

# Merseyside Fire and Rescue Authority

## Integrated Risk Management Plan (IRMP) 2

2007/10

### Version Control

<u>Name</u>	<u>Date</u>	<u>Version</u>	<u>Amendments</u>
John Kellaway	30/10/06	1.1	Fig 1 inserted, pages renumbered, contents pg updated & removal of paragraph on pg 13.
John Kellaway	1/11/06	1.2	Fig 1 pg 5 wording added, correction pg 20 & 43.

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## Forward

Merseyside Fire and Rescue Service has now established itself as the world leader in fire and rescue service by introducing and promoting community safety strategies which have led to an increased level of safety for the people of Merseyside.

Merseyside Fire and Rescue Authority is committed to innovative and imaginative change in order to help make our communities safer and stronger.

We are also committed to integrated working with other authorities, agencies and the voluntary sector to improve public safety and well being.

All of these commitments will be met under the statutory principles of Best Value and continuous improvement. The success of this approach has been reinforced by the Audit Commission rating of Merseyside as an “Excellent” service<sup>1</sup>.

The action points outlined in this document have been formulated following detailed analysis of the risks faced by the various communities within Merseyside. The risks we face as a community today have been greatly reduced from the levels we faced in 2004, at the outset of our first IRMP. This reduction in risk to public safety can be attributed to the measures that have been implemented by the Authority, as a direct result of our IRMP process.

Our response standards to operational incidents are among the best in the country. We will continue to endeavour to meet and exceed these demanding standards in order to provide the best possible service for our communities.

Our First IRMP 2004/2007 has proved a great success, placing Merseyside at the forefront of the British Fire Service. We have reduced fire deaths, injuries and the number of fires attended over the last 3 years.

This Fire Authority was rated the best performing Fire Authority in the country following the first Fire Comprehensive Performance Assessment in 2005. We have also gained many further awards for our performance, the most prestigious being, two Beacon Council Service Awards for Services to Older People and Early Intervention – Children at Risk. In addition we are the only fire and rescue service to be short listed for the Beacon Council’s Anti Social Behaviour Reduction Award.

I hope you will take time to read this document so you can appreciate the amount of progress that has been made in modernising our service and the reasons why we continue to question and improve the ways we deliver our service to the community. The proposals outlined in this document form the next steps in our vision “To make Merseyside a safer, stronger community”

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<sup>1</sup> Fire and Rescue Comprehensive Performance Assessment MF&RS, Audit Commission. July 2005. Available at [www.merseyfire.gov.uk/pages/reports/pdf/MerseysideCPA.pdf](http://www.merseyfire.gov.uk/pages/reports/pdf/MerseysideCPA.pdf)

Should you wish to gain further information about Merseyside Fire and Rescue Service please visit at our Website at [www.merseyfire.gov.uk](http://www.merseyfire.gov.uk) or contact your local community fire station.

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## **Introduction**

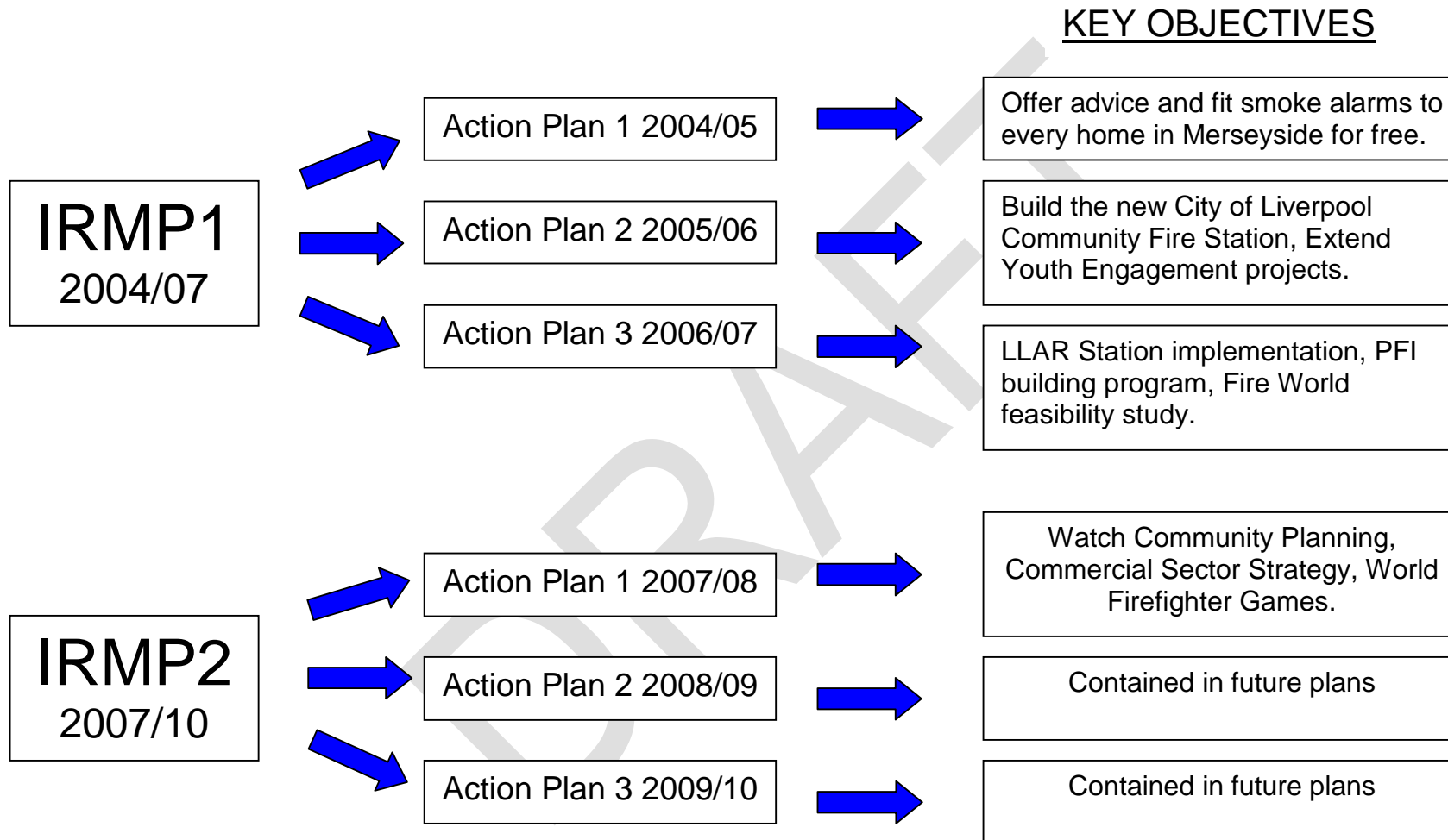
Welcome to the second published edition of the Integrated Risk Management Plan for Merseyside Fire and Rescue Service. The Action Plan included in this document is the first of three Action Plans which will be issued during the life of this document.

