



**RECOMMENDATIONS FOR ORGANIZATIONAL AND FUNCTIONAL CHANGES IN THE STATE FIRE
AND RESCUE SERVICE**

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1 INTRODUCTION

The mission of the Structural Reform Support Service (SRSS) of the European Commission is to provide support for the preparation and implementation of growth-enhancing administrative and structural reforms by mobilizing EU funds and technical expertise. Latvia has requested support from the European Commission under Regulation (EU) 2017/825 on the establishment of the Structural Reform Support Programme ("SRSP Regulation"). The request has been analyzed by the Commission in accordance with the criteria and principles referred to in Article 7(2) of the SRSP Regulation, following which the European Commission has agreed to provide technical support to Latvia in the area of public administration.

The interior sector accounts for the largest share of the state budget of Latvia. There are approximately 60,000 employees registered on the public sector payroll of Latvia, from which around 25% work within the interior system. The Ministry of the Interior of the Republic of Latvia (Ministry of Interior) is the responsible authority of interior sector in charge of fight against crime, protection of public order and security, protection of individual rights and lawful interests, state border security, fire security, rescue, migration, registration of population.

1.1 AIM OF THE PROJECT

Aim of the project is to increase the efficiency of the institutions of the interior sector, more specifically the State Police, the Fire and Rescue Service and the Office of Citizenship and Migration Affairs. These are fields, in which the Latvian authorities have identified substantial needs for improvement.

Efficient, effective, transparent, accountable and citizen-oriented institutions are an essential part of growth-oriented countries. In 2016, the government of Latvia presented to the public an ambitious reform plan for a leaner and more professional public sector, aiming at improving efficiency through reductions in staff and centralization of support functions, strengthening performance based payment and increasing transparency. According to the Public Administration Reform Plan 2020, structural reforms of the state institutions are needed in order to optimize their organizational structures, functions and human resource and this is crucial for moving successfully towards more efficient, effective and development-oriented public sector of Latvia.

Latvian government has set certain internal deadlines, which it is committed to abide to. The most important target date for the Ministry of Interior is October 1, 2018. One month after this deadline, the Ministry will have to submit to the Cabinet of Ministers a plan for structural reforms regarding State Police and SFRS.

In order to comply with the Public Administration Reform Plan 2020, the Ministry of Interior has defined assistance on the following matters:

1. Recommendations for organizational and functional changes in the State Police, including designing new organizational structure and recommending the required number of employees.

2. Recommendations for introducing efficient performance measurement system at the State Police.
3. Recommendations for organizational and functional changes in the State Fire and Rescue Service, including recommending and justifying the required number of employees.
4. Recommendations for introducing efficient performance measurement system at the State Fire and Rescue Service.
5. Recommendations for effective implementation of user workload accounts in information systems supporting business processes at the Office of Citizenship and Migration Affairs.

Aim of the Mid-Term-Report is present recommendations on the necessary changes to improve effectiveness, efficiency and sustainability of State Fire and Rescue services.

1.2 MATERIAL USED

Next materials has been send by SFRS and Ministry of Interior and given overall situation about legislation, rules, regulations and strategies, which is steering SFRS work.

Directive legislation

- Fire Safety and Fire-fighting Law (01.1.2003/19.02.2010)
- Civil Protection and Disaster Management Law (01.10.2016)
- Fire Safety Regulations (19.04.2016)
- By-Law of the State Fire and Rescue Service (27.04.2010)

Related legislation

- National Security Law
- Law on Emergency Situation and State of Exception
- Law on State Material Reserves

Rules, Regulations and strategies

- National civil protection plan
- Operational strategy of the State Fire and Rescue Service 2017.— 2019
- Operational strategy of the Ministry of the Interior 2017— 2019
- Procedures by which the State Fire and Rescue Service Performs and Manages the Fire-fighting and Rescue Operations (Cabinet Regulation No. 297, 17.05.2016)

Also information is gathered by various documents provided by SFRS and Ministry of Interior Latvia

- SFRS depots and posts, personnel and equipment's
- SFRS Personnel HQ, College and Museum
- Provision of information: To 21.02.2018Nr.142.9/6-39-12/18 issue of national fire protection, firefighting, rescue and civil protection.

- Information Report of the situation in the case of fire fighting and rescue services with fire and rescue vehicles
- State Audit Office report as of March 16, 2016 - Are the Fire Safety Measures Implemented in the State Sufficient
- Presentations from Kickoff-meeting August

1.3 INTERVIEWS, WORKSHOPS AND VISITS

Fact-finding mission to Riga 2.-3. August 2018 by Mr. Jouni Pousi and Ms. Häli Allas.

