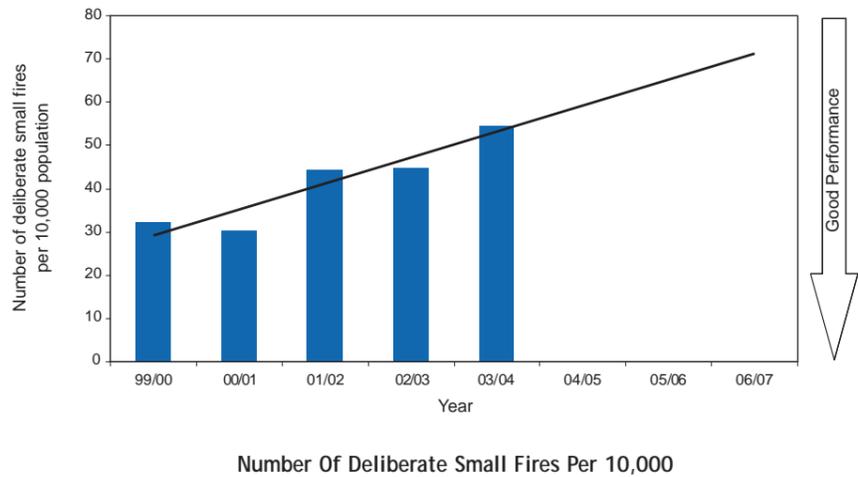
### Road Traffic Collisions



#### Road Traffic Collisions

There has been a steady growth in the number of collisions in Cheshire. The position is similar in other fire and rescue service areas. However, we do not currently use information from the police about road traffic collisions, so we have only part of the picture about the true risk.

### Deliberate Small Fires

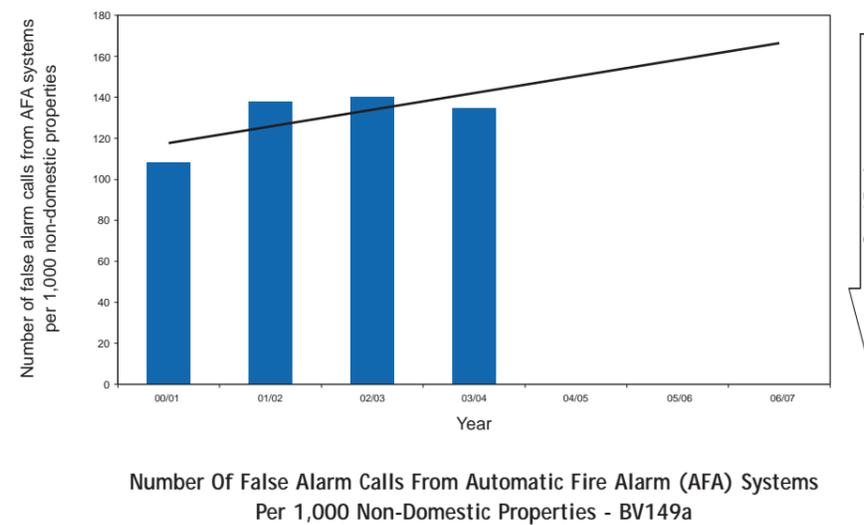


#### Deliberate Small Fires

There is a continuing growth in deliberate small fires. Cheshire has improved its performance compared to other Fire and Rescue Services, although the position nationally shows we still need to make further progress.

### Non-Emergency Events

#### Unwanted Signals From Automatic Fire Alarms



#### UwFS

There has been an upward trend in the number of unwanted signals from automatic fire alarms over the last four years in Cheshire. The situation is similar across other fire and rescue services.



## PERFORMANCE INDICATORS

### Current Risk Assessment Data

- An adjustment has been made as per advice from the office of the Deputy Prime Minister to include an estimate of the missing fifteen days incident data during the period 2002 - 2003.
- Data used has not been audited for 2002/04. The 2004 data also includes an estimated figure for the months of March.
- The trend lines shown have been calculated using linear regression.

### Best Value Performance Indicators 04/05

Included in the IRMP are only the relevant Best Value Performance Indicators (BV's) involved and affected by the Plan.

The full suite of indicators is published in the Annual Best Value Performance Plan Summary (BVPP).

BV's are under review and the table details those required for 2004/05 (as directed by Fire Service Circular 10/2004).

Best Value Performance Indicator (BV)	Description
BV142	i : - Total calls excluding false alarms per 10,000 population ii: - Calls to primary fires per 10,000 population iii: - Calls to accidental dwelling fires per 10,000 dwellings
BV143	i: - Fire Deaths ii: - Injuries in fires
<b>BV 144</b>	Accidental fires in dwellings contained to room of origin
BV146	Number of malicious false alarm calls per 1,000 population
BV149	Calls from automatic fire detection and alarm systems (AFAs) per 1000 non-domestic properties
BV2	a: - Level of the equality standard for Local Government to which the Authority conforms b: - The duty to promote race equality
BV8	Percentage of undisputed invoices paid in 30 days
BV11	a: - Percentage of senior management posts filled by women b: - Percentage of senior management posts filled by people from black or ethnic communities
BV12	i: - Average number of shifts lost to sickness per wholetime firefighter ii: - Average number of shifts lost to sickness for all employees
BV15i	i: - Wholetime firefighter ill health retirements as a percentage of total workforce ii: - Control and non-uniform ill health retirements as a percentage of total workforce
BV17	a: - Percentage ethnic minority community staff b: - Percentage of people of working age in Cheshire from ethnic communities
BV150	Expenditure per head of population
BV157	Percentage % of services available electronically
BV 206	Number of deliberate fires per 10,000 population

BV : - Amended Indicator

BV : - New Indicator





Copies of this literature can be made available on request in your language or an audio cassette, large 14 point size (as recommended by the Royal National Institute for the Blind) or in Braille (English only).

Contact Cheshire Fire Service Community Relations Department on 01606 868700 (language line facility available) or [feedback@cheshirefire.co.uk](mailto:feedback@cheshirefire.co.uk).

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फोन नंबर 01606 868700 पर चेशायर फायर-सर्विस कम्युनिटी रिलेशंस डीपार्टमेंट से संपर्क करें, या इस पते पर ईमेल भेजें: [feedback@cheshirefire.co.uk](mailto:feedback@cheshirefire.co.uk) । अनुवादक की सुविधा लैंग्वेजलाइन के सहयोग से उपलब्ध कराई जाती है।

Kopie niniejszej literatury są dostępne na żądanie w Państwa wersji językowej lub w formie nagrania dźwiękowego na kasecie, stopień pisma 14 (zgodnie z zaleceniem Królewskiego Krajowego Instytutu Niewidomych) lub zapisane alfabetem Braille'a (tylko wersja angielska).

Z Działem Kontaktów ze Społeczeństwem Straży Pożarnej Cheshire (Cheshire Fire Service Community Relations Department) można się kontaktować pod nr telefonu 01606 868700 (dostępne różne wersje językowe) lub pod adresem poczty elektronicznej: [feedback@cheshirefire.co.uk](mailto:feedback@cheshirefire.co.uk)

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اتصل بقسم علاقات الجاليات المحلية في قسم خدمات الحريق في تشيشاير على الرقم: 01606 868700 (تسهيلات الترجمة على الهاتف متاحة) أو [feedback@cheshirefire.co.uk](mailto:feedback@cheshirefire.co.uk)