There are many factors which have a bearing on how we conduct our risk management process and which aspects of our service we make a priority for resource commitment. However, we believe that the core methodology contained within this IRMP will remain valid until 2010. That is not to say it will remain unchanged, but it is envisaged that the development and refinement of our strategies will remain consistent with the approach detailed within this document.

As the modernisation of The Fire and Rescue Service continues nationally, it is inevitable that we see changes to the regulatory framework under which we must operate. This is the primary driver for change within our local IRMP. Other reasons include; changes in who lives in our community and how and where we live. Environmental change is bringing about increased demands for response from the fire and rescue service, particularly with the incidence of flash flooding. We cannot ignore the changes to risk in our communities brought on by the rapid development in technology which affects almost every aspect of our lives and the emergence of a credible threat of terrorism locally.

**Figure 1 – Structure of IRMP.**

# Structure of IRMP



## **What is Integrated Risk Management Planning**

The Fire and Rescue Services Act 2004 places a statutory duty on every Fire and Rescue Authority to produce an IRMP that set's out the Authority's strategy, in collaboration with other agencies, for:

- Reducing the number and severity of fires, road traffic accidents and other emergency incidents.
- Reducing the severity of injuries in fires, road traffic accidents and other emergency incidents.
- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Safeguarding the environment and heritage (both built and natural)
- Providing value for money.

To facilitate these requirements, a full assessment of risk within Merseyside is undertaken. Once the risks are identified their potential effects on the community are prioritised. Finally, decisions are made concerning the deployment of resources to tackle these prioritised risks. In essence the plan is a balancing act between risk and finite resources.

## **Legislation**

We have an obligation to produce a local IRMP, however the 2004 Act also gave statutory effect to The Fire and Rescue National Framework document. This document details the Government's expectations for the Fire and Rescue Service as a whole, in terms of clearly defined priorities and objectives. This document is fundamental to the content and direction of our IRMP, the latest edition of this document was released in April 2006 and covers the period 2006-2008. A copy of this document can be downloaded from the DCLG website [www.communities.gov.uk](http://www.communities.gov.uk)

The largest reform in fire safety legislation for 30 years took effect on the 1<sup>st</sup> October 2006. The Regulatory Reform Order has defined the responsibility for fire safety in non-domestic premises. It has also changed the emphasis of the Fire Service's role in enforcing this legislation. This change in regulation has already been planned for and now implemented as part of our day to day business.

In our first IRMP we highlighted the four changes<sup>1</sup> to the Fire Service, which were required at government level in order for our plans to come to fruition. Three of these have since come to pass and the fourth concerned the Building Regulations 2000 as amended. The final revised version of these regulations will be published by the end of 2006 and will come into force early in 2007. The full effects of this change to the regulatory system are yet to be identified,

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<sup>1</sup> Integrated Risk Management Plan pg 7. Available at [www.merseyfire.gov.uk](http://www.merseyfire.gov.uk)

as are its associated effects on risk. However the initial assessments have been undertaken and an appraisal of the risk effects made within the planning process.

The last piece of legislation worthy of note is the Clean Neighbourhoods & Environment Act 2005. This has conferred new powers on local authorities to tackle some of the underlying problems which promote nuisance fire setting and arson within our communities. The ongoing application of these powers is having an effect on the profile of the incidents we attend and also affects our assessment of risk to our community.

## **Supporting Government's Vision**

The Government's vision for the modern Fire and Rescue Service has been emerging since 2002; it places fire prevention at the heart of our focus of activity, it defines stringent performance targets<sup>1</sup> which must be met, it places a duty for the efficient and effective use of resources and provides a set of Core Values<sup>2</sup> with which our conduct must be aligned.

Merseyside Fire and Rescue Authority concur with this vision and in this document describe how they will commit to continuing to make this vision a reality in Merseyside Fire and Rescue Service.

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<sup>1</sup> Fire and Rescue National Framework 2006-08 appendix B pg 77

<sup>2</sup> See appendix A

## **Our Vision**

**To make Merseyside a safer, stronger community.**

### **Our Mission:**

To work in partnership to provide an excellent, affordable service to all the diverse communities of Merseyside that will:

- **Reduce risk** throughout the community by protective community safety services.
- **Respond** quickly to emergencies with skilful staff who reflect all the diverse communities we serve.
- **Restore** and maintain quality of life in our communities.

### **Corporate Aims 2007/8**

#### **Reduce Risk**

- We will reduce risk of fire and other emergencies in all communities of Merseyside through a combination of prevention and protection, working in partnership with other service providers.

#### **Response**

- We will respond to all emergency calls for assistance with a level of response appropriate to the risk and deal with all emergencies efficiently and effectively.

#### **Restore**

- We will work with partners to help individuals, businesses and communities recover from the impact of emergencies and help the return to normality.

#### **Organisation**

- We will operate efficient and effective organisational functions that will support the core functions of the Authority in a way that provides value for money for the communities of Merseyside.

## **Our Successes**

### **IRMP 1 Action Plans 2004-2006**

Merseyside's first Integrated Risk Management Plan was produced in 2004 and was followed by a further two supplements covering the period from 2005 to 2007.

These documents analysed the risks to which our communities were exposed at that time and devised courses of action to reduce the risk, creating a safer community and a safer workforce.

Although the majority of these changes are now fundamental parts of Merseyside Fire & Rescue Service, many were ground breaking for the Fire & Rescue Service nationally and Merseyside continues to be at the cutting edge of change and modernisation in the world and British Fire and Rescue Service.

It is an integral part of the planning process to periodically review the changes that have been made and measure the effects they have had in reducing the risk on Merseyside.

### **IRMP 1 2004/2005**

#### **Achievement Highlights**

Our innovative scheme offering free smoke alarms and fire safety advice to the residents of Merseyside reached over 30,000 homes and we fitted over 50,000 free smoke alarms in this year. These measures saw an 8.77% decrease in the incidence of accidental fires within the home from 1605 in 2003/4 to 1476 in this year.

Our policy to replace smoke alarms batteries for those most at risk within our communities and simple design changes to the smoke alarms themselves saw an increase in the number of smoke alarms which have raised the alarm in the case of fires in the home to almost 50%.

During the course of our risk assessment we had identified that the most vulnerable members of our community were usually the hardest for us to reach. To address this fact we employed 20 community fire safety advocates, working specifically with older persons, disabled persons, the deaf and persons with addiction problems.