Ministry of the Interior

- Public Administration Reform Plan 2020
- Structural Reform Support Programme, project 18LV12 - outputs, deadlines
- State Fire and Rescue Services SFRS
 - Existing organization & management system of SFRS
 - Board of Control and Operations (firefighting, rescue works, 112 service)
 - Board of Civil Protection
 - Board of Planning Finance (budget and funding)
 - Board of Human Resources (personnel, education)
 - Board of Fire Safety and Supervision (fire safety, supervision)
 - Planning and Coordination Division (structural reforms, optimization measures)

Workshop in Helsinki 18.-19. September 2018

- Risk analyze and service demand in Finland
- Estonian experience, Reform 2012, Strategy 2015, Sustainability analyses 2017
- Estonian experience, service based management, measurement system, customer feedback system.

This report has been prepared by Mr. Jouni Pousi, Mrs. Häli Allas, Mr. Tauno Suurkivi and Mr. Tarvi Ojala.

2 LATVIA STATE FIRE AND RESCUE SERVICE REVIEW

2.1 ORGANIZATION AND MANAGEMENT SYSTEM OF THE STATE FIRE AND RESCUE SERVICE

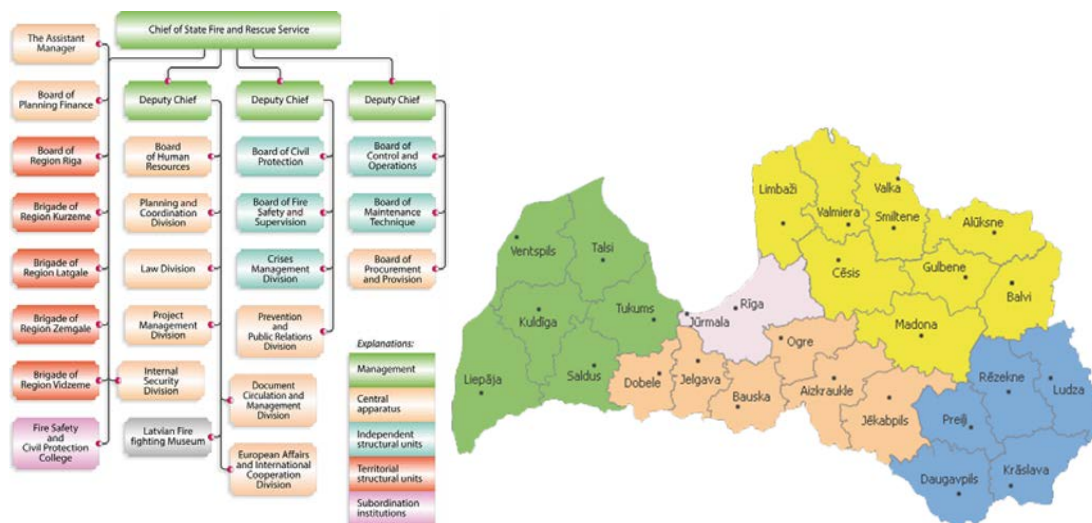
SFRS has 5 regional administrations and approximately 3136 employees. It carries out civil protection, fire safety, fire-fighting and rescue tasks.

Additionally SFRS is delegated to act as, and is the coordinating institution for Crises management council instead of Ministry of Interior.

Increasing Efficiency of the Institutions of the Interior Sector in Latvia
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It co-ordinates the activities of fire safety, civil protection, fire-fighting and rescue issues and also drafts internal and external legal acts in all these areas.

SFRS also coordinates activities of voluntary fire-fighter organisations, which are established by institutions, organisations, commercial companies and local governments.



Picture1. SFRS Organization chart and regions

Statistics

	2008.	2009.	2010.	2011.	2012.	2013.	2014.	2015.	2016.	2017.
Ugunsgrēki										
Latvijā	8967	8997	8087	8812	8536	9821	12175	10311	9288	8714
Rīgā	2940	2686	2291	2702	2607	2819	3004	2656	2299	2261
Bojā gājušie	163	145	148	122	99	104	94	88	95	79
Cietušie	245	194	242	252	283	252	283	304	302	381
Izglābtie	148	154	163	120	211	277	209	218	291	382
<i>t.sk. kūlas ugunsgrēki</i>	1092	2054	1663	1712	1764	2316	4044	2710	2650	2253
Glābšanas darbi										
Latvijā	4038	2640	3431	4517	4835	6173	6182	6138	6744	7287
Rīgā	1648	1225	1457	1903	2062	2600	2441	2356	2639	2689
Izglābtie	255	241	270	273	331	441	386	431	457	518
Maldinājumi										
Latvijā		1975	1863	2125	1981	2068	2633	2169	2258	2214
Rīgā		871	898	969	916	944	1082	944	1072	1046
Meža ugunsgrēki										
Latvijā		320	88	133	57	143	363	274	314	169
Rīgā									80	39

Table 1. SFRS Statistics 2008-2017

2.2 STATE FIRE AND RESCUE SERVICE HUMAN RESOURCES

Developing off positions 2007 was 3496 persons working in SFRS and 2017 are 3136 persons working in SFRS. Personnel have decreased 360 persons in 10 years' time.

