DEVON & SOMERSET FIRE & RESCUE AUTHORITY

REPORT REFERENCE NO.	**CSCPC/09/4**
MEETING	**COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE**
DATE OF MEETING	**14 JANUARY 2009**
SUBJECT OF REPORT	**NEW OPERATIONAL RISK INFORMATION SYSTEM (ORIS)**
LEAD OFFICER	**ACFO Stratford**
RECOMMENDATIONS	*That the report be noted*
EXECUTIVE SUMMARY	The service has a duty to provide accurate and up to date risk information for operational crews. At present, following combination, the service is currently operating two different systems for gathering and providing risk information. There is a need to review and revise the current arrangements and provide a harmonised system for the new combined organisation. This paper sets out the details of the new operational risk information system (ORIS) and outlines the project pan for completing the work.
RESOURCE IMPLICATIONS	The ORIS Team based at SHQ has been set up using existing staffing arrangements with three personnel changing their line management arrangements and job descriptions. Hardware and software requirements were provided from existing budgets. The provision of plans using the new system will be done electronically; however delays in the provision and installation of the MDTs (part of the Firelink Project) may result in the need to provide hard copies of SSRI plans in the initial stages. This will result in a small cost implication to cover stationary of approximately £300.
EQUALITY IMPACT ASSESSMENT	
APPENDICES	Appendix 1 – ORIS Flow Chart Appendix 2 – Project Plan
LIST OF BACKGROUND PAPERS	None

1.   **INTRODUCTION**

1.1   The Fire and Rescue Service Act 2004 imposes a duty on fire and rescue authorities (under section 7.2(d)) to make arrangements for obtaining information needed for extinguishing fires in its area, and protecting life and property in the event of fires in its area.

1.2   The new Fire and Rescue Service National Framework (2008–11) also makes it clear that fire and rescue authorities must have in place effective arrangements for gathering risk information and making it readily available to operational crews. This should include an effective audit and review system to ensure that the information is current and in the required format.

1.3   Previously both Devon and Somerset had policies and procedures to deliver this and there is now clearly a need to harmonise these arrangements across the new organisation following combination. There are also other issues that have been identified and will need to form part of any new process, including:

- Current systems do not support the maintenance of up to date information

- Provision of common data for the Regional Control Centre (RCC)

- Existing processes are not consistent and have created excessive individual plans in some areas which require rationalisation

- Existing processes do not include a robust audit and review process

- The post incident reports into the recent incidents in Hertfordshire and Warwickshire have identified issues with regard to the relevance of information available to crews

1.4   The new system of gathering risk information and disseminating, auditing, reviewing and updating that information will be called the **Operational Risk Information System (ORIS)**.

1.5   The whole process will be managed by the ORIS Team who consist of the team manager and three technicians based at SHQ (however for the foreseeable future, the ORIS technicians will be based at their current locations in Plymouth, Barnstaple and Taunton). The team will work within the Operational & Resilience Department, line managed by the Operational & Resilience Department Admin Manager/ORIS Team Manager.

1.6   Station-based personnel and Flexi-Duty Officers will also be aware that Operation Risk Information Aide-Memoires have already been issued. These aide memoires are designed to compliment the ORIS.

2.   **THE CURRENT SITUATION**

2.1   At present the old Devon and Somerset areas operate slightly different systems for gathering and presenting risk information. ORIS intends to harmonise and update this process. Whilst ORIS is being developed, it is essential that the current systems, although different, continue to be managed and updated as necessary.

2.2   It is not intended to alter the current situation across the two counties at this time and the development of ORIS will run in parallel to the maintenance of the existing systems. The Operations & Resilience Department is employing a Crew Manager on a temporary basis to manage the maintenance of the existing systems as well as assisting with the development of ORIS.

2.3   There have however been some minor changes/improvements to the facility to access risk information in the old Somerset area. This has provided a mobile data terminal (MDT) facility, similar to that already available in the Devon area. A colour printer for all command vehicles is also being trialed. This will enable greater access to information on the incident ground at larger incidents and greater clarity. There will also be access to the internet (subject to signal strength) that will provide e-mail facility, access to service polices and other information, e.g. 'google maps'.

2.4   The current situation will remain in place until the service is ready to 'cross over' to ORIS. This will only happen when the re-evaluation of the current high risk plans has been completed and the relevant plans have been produced. The work to re-evaluate the current high risk sites is due to commence on the 1st January 2009 and is hoped to be completed by the 31st March. This should allow for a cross-over to the new system on the 1s April 2009.

3.   RISK INFORMATION

3.1   ORIS will have five levels, with each level providing information to the crews attending any incident. The extent of information is based most importantly on the level and extent of the risk to operational crews but also taking into account the potential loss of the building, site or geographical area, environmental impact, heritage risk and the impact on the community in general.