We also identified that a significant proportion of our life saving response was being used to deal with nuisance fires which were set deliberately, more often than not as a result of antisocial behaviour. To tackle this risk we devised a two pronged approach;

Firstly we initiated a range of youth engagement schemes, including The Prince's Trust Volunteers in two of our most troubled communities. The

schemes are designed to develop self esteem and promote community awareness. What we saw this year is a massive reduction in the secondary fires occurring, the actual number dropped by 6750 across Merseyside which was a reduction of 35%.

Secondly, to further preserve our frontline rescue appliances ability to be available for their primary role of saving life, we identified through risk analysis that at certain times of the day in certain locations, we were subject to surges in the occurrence of small nuisance fires. To combat this risk we introduced a Small Fires Unit (SFU) which is used to augment our operational response at the times of peak demand during the day. The average number of incidents attended by the SFU for the first two years of its operation was 775. From inception in 2004 to October 2006 it has saved deployment our frontline fire fighting appliances to rubbish fires on nearly 2500 occasions.

During the course of our research it was identified that our operational resources were not fully utilised in their main role as life savers. To further utilise the skill and speed of response of our operational fire fighters, a trial was implemented in partnership with Mersey Regional Ambulance Service to co-respond with the Ambulance Service to incidents where persons were suspected of having a heart attack. The personnel operating this pilot scheme have responded to many incidents this year and lives have been saved.

We instituted a new set of demanding response standards to provide the people of Merseyside with an enhanced level of service, when compared to the old standards which were used nationally.

In residential areas we set a first attendance time within 8 minutes and a second appliance to attend within 10 minutes. We achieved this standard on 95.2% of occasions which was greatly in excess of our target of 85% of occasions. We also provided for the attendance of a third appliance in situations where people were known to be trapped inside the affected property. This resulted in 95% of fires being contained inside the room of origin compared with a figure of 91% for the previous year. These standards were subsequently raised as a result of the IRMP process.

## **Summary**

In our first IRMP Action Plan 2004/5 we included 61 action points. We had successfully completed 52 of these action points by the end of the year. A number of action points were carried over into the Year 2 IRMP Action Plan as a result of the scale of work required.

## **IRMP 2 2005 – 2006**

### **Achievement Highlights**

We continued to pursue the policy of targeting our community safety services at the most vulnerable within our community. To enable us to expand this work we again strengthened our team by employing an additional 6 community safety advocates. They are now working to offer our prevention services to persons with drug and alcohol dependency, disability issues and those who are new to our community, seeking asylum within the country.

Another fundamental risk reduction measure retained from the first year Action Plan was our youth engagement policy. We identified that the schemes were having such dramatically positive effects and that there would be scope for even greater reduction in risk by the expansion of our interaction with the youth of Merseyside. By the end of the financial year, we had added another two Prince's Trust Volunteer Teams, again targeting the more deprived areas of Merseyside.

This year also saw the introduction of The Education Alternative Reaching Local Youth (EARLY) program based at two community fire stations. The scheme is a 12 week personal development programme, targeted at 16 to 19 year olds who have not been in education, employment or training for 20 weeks or more.

In addition we developed numerous diversionary activities which we implemented in areas identified as having a particularly high incidence of antisocial behaviour incidents. Some of our more successful activities included street cage soccer, Fire Fit Kids and the introduction of climbing walls on some fire stations.

Importantly we also managed to secure an agreement with Fire Support Network, a registered charity, to raise funds and recruit volunteers to enable a further twenty new youth engagement schemes to be run over the next three years.

Our flagship programme of delivering free home fire safety checks and smoke alarms to the communities of Merseyside continued this year. Our aim was to expand the initiative, and to provide more refinement in the targeting of the most vulnerable members of our community. Home fire safety checks were carried out in 51,000 homes this year, exceeding our target of 48,000. This brought the total of home fire safety checks completed on Merseyside to nearly a quarter of a million homes by the end of March 2006. We will continue to focus our efforts on this important area, maintaining a year on year action point to develop this initiative to protect all of the communities of Merseyside.

The highlight of our intervention plans for this year was the provision of Liverpool City Community Fire Station. A brand new, state of the art, fire station situated in St Anne's Street, Liverpool 1. It became operational in July 2006, and provides emergency response for our city centre and beyond. The building itself represents the future of the fire service as we see it, a professional, functional and welcoming environment for both employees and community members alike.

We also augmented our Urban Search and Rescue capabilities in this year with a new addition to our USAR team, Jake, our search and rescue dog. He has been specifically trained to detect trapped persons within a building collapse, and works side by side with his handler and our Search and Rescue team.

A substantial financial and resource commitment to the business community of Merseyside has been the provision of our "One Stop Shop" based at Liverpool Regeneration Services, Providing fire safety planning assistance and advice as well as operational service continuity planning, during the massive redevelopment projects for the 2008 Capital of Culture.

Fifteen action points were concerned with the development of our business internally. Two of the most productive outcomes were the introduction of flexible working, allowing staff to tailor how and when they work to fit in with their commitments at home; and The Resource and Resilience Team. This is a central pool of managers, who can be deployed to effectively manage the peaks and troughs of attendance inherent within a 24 hour service. This enabled us to make efficiencies in the level of staffing we provided for supervisory management.

### **Ongoing Projects at the end of 2005/6**

Our Major Emergency Response & Recovery Plan is being written in collaboration with London Fire Brigade, a draft document has been produced and a final edition will soon be agreed.

Our Corporate Water Supply Strategy is now under review as a direct result of the findings of our research this year. We have postponed the purchase of a water tanker and hose laying unit, until the strategy is agreed.

### **Summary**

Our Action Plan for 2005/6 included 55 action points; by the end of the year 46 were complete with a further 4 due for completion within the first two quarters of the 2006/7 financial year.

What we have seen again this year is a dynamic environment which has affected some of the outcomes we had expected to see from the action points. Plans have been modified to account for these changes in order to reduce risk for our communities and employees alike.

### **IRMP 3 2006 – 2007**

This plan is currently being implemented within Merseyside Fire and Rescue Service and is due for completion in April 2007.

At the time of writing this review, progress is being made across the service which is in line with expectations. However, there are some action points which have made progress well above our expectations.

The flagship of our community safety programme, Home Fire Safety Checks, continues at a great pace. We are well on target to beat the 51,000 visits completed last year. To support the fire fighters and bring specialist skills to this work, we now have advocates specialising in the following areas;

- Bilingual.
- Older people.
- Younger people
- Deaf community.
- Disabled people.
- Drug and alcohol dependency.
- Mental health.
- Refuge and asylum seekers.
- Carer training.
- Arson reduction.
- Antisocial behaviour reduction.