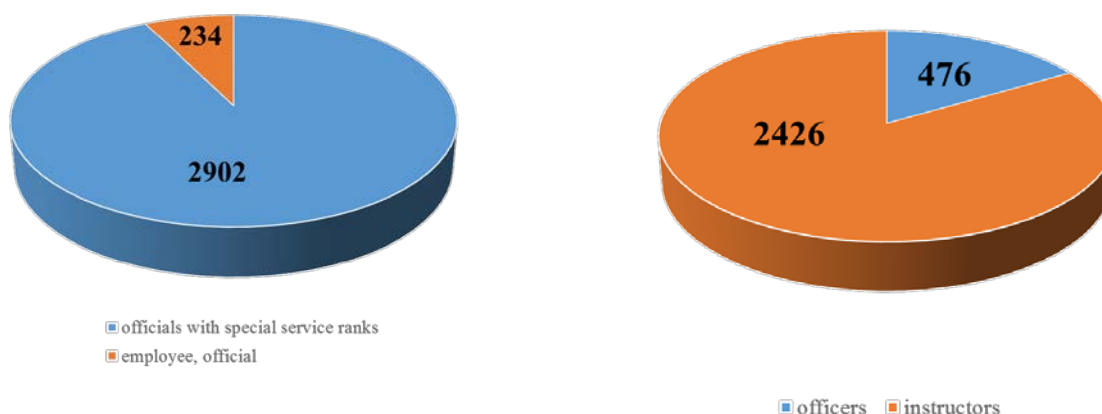


Table 2. SFRS Personnel

2.3 MAIN AREAS OF RESPONSIBILITY AND STATISTICS

The SFRS has four areas of responsibility, each of them having certain targets. Failing to achieve these targets has direct or indirect effect on main goals of the SFRS – reduce the number of fatalities in fires.

Area of responsibility	Targets (<i>not exhaustive</i>)
Fire Safety	To reduce amount of fires
	Increase amount of population reached by prevention activities
	Increase amount of inspected buildings
Single emergency number 112	Decrease time needed from processing the call to dispatching first response unit
	Provide service to every person
Firefighting and rescue works	Decrease response time
	Ensure lifesaving capacity in every station/depo
Civil Protection	Early warning systems can reach maximum amount of population in short period of time
	State material resources are engaged on a short notice to support affected population

Table 3. Targets of each area of responsibility in SFRS

In order to ensure achievement of targets in four areas of responsibility SFRS is taking certain measures and proposing optimization options that are described in below.

2.3.1 FIRE SAFETY

To reduce fires SFRS should focus on fire safety inspections in residential sector, because most of the fires happen in the dwellings. Now SFRS carries out fire safety inspections in dwellings only after receiving complaints or in high-rise buildings with more than ~12 floors according to yearly plans. In addition, SFRS does not inspect new build buildings which are not included in Group III according to General Construction Regulations. This situation leads to problems like possibility that fire unsafe buildings are exploited. Insufficient number of fire safety inspectors that can carry out those additional fire safety inspections deteriorates this situation. Furthermore, each inspection requires a lot of paper work.

Work indicators	2015	2016	2017
Performed fire inspections	7769	7925	9152
Issued Acts of fire inspections	7470	7620	8803
Issued Conclusions about compliance with fire safety requirements	1391	1422	1439
Issued Conclusions about building compliance fire safety requirements (before exploitation)	400	381	367
Drawed Notices about buildings or equipment's exploitation stopping	45	34	46
Drawed Decisions about buildings or equipment's exploitation stopping	43	43	70

Table 4. SFRS Fire Safety work indicators

Envisaged information systems like “Fire Safety and Civil Protection work management and control” and “Self-declaration on compliance with Fire Safety requirements” will support SFRS endeavors to enhance fire safety supervision in the country.

2.3.2 EMERGENCY NUMBER 112

Technological advancement can improve the time needed from processing the call to dispatching first response unit and ability to provide service to all population (including people with special needs).

Organizationally and based on experience from other countries establishment of unified 112-call center is being evaluated. In this case, two-level platform will be established, meaning that first level is handling the call, however second level is managing/dispatching resources. This approach may lead to optimization of amount of call centers, ensure faster processing of incoming calls and information and faster dispatch of resources.

2.3.3 FIREFIGHTING AND RESCUE WORKS

Due to reforms and limited number of firefighters, some of the fire stations and depots have limited lifesaving capacity (LSC) in terms of capability, capacity and delivery.