3.2   Level 1 Information – Turn-out Information (TOI)

3.2.1   This will be very basic information provided to crews via the turn-out sheet. This information will primarily be generated from questions that the fire control operator will ask when handling the initial call.

3.3   Level 2 Information – Generic Risk Information (GRI)

3.3.1   This will be information relating to generic risk types, i.e. supermarkets, DIY superstores, garages, church halls, etc.

3.4   Level 3 Information – Site Specific Risk Information (SSRI)

3.4.1   This will be information specific to a building and will generally be restricted to buildings that present the highest risk to firefighters. However, it will also include buildings that, whilst not being of high risk to attending firefighters, present a significant risk to the environment, a significant heritage risk or if severely damaged or destroyed by fire or other incident would have a serious impact to the local community, i.e. a school or a major employer.

3.5 **Level 4 Information – Major Site Risk Plan (MSRP)**

3.5.1 This will be information relating to larger sites, i.e. large hospital sites that would require an element of pre-planning information for attending crews including issues such as RV points, etc. It will also include COMAH and other similar sites. An MSRP may also include a number of premises with GRIs or SSRIs. This level of information is also intended to link to the Community Risk Registers (CRR) developed by the Local Resilience Forums (LRF).

3.6 **Level 5 Information – Strategic Level Plan (SLP)**

3.6.1 This will be information related to county or regional plans that may involve the service. These will, in the main, be multi-agency contingency plans that relate to major incidents, i.e. the Devon Flood Warning and Response Plan.

4. **ORIS PROCESS**

4.1 The process for assessing and gathering risk information, for formulating the information into plans, disseminating the information and finally monitoring, auditing and reviewing the information is very much and joint process by Group Commanders, Station/Watch Based personnel, Fire Control and the Risk Information Team (part of the Operations & Resilience Department) with each having specific roles and responsibilities.

4.2 **Level 1 Risk Information (TOI)**

4.2.1 This information will be gathered by Fire Control operators interrogating the caller who originates the call. Information will be limited and will be added to the station turn out sheet. With the introduction of RCC it is envisaged that Fire Control operators will follow a list of predetermined questions when extracting information.

4.2.2 This work and the process is linked to the RCC Project and is on-going at this time.

4.3 **Level 2 Risk Information (GRI)**

4.3.1 This information relates to premises that while having the potential to present a risk to operational crews, are considered to be of a generic nature and would therefore not require a site specific plan. These premises would be classed as normal risk. A good example would be a DIY superstore, filling stations, nursing homes, etc.

4.3.2 The Operations & Resilience Department has started to prepare a list of such premises and will begin to produce GRI plans for each. It is envisaged that over time, other premises types may be indentified as requiring a GRI plan. Where this is the case, information on the premises type will be submitted to the Operations & Resilience Department for consideration. That consideration will primarily involve checking that the premises do not fall into a category already identified. Where it is agreed that a new GRI Plan is required, this will be completed by the Operations & Resilience Department.

4.3.3   The GRI plan will be text information including the operational considerations relating to that premises type based on the RCC template.

4.4   Level 3 Risk Information (SSRI)

4.4.1   The process for gathering level 3 risk information will be divided into a number of stages, namely:

- Gathering the risk information;
- Scoring/rating the risk;
- Validating the scoring/rating;
- Formatting the information into SSRI;
- Disseminating the SSRI;
- Testing, auditing and reviewing the SSRI;
- Updating the SSRI

4.4.2   Gathering the Risk Information

The responsibility for gathering the risk information will be fall to each group and will be undertaken by either station based personnel or by members of the group support team. Initially, it is envisaged that groups will need to assess their existing high risk tactical plans using the new scoring system. This may only require a desk-top audit however in some cases a visit may be required. It is hoped that this will rationalise the number of high risk SSRIs across the service. It will then be for each Group Manager to decide a process for assessing other tactical plans that they hold or undertaking inspections of other premises depending on the local risk.

4.4.3   Scoring/Rating the Risk

A common system has been developed to gather the risk information and incorporated into this system will be a scoring/rating system. The purpose of this is to provide an objective scoring or rating of the risk that is common across the organisation. There will be guidance issued to support this process. The main purpose of the scoring system will be to identify high risk premises or premises that are deemed to present a high risk to the environment, a heritage risk or a high risk to the community if severely damaged or destroyed fire or other incident. For premises identified as high risk, an SSRI will be created. All other premises will be deemed to e normal risk and it is likely that these premises will fall into one of the GRI categories.

4.4.4   Validating the Scoring/Rating

It will be the responsibility of the Group Manager, or a person nominated by the Group Manager to validate the scoring/rating process. There will be guidance issued to support this process. It is essential that an objective an independent approach is taken to validation of the scoring/rating to confirm premises as high risk and therefore lead to the creation of an SSRI or take the decision to upgrade or downgrade a premises or site.