We have included the requirement to reassess, the suitability of the location and the facilities at our fire stations within this year's plan. The ability of a fire station to adequately address the risk of our changing community environment is paramount to the efficiency with which it operates. Two fire stations have been identified as a priority for action. To date, in both cases, suitable locations have been identified for relocating the stations. Negotiations are ongoing to procure the necessary sites and a building specification has been written to ensure that our new community fire stations provide exactly the resources that are required by the Service and our community at large.

Following on from our previous identification of fire stations on Merseyside which have both a low level of activity and a low level of inherent risk within their station boundaries, we have begun the implementation of a system to reflect this situation. The system we have chosen is now fully operational at Heswall, West Kirkby and Formby, and will shortly introduced at Newton Le Willows. Feedback from the fire fighters working this system is extremely positive and performance indicators are also showing an improvement across the board.

## **Summary**

The 57 action points within this year's plan are on schedule to deliver the predicted outcomes, working toward our corporate aims, mission and ultimately our vision to make Merseyside a safer stronger community.

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## **Our Community Standards**

### **Emergency Response Standards**

Our current intervention standards in respect of fire are;

- High Risk – First attack within 5 minutes with additional support within 8 to 10 minutes.
- Medium Risk – First attack within 6 minutes with additional support within 9 to 11 minutes.
- Low Risk – first attack within 7 minutes with additional support within 10 to 12 minutes.

Our aim is to achieve these standards on 85% of occasions. We aim to improve this attainment level to 90% by 2010<sup>1</sup>

The risk categorisation was arrived at as an integral part of our own risk assessment on Merseyside. This categorisation is consistent with the FSEC model<sup>2</sup> and is further described in the methodology document which accompanies the risk map.

These standards were established after in depth analysis of data from a number of sources. Those sources include the FSEC toolkit, historical incident data, community safety data, life style data and our own risk map.

The stages of this analysis were;

- Assess the risks from fire and other incidents within Merseyside.
- Allocate responses appropriate to that risk.
- Predict the effectiveness of any risk reduction strategies employed.

This is a constant and dynamic process; we continue to develop our risk based approach, with integration of data from the FSEC tool kit which itself is subject to refinement and expansion of the data sets used to produce a risk profile of Merseyside.

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<sup>1</sup> Integrated Risk Management Plan Year 3 Supplement pg15. Available at [www.merseyfire.gov.uk](http://www.merseyfire.gov.uk)

<sup>2</sup> The Fire Service Emergency Cover (FSEC) toolkit is a computer based risk model developed by the ODPM, which has been made available nationally to all Fire & Rescue Services. The model is based on a Geographical Information System (GIS) and draws on census information, historical incident data, resource disposition and road network data to determine the profile of risk within Merseyside and display this data in a graphical format.

In addition work has started, with the aid of a risk analysis consultant with experience of risk critical industries on the review of the risk methodology. This is to guarantee it reflects local and national priorities and develops increased sophistication. It will also be more dynamic reflecting the ever changing nature of risk.

### **Service Level Agreements**

Since the publication of the last IRMP we have made progress on the introduction a formal system for documenting the standards, to which all of our different departments will perform.

These agreements detail; the identification of all stakeholders or clients, types of service to be provided to these clients, the timescales for this action to be undertaken and the quality standards to which they will be performed.

As they are agreements, these documents are ratified by the stakeholders and senior management, and then serve as a template against which the performance of each department can be objectively measured to ensure the best possible service within the principles of Best Value.

Copies of the Agreements are available for the specific departments through our Corporate Communications Department or on the Web at [www.merseyfire.gov.uk](http://www.merseyfire.gov.uk)

## **Risk Management**

*“Risk Management has a high priority within the Authority and it has made considerable progress, firmly embedding risk assessment and management”.*

**Comprehensive Performance Assessment, Audit Commission July 2005**

### **Merseyside and Risk Assessment**

Merseyside has within recent years gone, and still is, going through tremendous change and transformation. Although this has led to significant urban renewal and investment, pockets of Merseyside are still socially and economically deprived, with a significant number of wards classified as within the top ten most deprived wards within England. According to national ranking Merseyside Fire and Rescue Service covers some of the most deprived areas of all UK fire and rescue services<sup>1</sup>.

The changing fabric of Merseyside has illustrated the need for Merseyside Fire and Rescue Service to further review its overall approach to service delivery and overall risk assessment and management. The overall risk methodology, which is being further developed, aims to adopt a dynamic approach to risk assessment, taking into account Merseyside’s ever changing landscape, both socially and economically. For example, a city street at the heart of the club quarter presents a very different risk profile at 2am in the morning than at 3pm in the afternoon. Older risk methodologies have not been sensitive to these changes, but we believe that reflecting these subtle changes which occur all over Merseyside is the ultimate aim of our risk methodology.

### **The Nature of Risk**

In the former national risk methodology and standards, risk was defined using property loss as the most important factor. Now through legislation, many years of building and engineering development and health and safety culture, most of our major commercial buildings no longer constitute the high risk they used to be classified as.

Research, nationally has identified people die as a result of fire in their homes, rarely in offices, shops, hotels or cinemas. That is why the fire and rescue service nationally focuses on the risk to life and why our risk methodology places such importance on lifestyles and demography.

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<sup>1</sup> Section 11 Pg 6 Fire and Rescue Comprehensive Performance Assessment MF&RS July 2005. Available at [www.merseyfire.gov.uk/pages/reports/pdf/MerseysideCPA.pdf](http://www.merseyfire.gov.uk/pages/reports/pdf/MerseysideCPA.pdf)

## Methodology

Merseyside has used the FSEC toolkit to develop a risk model based on Geographical Information System. This draws on census information, historical incident data, resource disposition and road network data to determine the profile of risk within Merseyside and will display this information in a geographical format.

To further complement and improve this data, Merseyside Fire and Rescue Service has entered into a relationship with a commercial risk management consultancy with experience of working in risk critical industries.

A simulation model has been developed which has been populated with 5 years of incident data. The model has been tested and found to be 99% accurate in replicating actual achieved performance against historical response standards. This model has been widely used to validate proposals for changes to operational resources within the County.

Assessing numerous data sources including patterns in different types of incidents occurring at differing periods of time, Community Fire Safety data including Home Fire Safety Checks (HFSC) undertaken, Merseyside Fire and Rescue Service has complemented these data sources within Mosaic<sup>1</sup> lifestyle data as well as the Indices of Multiple Deprivation<sup>2</sup> (IMD), census data and other statistics available from the Office of National Statistics<sup>3</sup>(ONS).