Capability – an incident needs more skills than can be provided

Capacity - an incident needs more resources than available

Delivery - an incident needs resources more rapidly than can be deployed.

In order to reach the targets SFRS is continuing construction of new fire station and renovate existing ones. Strategically placed fire stations will ensure accessibility of service in all regions; furthermore appropriate amount of trained firefighters, specialized fire trucks will ensure LSC in every station and depo.

2.3.4 CIVIL PROTECTION

The duty to perform inspections on the compliance with the civil protection requirements at the critical infrastructure objects and objects of increased danger is distributed between civil protection department and fire prevention department. To optimize the process, this particular duty could be done doing the joint inspections (safety checks) jointly between fire prevention department and civil protection department. Officials of civil protection department and fire prevention department could participate in sector oriented inspections.

Officials of Civil protection department and Fire prevention department could participate in sector oriented inspections. Saved time can be invested in disaster management planning activities, such as:

- risk assessment;
- determination of preventive, preparedness, response and consequences management measures;
- identify and plan resources for disaster management;
- develop planning documents, recommendation to governmental, municipal and private sector and public;
- plan and organize disaster management exercises;
- plan measures for international cooperation (procedures to provide and receive international assistance and humanitarian relief)
- implement all measures designated to national civil protection point of contact

State material resources are engaged on a short notice to support affected population. Based on lessons learned from national civil protection exercises “Stormex 2016” and International exercises “LatModex 2016”, and ongoing risk assessment and legal changes in Law on State material reserves – procedures and planning of State material reserves should be revised - the availability, quality, quantity, speed of engagement, logistic procedures etc.

Early warning systems can reach maximum amount of population in short period of time. Latvia’s early warning system (EWS) is based on different engineering technical solutions to provide targeted and immediate provision of information to population on a disaster or threats of a disaster. Some EWS solutions are based on conventional approach by using sirens with TV, radio and mass media to broadcast warning message and provide required actions to population. The latest survey 5 years ago on efficiency and costs of existing EWS showed that there are certain gaps (e.g. 29 min. required from decision making to broadcasting) to provide information to population by using sirens+mass media. By using this approach, the calculation demonstrated that reachability of population would not exceed 37%. Other approaches (technological and organizational) exist to reach population during disasters or its imminent threat.

2.4 BUDGET AND FUNDING OF STATE FIRE AND RESCUE SERVICE OF LATVIA

Board of Planning Finance is responsible for the budget management in the State Fire and Rescue Service of Latvia.

Main functions of the Board of Planning finance are:

1. Planning, accounting of financial resources and the monitoring of expenses;
2. Ensuring reimbursement costs for employees of the institution and make tax payments in accordance with the procedures prescribed in national legislation;
3. Ensuring the accounting process in the institution.

Total expenses of SFRS in budget program

	Executed budget (2017)	Planned (2018)	Planned (2019)	Planned (2020)
Total, EUR	65 427 621	62 144 254	50 975 851	50 836 336
Salary, EUR	50 129 041	47 336 444	47 340 808	47 340 808
Goods and services, EUR	2 930 300	2 931 636	2 800 425	2 800 425
Social benefits, EUR	6 024	6 024	6 024	6 024
International cooperation, EUR	6 474	6 474	6 474	6 474

Table 5. SFRS budgeted 2017 - 2020

European Union funding is 5% of the State's Fire and Rescue Service budget

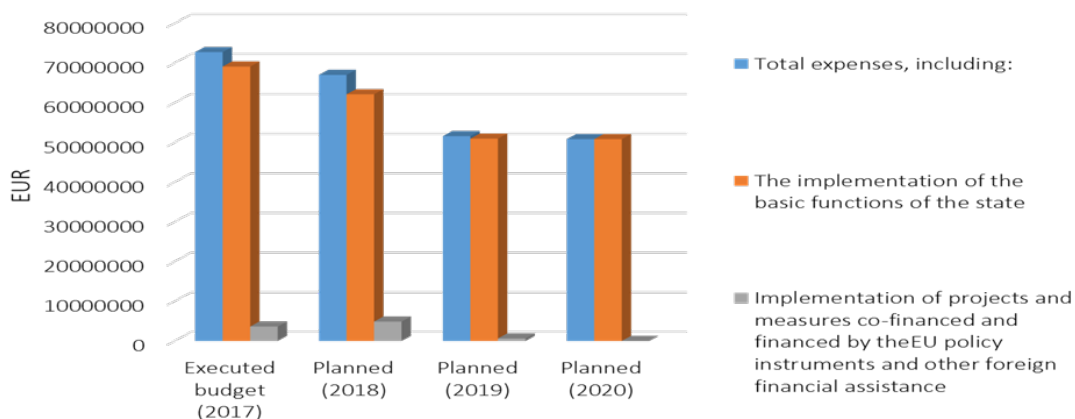


Table 6. Total budget of SFRS

2.5 KEY FINDINGS IN LATVIA

In the last decade, the SFRS has undergone significant structural reforms to optimize the functioning of the institution, ensuring effective functioning of the system, eliminating overlapping of functions and maximizing use of human and financial resources. Further structural reforms may lead to decrease in effectiveness and quality of services provided by SFRS.