4.4.5   Formatting the into SSRI

For all premises identified as high risk, an SSRI will be created. All completed documentation, including site plans and photographs where appropriate will be forwarded to the ORIS Team at SHQ. The ORIS Team sits within the Operations & Resilience Department. It will be the responsibility of the ORIS Team to produce the SSRI Plan for the premises. The plans will be stored electronically in a format that will be available for and compatible with the requirements of the RCC project.

4.4.6   Disseminating the SSRI

It will be responsibility of the ORIS Team to disseminate the SSRIs to the relevant groups once they have been formatted. Each SSRI will be provided in a hard copy format initially, although eventually all the information will be held and will be able to be viewed electronically via MDTs issued as part of the Firelink Project.

4.4.7   Testing, Auditing and Reviewing the SSRI

It will be the responsibility of the Group Manager to put in place a process to test, audit and review all SSRIs. Guidance will be issued to support this process. It is envisaged that SSRIs will be tested by group-based exercises (4 - 5 pumps) and audited and reviewed by a risk based re-inspection programme.

4.4.8   Updating the SSRI

It will be the responsibility of the ORIS Team to make any amendments and updates to the SSRIs. It is very important that only the ORIS Team complete these updates as all SSRIs will be held in a central database.

4.4.9   The SSRI plan will contain text information including the operational considerations relating to that premises type. It will also include a location, site and floor plan and, where appropriate, photographs of the site and/or specific risks.

4.5   Level 4 Risk Information (MSRP)

4.5.1   The process for gathering level 4 risk information will be divided into a number of stages, namely:

- Gathering the information relating to the Site
- Validating the need for a MSRP;
- Formatting the MSRP;
- Disseminating the MSRP;
- Testing, auditing and reviewing the MSRP;
- Updating the MSRP

4.5.2   Gathering the Information Relating to the Site

The responsibility for identifying sites that will require a Major Site Risk Plan (MSRPs) will fall to each group and will be undertaken by either station based personnel or by members of the group support team. There will be guidance issued to provide an outline of the type of sites that would constitute an MSRP although the final decision as to whether a MSRP is developed will be left to the Group Manager. An initial list of MSRPs has been identified from the major incident packs issued to all Flexi-Duty Officers.

4.5.3   Validating the Need for a MSRP

It will be the responsibility of the Group Manager, or a person nominated by the Group Manager to validate the need for a MSRP. There will be guidance issued to support this process. It is essential that an objective an independent approach is taken to validation of the need for a MSRP.

4.5.4   Formatting the MSRP

When a site has been identified as requiring a MSRP, all completed documentation, including site plans and photographs where appropriate will be forwarded to the ORIS Team at SHQ. It will be the responsibility of the ORIS Team to produce the MSRP for the site. The plans will be stored electronically in a format that will be available for and compatible with the requirements of the RCC projects.

4.5.6   Disseminating the MSRP

It will be responsibility of the ORIS Team to disseminate the MSRP to the relevant groups once they have been formatted. Each MSRP will be provided in a hard copy format initially, although eventually all the information will be held and will be able to be viewed electronically via MDTs issued as part of the Firelink Project.

4.5.7   Testing, auditing and reviewing the MSRP

It will be the responsibility of the Group Manager to put in place a process to test, audit and review all MSRPs. Guidance will be issued to support this process. It is envisaged that MSRPs will be tested by area-based exercises (6 – 8 pumps) and audited and reviewed by a risk based re-inspection programme.

4.5.8   Updating the MSRP

It will be the responsibility of the ORIS Team to make any amendments and updates to the MSRPs. It is very important that only the ORIS Team complete these updates as all MSRPs will be held in a central database.

4.5.9   The MSRP will essentially be a site plan that includes details and locations of all premises and areas of interest on the site and details of operational considerations such as rendezvous points, water supplies, etc. it is expected that for sites of this type, plans will already exist that will most likely have been prepared by the occupiers of the site to meet other statutory requirements, e.g. COMAH. Where this is the case, access to that plan will be made available. Where it is not the case, a process similar, to that for collecting information for the SSRI, should be adopted.