By making best use of these data sources, Merseyside Fire and Rescue Service has developed a robust business intelligence led approach to support its approach of reducing risk, responding to that risk, restoring the business and community and providing the necessary organisational support and structure.

Work is continuing to improve our risk modelling to include weightings to reflect the affects on risk, given the introduction of a myriad of community safety schemes aimed at reducing risk to our community. This work is subject to external scrutiny and quality assurance by the commercial risk management consultancy we have contracted to verify our approach to risk management.

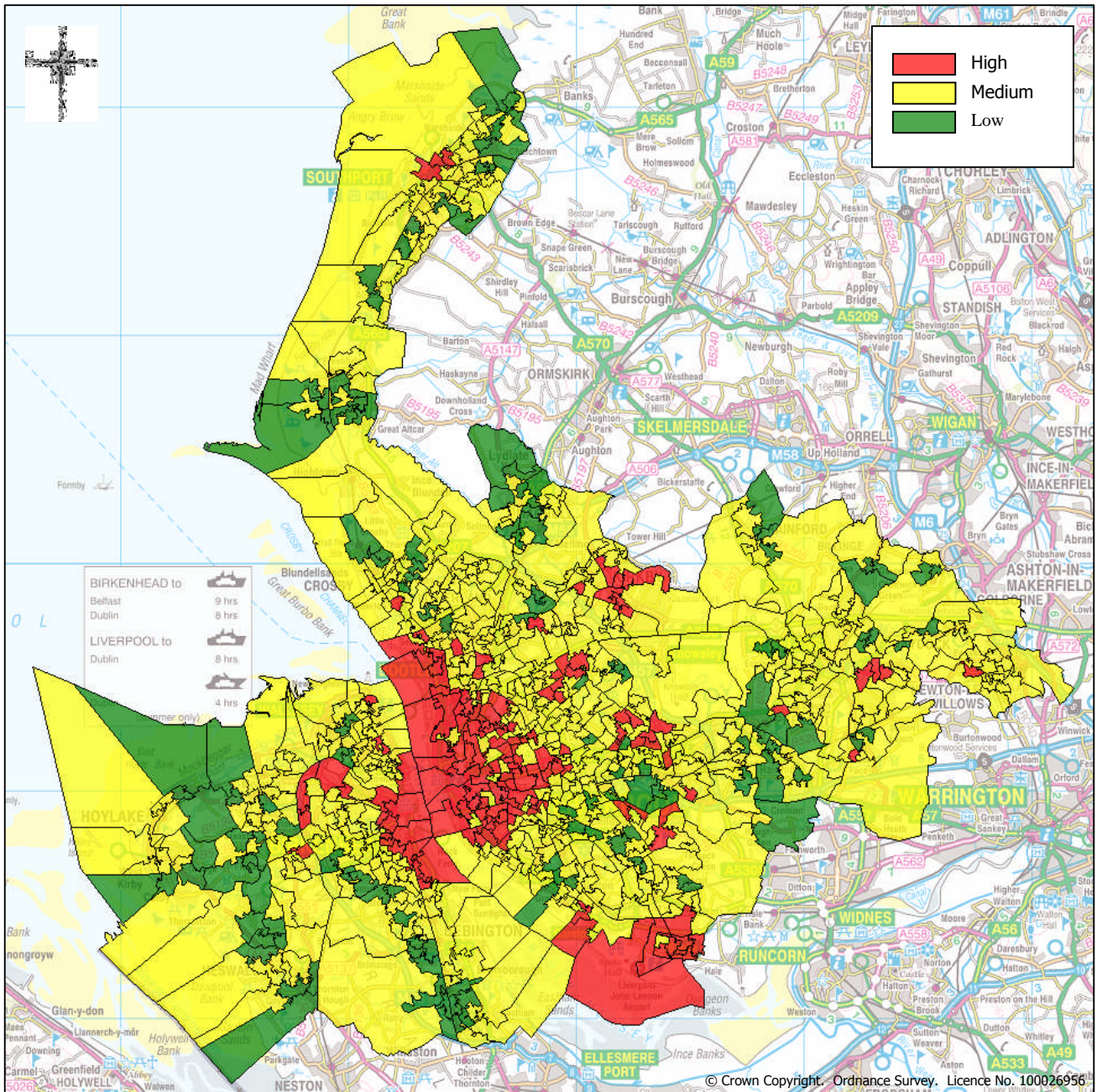
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<sup>1</sup> Mosaic Lifestyle data is information gathered on consumers in terms of significant cultural factors such as socio-demographics, culture, family structure, likely spending power and behaviour. This is supplied by Experian Ltd..

<sup>2</sup> [www.communities.gov.uk](http://www.communities.gov.uk)

<sup>3</sup> [www.statistics.gov.uk](http://www.statistics.gov.uk)

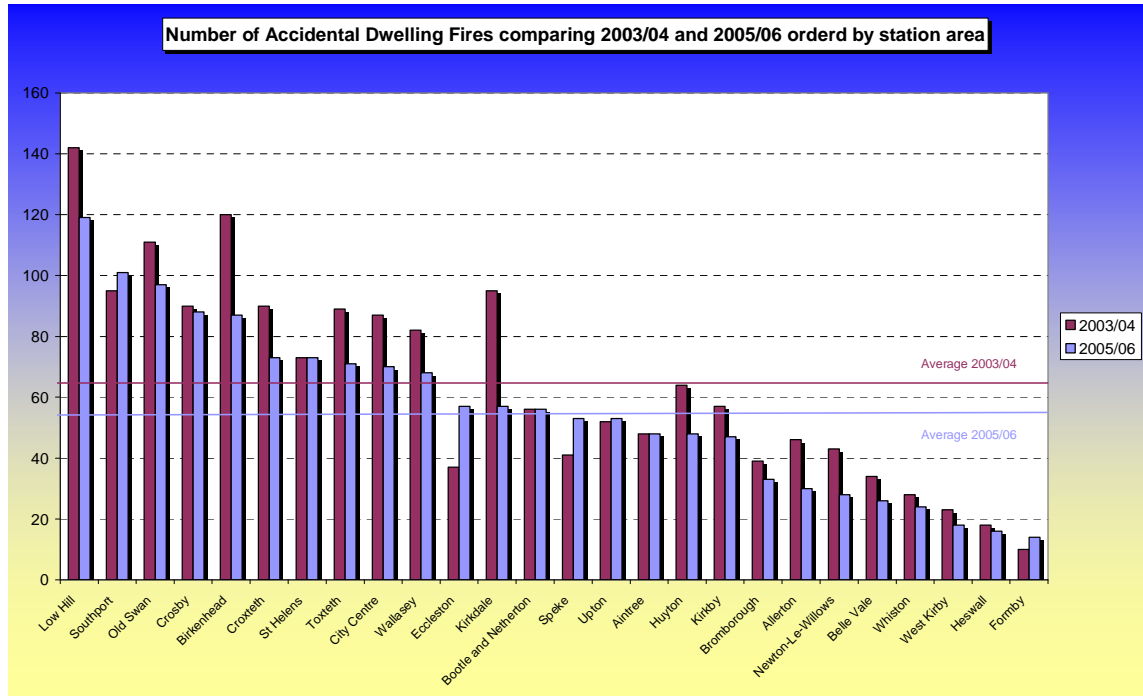
This map provides a geographical representation of our current risk assessment. This map depicts existing and potential risk to life by analysing dwelling fires, injuries, fire deaths, life risk special service calls and a weighting for the index of multiple deprivation.