To prevent fires SFRS must focus more awareness rising within the society and inform them about danger of fires and fire safety requirements. Last year SFRS has reached 9, 65% of total population of Latvia, however this number should be increased up to 15% by 2020. In order to achieve it SFRS can organize social campaigns, populate social media with relevant information and use other alternative kinds of activities.

In order to achieve Fire Safety targets, SFRS is committed to perform constant reassessment of fire safety situation in the country and use risk assessment to tailor prevention activities. In addition, SFRS is improving professional competence of fire safety inspectors and their common understanding of fire safety supervision. Gap with fire inspections in newly build buildings is going to be addressed through the use of Construction information system, which will provide us up to date information about all newly build buildings.

According to existing legal act about national civil protection contact point in order to conduct a permanent and coordinated exchange of information with the EU's ERCC, NATO EADRCC and other international organizations and abroad countries on disasters, threats or crises, SFRS is responsible for ensuring activity of national civil protection contact point 24/7. To implement these measures additional resources (financial, human and technical) shall be necessary.

It is obvious that human resources are vital for effective and sustainable functioning of SFRS. Most of the challenges described in previous chapters can be addressed by increase in human resources in SFRS; however **precise number of additional human resources could be determined only by thorough sustainability analysis of SFRS**. Execution of all functions of the institution is closely interrelated. Stopping or reducing any function may adversely affect the performance of other functions and endangers public safety.

It is clear that none of the functions can be outsourced to private entity, because the business aim is to maximize profits from its activities, while the SFRS operation is not profit-driven. The operation of the institution (providing assistance) does not depend on the solvency of the client (the recipient of the service). Operational readiness of the SFRS is based on system objects (fire stations with relevant technical equipment) that are places around the country, including less populated areas where number of accidents is limited. Business oriented model will not be able to get profit from operations in these less populated areas.

3 ESTONIAN EXPERIENCES

The Estonian rescue service has undergone a number of changes over the past 10 years with the aim of providing the best possible service to society with the available resources and reducing the number of victims of accidents. In 2006, the number of fire-related fatalities in Estonia was 164, in 2017 it was 39. It has been the contribution of all the different fields of the Estonian Rescue Board (ERB) and the result of consistent development activities to achieve the common goal – decrease the number of accident victims.

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Estonia and Latvia are comparable in multiple perspectives and rescue services are similar. However in recent years Estonia has been moving faster and significantly towards the goal.

	Estonia	Latvia
Area	45000 km ²	64589 km ²
Population	1 300 000	1 930 000
Average salary per month	1242 euros	961 euros
Average salary of rescuers per month	881 euros (71% of EST average)	1028 euros (107% of LV average)
Number of rescue stations	72 (66 with LSC, team minimum 1+2)	92 (approx. 40% teams 1+1)
Planned budget 2019	69, 9 milj. euros	50, 9 milj. euros
Number of rescue servants (approx.)	2200	3100
Country area per station	625 km ²	709 km ²
Inhabitants per station	18055	21208
Servants per station	30	34
Budget per servant	31772 euros	16387 euros
Victims of household fires 2017	38	80

Table 7. Comparison of countries

The most important steps that have had the greatest impact on improving the efficiency of the service and which have helped to move strongly towards the goal was presented at the workshop-seminar held in Helsinki on 18-19 September 2018, but the key issues from the Estonian experience are described below.

3.1 2010 SERVICE-BASED MANAGEMENT WAS IMPLEMENTED AND MEASUREMENT SYSTEM WAS DEVELOPED

- ✓ The services we provide to society was described in unified basis (what effect we want to create in society)
- ✓ Defined the target groups (to whom the service is needed)
- ✓ Service-based planning system was implemented (what kind of services are needed and where)

In the following years, the management model had further developments, including the restructuring of the organization, the improvement of the service performance measurement system and the implementation of the customer feedback system. As a development of the system, in 2019 the Rescue Board will implement the service and activity-based cost and budget management system.