4.6   Level 5 Risk Information (SLP)

4.6.1   The number of plans developed by the Local and Regional Resilience Forums (LRFs and RRFs) or other agencies or authorities will dictate the number of SLPs.
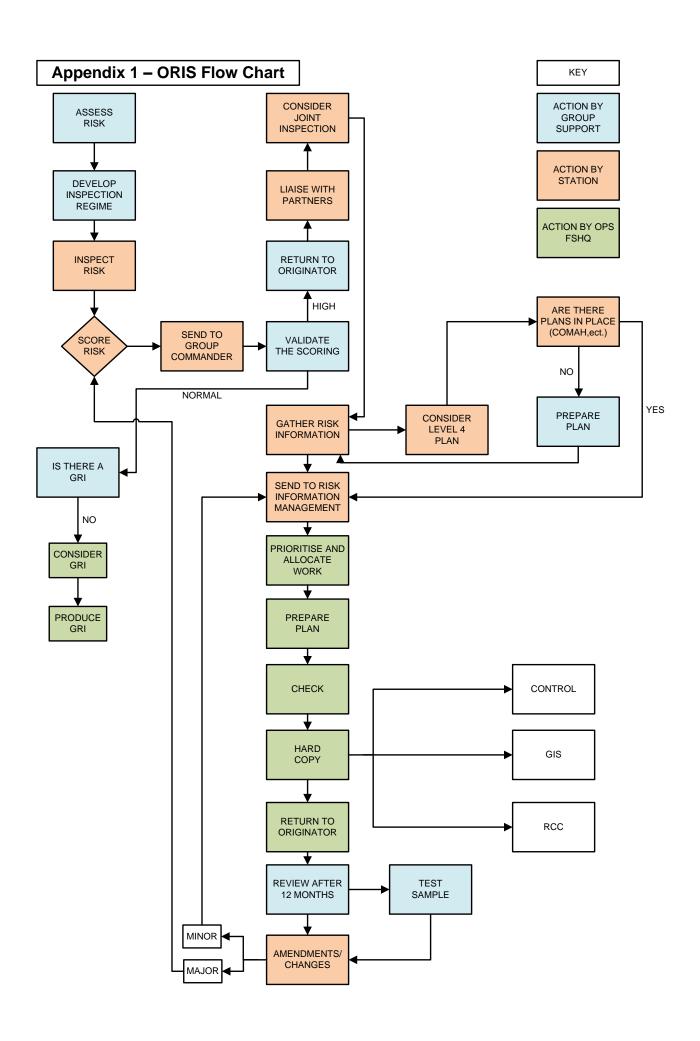
4.6.2   Fire and Rescue personnel at group and area level will have little impact on the decisions to formulate such plans although Area and Group Managers may be invited to be involved at the initial development stages of such plans.

4.6.3   It will be the responsibility of the Emergency Planning Officer (EPO) to put in place a process to test, audit and review all SLPs. It is envisaged that SLPs will be tested by service-wide multi-agency exercises. The audit and review process will be the responsibility of the EPO working with partners.

5.   <u>ACCESS TO THE INFORMATION</u>

5.1   It is intended that, eventually, all risk information will be stored and viewed electronically. It will be available to operational crews via the Mobile Data Terminals (MDT) supplied as part of the FireLink Project. MDTs should be fitted to all appliances and command support/incident command vehicles. The information will also be available to stations and other officers via the geographical information system (GIS) utilising the intranet. This will enable station-based training and pre-planning to take place on the known high risk sites.

5.2   The plan for fitting MDTs suggests that they will be fitted early in 2009. This should also include the ability for remote updating of all information. This will ensure that the information is always up to date.

A central data server has been purchased and sits at SHQ. All risk information will be stored on this server, which will be linked directly to the RCC when it is operational. This server will also link to the intranet to populate the GIS.

TREVOR STRATFORD
ACFO (OPERATIONS)

Appendix 1 – ORIS Flow Chart

KEY

- ACTION BY GROUP SUPPORT
- ACTION BY STATION
- ACTION BY OPS FSHQ

Milestone	Responsible Dept	Comments	Completion Date
Change CAD Operators Role	Operations & Resilience Department	Complete	31/07/08
Identify RCC Requirements	Operations & Resilience Department/RCC Project Team	RCC Project Team to be consulted regarding all aspects of the process to ensure compliance with RCC	On-going
Procure Software	ICT Department	Complete	
Build New PCs	ICT Department	Complete	
Train CAD Operators	Operations & Resilience Department	Complete	31/08/08
Prepare Forms for Gathering/Scoring Risk Information	Operations & Resilience Department	Complete	31/07/08
Validate Scoring System	Operations & Resilience Department	Complete	31/08/08
Issue documents for gathering/scoring risk information	Operations & Resilience Department	Documents prepared and validated	01/01/09
Prepare Guidance Documents	Operations & Resilience Department	On-going	31/12/08
Prepare Policy	Operations & Resilience Department	On-going	28/02/09
Review Existing Operational Risk Information	Group Managers	On-going	01/01/09
Prepare GRIs	Operations & Resilience Department	On-going	31/03/09
Consultation on Policy and Provide Training	Operations & Resilience Department/Policy Harmonisation Team		01/03/09
Publish Policy and cross-over to new system	Operations & Resilience Department/Policy Harmonisation Team		01/04/09