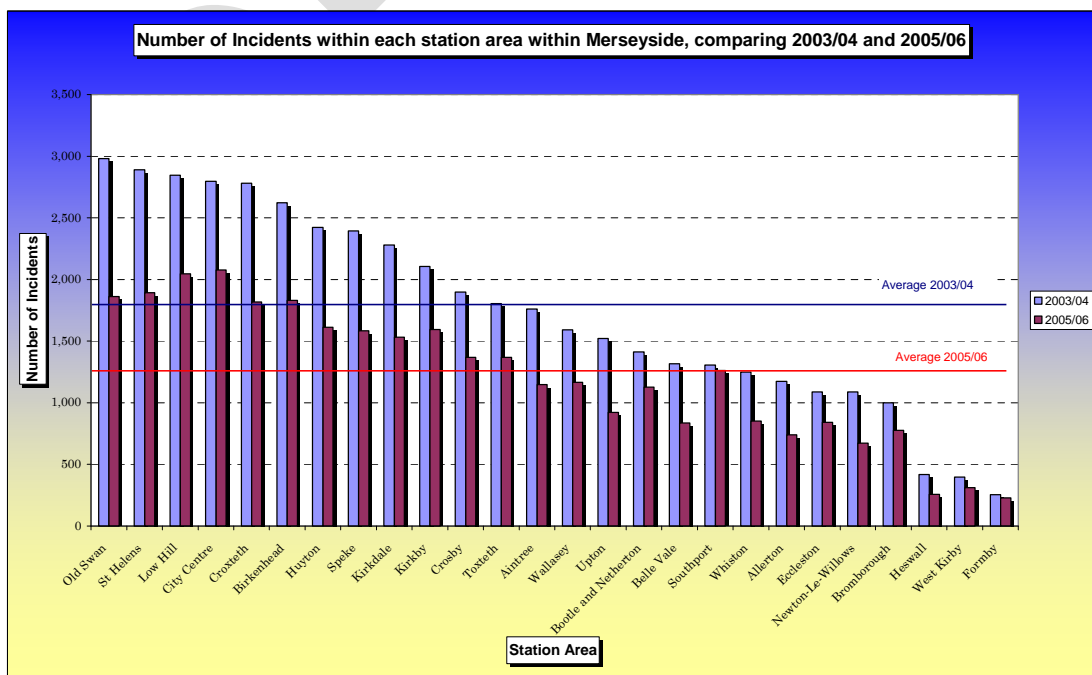
**Risk Map of Merseyside as at 31<sup>st</sup> August 2006**

## Risk Analysis and the Assessment of Data Sets.

The number of accidental dwelling fires are a good example of the results of our risk reduction strategy, as detailed below, they have indicated a significant decline over the period 2003 - 2004 to 2005 - 2006.



The overall number of incidents has also seen a dramatic decline within the same period as shown below.



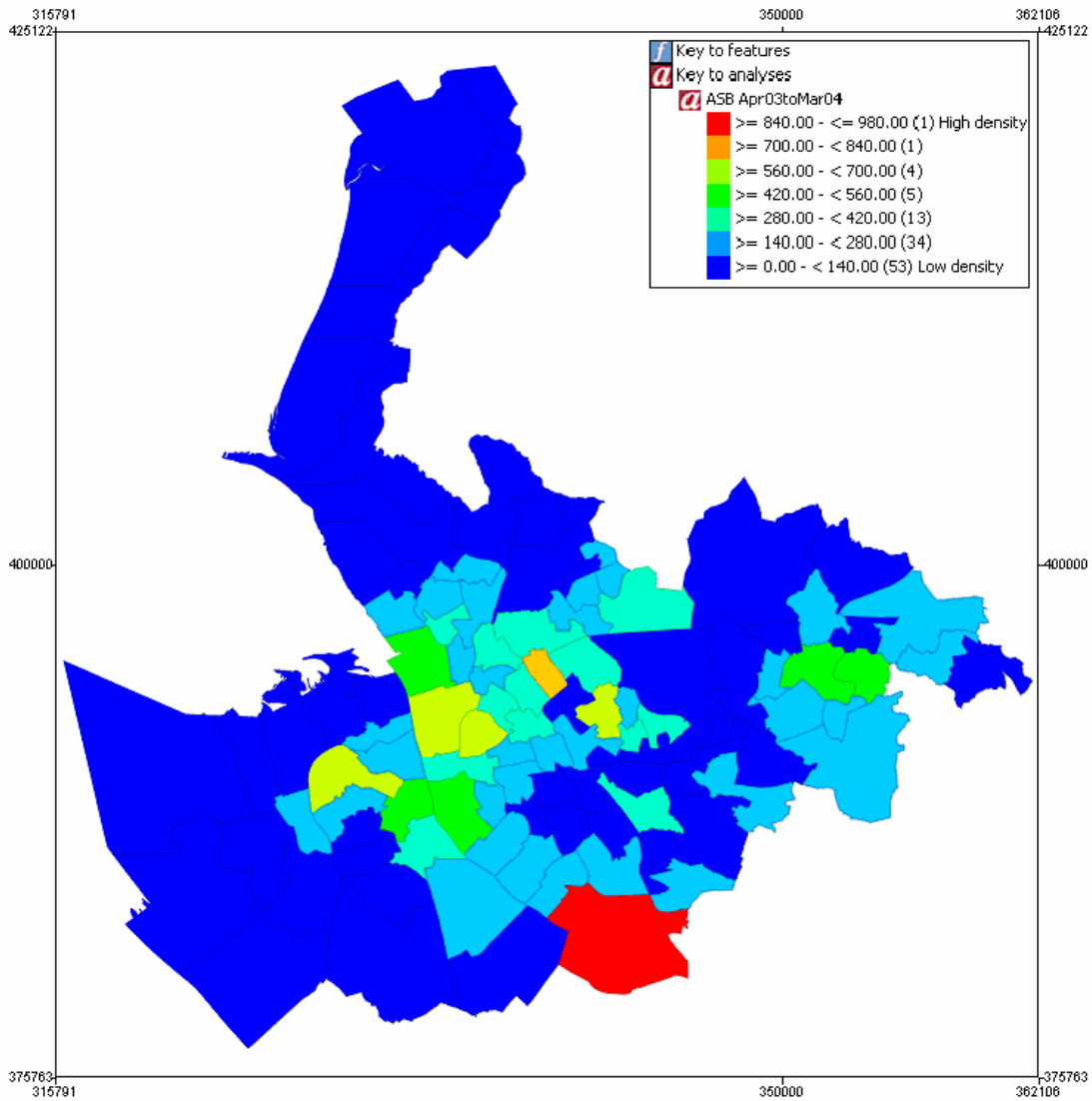
This diagram illustrates that the co-ordinated activities and pro-active counter measures which have been put into place by Merseyside Fire and Rescue Service are having significant overall benefits in reducing our levels of activity and risk within Merseyside.