3.2 2012 REFORM OF RESCUE STATIONS


Problem	Goal	End Result
<ul style="list-style-type: none"> ✓ Big number of rescue stations with no lifesaving capability¹ (LSC) ✓ Low financing 	<ul style="list-style-type: none"> ✓ To increase the number of rescue stations with 24/7 LSC ✓ To increase the number of inhabitants receiving LSC within 15 min* ✓ To decrease the average response time to the accidents demanding LSC ✓ To decrease the number of fire-, water- and traffic accident victims 	<ul style="list-style-type: none"> ✓ Decrease from 81 to 72 rescue stations ✓ No change in total number of rescuers ✓ Number of fire station with LSC increased from 41 to 66 ✓ 15min range of LSC increased from 86% to 93% (+121 000 inhabitants) ✓ Dispatch time to accidents demanding LSC decreased from 11min to 9min ✓ Number of accident victims continued to decrease remarkably

Lessons learned:
Most important is the communication about the outcome for a society - what will change for the customers.

3.3 2014 THE STRATEGY OF THE RESCUE BOARD

During the years 2013-2014 the analysis of the current situation were carried out in the all areas of Rescue Board, which were the base for the Strategy of the Rescue Board. Analyses described the current situation – what services provided with what resources, what is the quality of services and what is the ambition or possible future of the services (possible choices: hold, reduce or develop the level of services).

Strategy was composed for the years 2015-2025² and have a content of ERB mission, vision and lines for action in every area.



MISSION OF ESTONIAN RESCUE BOARD:
We prevent accidents, save lives, property and the environment

VISION OF ESTONIAN RESCUE BOARD:
Together we have reduced accidents and losses to the level seen in the Nordic countries.
Drownings to 20 (2014 level 68) and Fire-related fatalities to 12 (2014 level 54)

¹ Based on the researches the first 10 minutes are crucial in the context of saving lives from the burning house and the minimum need of staff for a safe and efficient smoke diving is 3 persons.

² Can be found: <https://issuu.com/estonianrescueboard/docs/strategy>

3.4 2016 FINANCIAL ANALYSIS OF THE SUSTAINABILITY OF THE ERB

The Ministry of Interior and ERB ordered analysis "Impact of Rescue Board Financing on effective rescue capacity, including the sustainability of the organization " with the aim of getting an reliable overview of the current state of funding of the Rescue Board and ERB ability to continue working on existing funding. The goal was also that the work would give guidance for ERB, the Ministry of the Interior, the Government and Parliament to:

- ✓ make strategic decisions;
- ✓ improve the use of internal resources;
- ✓ make proposals for improving financial planning;
- ✓ find additional sources of funding.

The purpose of ordering the study was also to inform the public and to create preconditions for discussions about the provided rescue services.

Effective rescue capability is related to prevention work and establishment of safety environment for society. Estonian "Internal Security Development Plan 2015-2020" describes the aim of the rescue work field: "Estonian people feel safe, because of the rescue service and contribution of everyone, the risk of accidents reduced, fast and professional help is provided in a case of accident (including a life-saving capability). The analysis of sustainability implies long-term consideration, even several generations. For the Rescue Board it means the necessary level prevention and effective rescue service today and in the future. The research funded by European Regional Development Fund and from the budget of the Ministry of the Interior and carried out by the expert of the private company "Finantsakadeemia".

The structure of analysis divided to free stages:

- 1) Collecting information, mapping, data setting and creating a comprehensive overview including important background information of ERB (development plans, strategy, resources, structure, financing and costs, rescue events statistics and performance indicators, experience of other countries).
- 2) Analysing. The collected data systematized methodically and analysed (ratios, trends, comparisons) – situation of resources and investment needs, financial model and prognoses, alternatives for financing and financial planning described. The purpose of the stage was to provide a basis for further evaluation and recommendation for creating policy, including:
 - ✓ Evaluation of condition of assets and need for replacement based on the age and left lifetime of assets.
 - ✓ Financial model interconnected performance indicators and financial information. Financial model created to forecast the budget with nominal values (inflation indexed).
 - ✓ To find alternatives for financing, international experience was analysed with strengths and weaknesses for every option.
 - ✓ Forecast model created.
- 3) Conclusions. Based on analyses recommendations and evaluation was given for risks, financial condition and sustainability.

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Problem	Goal	End Result
<ul style="list-style-type: none"> ✓ High staff turnover, especially in expert positions ✓ Deficit in labour expenses, management costs, real estate costs and investments. ✓ Uncertainty within the Rescue Board to describe the exact deficit 	<ul style="list-style-type: none"> ✓ To get independent and reliable overview of the costs of rescue services up to 2026 ✓ To provide alternatives of the future Rescue Board with different scenarios of financing 	<ul style="list-style-type: none"> ✓ Total deficit was 148,7 milj € up to 2026 ✓ 3 different scenarios was provided: <ul style="list-style-type: none"> ○ Moderate cut of services (-5%) ○ Hard cut of services (-10%) ○ Aggressive cut of services (-25%)

Lessons learned:
For reliable review of the actual situation of financial sustainability, it is essential to have independent internationally recognized company carry out the analyses and whole organization is involved.

3.5 2017 ANALYSED OPTIONS TO ENSURE THE SUSTAINABILITY OF THE RESCUE BOARD

Analysis of financial sustainability gave a clear indicator that ERB is not sustainable and decision about ERB future structure was needed. Any kind of network cut would have had influence to society, which was not desired. Experiences of alternative systems (part-time system, voluntary) in other countries (Denmark, Finland, Germany, United Kingdom, Sweden and Norway) researched. Criteria's for part-time system described and compared with local conditions.

Problem	Goal	End Result
<ul style="list-style-type: none"> ✓ Decision was needed about the ERB future. 	<ul style="list-style-type: none"> ✓ To analyse the influence to society of the provided possible scenarios (-5%, -10%, -25%). ✓ To analyse the suitability of part-time system to Estonian social and demographic situation 	<ul style="list-style-type: none"> ✓ Rescue services cut was not the option because of the consequences and the influence to society. ✓ Part-time system was proven unsuitable for Estonian social and demographic situation (preconditions for implementation did not meet the current situation in Estonia and the result would have been unpredictable) ✓ The network of rescue services is optimum today and the salary of the rescuer should be at least average salary of country.

Lessons learned:
It is significant to keep ministry involved the most important topics for services to give the understanding of the rescue work contents and give the hard proof for the budget negotiations in government.

3.6 KEY FINDINGS IN ESTONIA

Well communicated (inside the organization and outside) and explained overall goal and the measurement system with quality measurements are the main instruments for planning. Service based management gives the clear focus for every department of ERB and good level of analytical capacity gives the strong arguments to allocate the resources.

The most important basis for further activities is to identify the actual financial situation and sustainability. Investment in the analysis of financial sustainability is unavoidable in order to work out effective solutions with long-term perspective and desired impact to society.

4 FINNISH EXPERIENCES

A safe and resilient Finland – through cooperation – is the rescue services' vision for 2025. The rescue services play a major role in building a safe and resilient Finland. The vision emphasizes cooperation, since no actor can achieve these goals on its own.

Rescue Services Strategy emphasizes the risk-based approach to operations, high preparedness of the rescue services, cooperation, a high standard and uniformity of services, and active development. The risk assessment work of rescue services developed in such a manner that it produces wide-ranging information needed for the development of civil emergency preparedness, which is also required for the needs of partners. The rescue services also support other actors in preparedness duties other than accident prevention by their expertise and services related to the operating environment, preparedness and risk management. The Rescue services have the ability to provide and receive assistance in natural or man-made major accidents or disasters.

4.1 RISK ANALYSING

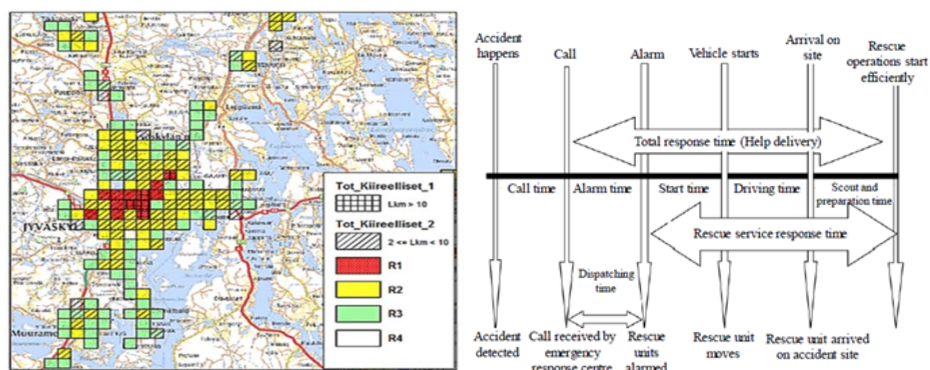
In order to develop rescue services and civil emergency preparedness, the rescue services need to have a continuous picture of what are the primary risks threatening the functioning of society. In practice, this means a continuous risk assessment process. It means identifying the risks, assessing how they can be managed, and making decisions on how each operator can reduce the probability of the risk, or limit the damage caused, in case the risk materializes.

The rescue services play a key role in risk assessment, because they are always the first ones to be called to the site in the case of an accident. Rescue authorities see accidents on a daily basis and are also capable of making at least preliminary estimates of the probable causes of accidents. One of the important duties of rescue authorities is to highlight the reasons causing accident risks, and to influence and ensure that measures are taken to control these risks. In many cases, the measures are such that they can be taken by the operator, owner or occupant of a property. This often requires that the rescue authority is capable of demonstrating the possibility of the risk, and highlighting simple practical solutions for improving safety.

The purpose of risk analysis is to assess how risks can be managed. Risk analysis is used as a basis for defining the rescue services resources and service capacity, which also depends on each community's and organization's ability to respond to risks.