By identifying where the needs and overall risks of the community are higher, Merseyside Fire and Rescue Service is able to deploy appropriate resources to reduce the overall risks of that geo-graphical area.

Year by year analysis of anti-social behaviour fires, as illustrated within the maps below, are being interpreted by wards. This is enabling risk assessments to be undertaken at local neighbourhood level and provides the necessary intelligence to enable community and business activities to be targeted to address the underlying causes of this risk. It can be clearly seen that the level of these occurrences has reduced significantly as a direct result of the pro-active measures introduced as part of the Community Safety program.

The maps below depict the level of incidents by ward of anti social behaviour fires in Merseyside, Compare and contrast the differences between the two different years, April 2003 – March 2004 and April 2005 – March 2006.

# Anti Social Behaviour Fires April 03 to March 04 by Ward.

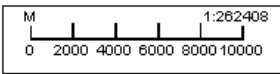
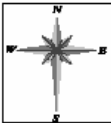


**Key to features**

**Key to analyses**

**ASB Apr03toMar04**

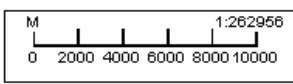
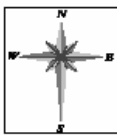
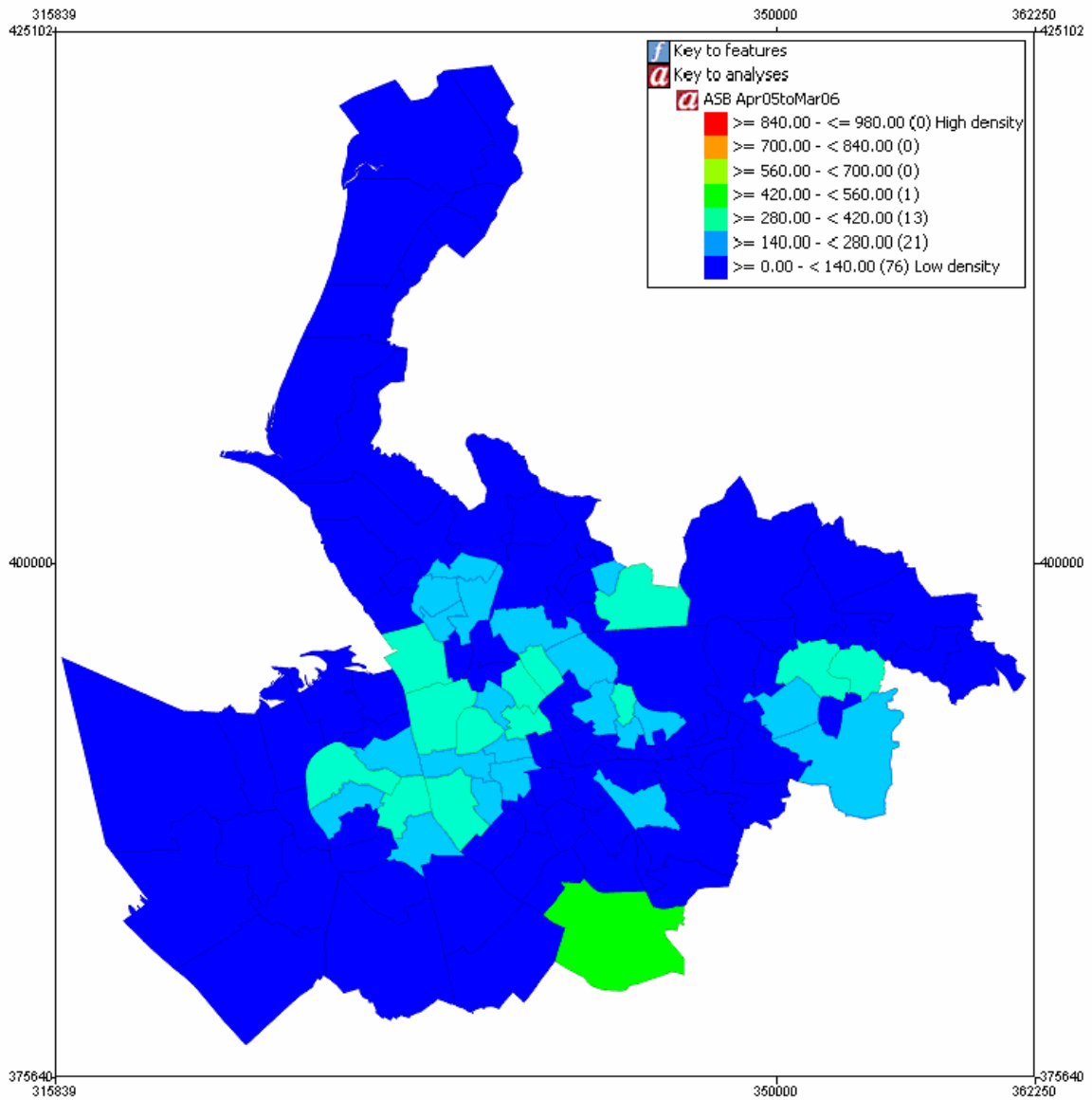
Red	>= 840.00 - <= 980.00 (1) High density
Orange	>= 700.00 - < 840.00 (1)
Yellow	>= 560.00 - < 700.00 (4)
Light Green	>= 420.00 - < 560.00 (5)
Green	>= 280.00 - < 420.00 (13)
Cyan	>= 140.00 - < 280.00 (34)
Dark Blue	>= 0.00 - < 140.00 (53) Low density



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Author: Paul Terry Produced Using: Northgate Xd Knowledge & Information Management Date: 15/09/2006