In Finland the whole country territory area is divided into risk classes. Risk classes are based on a risk level which is determined by the regression model. Regression model is based on number of inhabitants and building area. Regression model has been calculated according real house fires.

Prognosis is for risk level in a square 1 km x 1 km.



Finnish requirement for total response time

Risk area	Dispatch time (min)	Rescue service response time (min)	Total response time (min)
I	2	11	13
II	2	14	16
III	2	22	24
IV	2		< 40

4.2 KEY FINDINGS IN FINLAND

In the rescue services, it is essential that all development based on service demand. This calls for an increasingly efficient and versatile use of resources. The goal is that the services provided by the rescue services would meet the national, regional and local demand, and that the services would be dimensioned according to the known risks.

The better individual people, companies and communities know how to act, the smaller the losses caused by an accident are. The assistance provided by authorities will have a far higher impact if the actors present at the site of the accident can take action to contain the damage on their own, even before the organized assistance reaches the site.

5 RECOMMENDATIONS

Recommendations based on information collected from the fact-finding mission to Riga and workshop held in Helsinki, comparison of the countries and Estonia's and Finnish experiences. To increase efficiency and effectiveness of the organisation, several preliminary activities needed that provide the basis for systematic planning, resource allocation and performance measurement.

Based on experience the recommendations of further activities are follows:

1) Current situation analysis will be done including the following main parts:

- a. *Description of the service levels (at what level services provided and with what resources). Description of the services of the rescue service today what already been done.*
- b. *Description of the risks in external environment (which are the most likely risks and regions of the accidents and the demographic situation).*
- c. *Financial analysis of sustainability could be beneficial and helpful to develop the effectiveness of SFRS.*

2) The strategic goal and develop the performance measurement system will be established:

- a. *Describe a picture concerning 10-year perspective in society view in Latvia.*
- b. *Building Indicators for measuring the results and impacts of activity in all SFRS working areas and follow them annually.*
- c. *Achieving a societal and political agreement (approving the strategy at the highest possible level, for example government).*
- d. *Plan for communication of the strategy inside and outside of the organisation need to be written and adopted (involvement of partners, as wide involvement as possible to compose the strategy).*

3) Strategic resource and service planning (based on strategic goal from point 2):

- a. *Description of services and impact assessment and comparison according the strategic goals.*
- b. *Resource planning due to the impact assessment of the service (where the services are needed most, the possible transformation of the rescue stations network to improve the rescue capability, involvement of the IT company for map applications is necessary for planning the service network - distances, population coverage with the service, etc.).*

- c. *Engaging external³ partners in the provision and development of services, such as volunteers, local governments, people themselves (the need for continuous public communication and awareness rising of society about their own role and).*

6 SUMMARY

The expert group overall opinion is that Estonian and Latvian rescue services are comparable and according to the information collected and Estonia's and Finnish experience, **the cut of the Latvian rescue service without carrying out the detailed current situation analyse and evaluation of the financial sustainability, would not be possible. Cut can strongly harm the rescue services and the capability to save lives and in worst case can lead to number of additional fire-related, traffic accident and water victims. Further optimization and reduction of the SFRS is not possible without reducing the quality of the service provided by the SFRS.**

The fire- and rescue service should have a continuous picture what are the primary risks to society. According to existing data and future visions it is not yet possible to give an exact figure concerning staffing. A lot of development work have done since the year 2009, but the positive impact of the reforms and sustainability of the system not proved. Further strategic service-based analysis needed and it would be beneficial to make internally risk-based analysis connected to resourcing. At the moment, there are several different views what could be the right number of personnel and allocation of resources, these view are based on very different points of views, therefore **the analysis of real financial situation and sustainability of rescue services will be crucial activity for the next year.** Using of Estonian experience in that topic, will give an advantage in a timeline and a quality of the content.

It would be beneficial to increase the efficiency and effectiveness of HR in the area of strategic personnel planning and leadership. This could be done by introducing the HR Business Partner (HRBP) model, in which core function management, together with HR, develops organizational skills and ensures the correct allocation of resources.

7 CONTINUATION OF THE DEVELOPMENT WORK

Activity 2 is to develop recommendations for introducing efficient performance measurement system at the State Fire and Rescue Service (SFRS). At the same time, it is crucial to invest and order the analyses of the financial sustainability, which will give the overview of actual situation and will be basis for the further activities and recommendations.

Recommendations will be done together with Latvian counterparts to assess current performance measurement system at SFRS in its four working areas (fire safety supervision, firefighting and rescue works, civil protection and 112 emergency response centres). The provider will prepare recommendations for improving performance measurement system.

Report provided with justified recommendations for improving performance measurement system at SFRS in all four working areas. Activity 2 start's October 1st 2018 and ends March 1st 2019.

³ Additional financing needed to develop and engage the external resources