# Anti Social Behaviour Fires April 05 to March 06 by Ward.

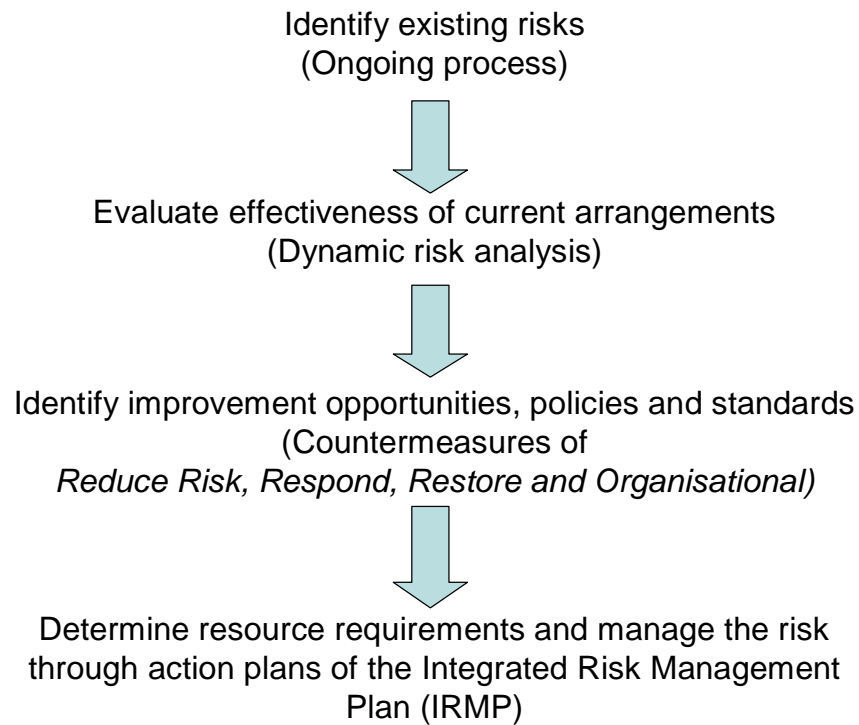


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## Diagram of Risk Assessment Process.

**Providing a robust and dynamic risk analysis approach  
Making Merseyside a safer, stronger community.**



Merseyside Fire and Rescue Service risk assessment and overall risk methodology is ever evolving to meet the challenges faced within a dynamically changing Merseyside.

## Framework of Affordability

As we continue to develop our plans for the future of our fire and rescue service, we must be conscious of the issue of “affordability” when making these plans.

We believe the communities of Merseyside value the high investment we make in the safety of these communities.

We recognise that we remain a relatively high cost (per head of population) Authority, although this is not the only measure of cost. The Authority has, for a number of years, been committed to bringing expenditure and Council Tax levels in line with the average of the Metropolitan fire authorities and has been very effective in catching up with its peer authorities by increasing efficiency within the Service.

In setting its budget for 2006/07 the Fire Authority faced significant financial challenges because of changes in the way central government grants are calculated and the costs of the fire fighters pension scheme. This has led to our income being significantly reduced as these grants represent over 70% of annual income for the Fire Authority. This meant that the Authority had to develop an innovative medium term financial plan that reduced overall expenditure in line with resources available, delivered significant financial efficiencies and kept Council Tax increases to modest levels.

The Authority also recognises that whilst its recent council tax increases may be regarded as modest compared to local authorities and other fire authorities in general terms, the fact remains that they have been significantly more than the rate of inflation. For many people in Merseyside – notably pensioners – income is often linked directly to inflation and the Authority wishes to be mindful of that in its medium term financial planning.

This IRMP is set against the background of that financial plan and many of the proposals within it form an integral part of our medium term financial strategy.

We are concerned that we continue to give you value for your high investment.

This IRMP contains a number of proposals which it is believed will deliver a more effective fire and rescue service and the Authority will look to allocate its resources to support these proposals in line with the principle of affordability.

Affordability means that we deliver:

- The on-going ground-breaking investment in community safety;
- The range of improvement set out in this Plan;

- The range of new services for rescue, resilience and safety set out in this Plan.
- Major investment in appliances and equipment including more improved rescue equipment for every fire station.

Within a financial risk planning framework that is based on the following principles:

- We would wish to continue to create different and innovative working opportunities, which suit our employees.
- Pay increases of any kind (including overtime), must be funded through improved efficiency delivered in a manner that does not compromise the Authority's determination to improve safety to the communities of Merseyside.
- There will be no compulsory redundancy, relating to the implementation of this Plan;
- We aim to limit precept<sup>1</sup> and thus Council Tax increases.

We aim to deliver the range of improvements set out in this Plan, and we believe this plan is achievable within this framework of affordability. We invite our personnel, our trade unions, and our communities to work together with us to ensure we achieve this most important of aims.

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<sup>1</sup> The precept is the amount set per property per year to meet the budget for the Fire Authority. This figure is a constituent part of the total council tax payable on every property in Merseyside. See your local Council's websites for details.

## **WHAT WE WILL DO IN 2007/08**

### **REDUCE RISK**

#### **Commercial Fires Reduction Team**

We intend to forge closer links with existing partners and seek to join with new stakeholders, Merseyside Fire and Rescue Service will create a dedicated team to analyse, inspect and create workable plans to combat this area of risk. Commercial premises are vital for local economies, in terms of employment and community focus. The sight of a destroyed building can have a detrimental effect on a community and usually can be prevented and managed through a combination of actions.

This team will provide security and safety to those living and working in the Liverpool & Knowsley areas, these are the areas which proportionally have the highest incidence of commercial fires in Merseyside. Our aim is to reduce the social and economic effects of commercial fires.

#### **Derelict Property Strategy**

Every year, the resources of Police, Fire, Local Authorities and Private Landlords are stretched by the disruption caused by derelict properties. These properties become a magnet for those engaged in criminal and anti-social behaviour.

Fires in these properties are a significant risk for the local community and fire fighters. By developing a simple strategy, we can ensure that the security of derelict properties is effective, and that action is taken as soon as possible where properties are earmarked for demolition.

#### **Watch Community Planning**

We will provide up-to-date geographical risk information and business intelligence to operational teams, so that the changing composition of risk can be identified and planned for at a local level.

The proposed system will geographically depict identified risks at the neighbourhood level and will enable officers to overlay these geographical maps with local business intelligence to introduce local solutions to reduce risk faced by their local community.

Wherever possible the system will provide dynamic risk mapping to provide the most current risk information possible.

#### **Intelligence Led Targeting of Home Fire Safety Checks and Smoke Detector Installation**

Whilst we continue to offer this service to all the community, we will identify the people that are most vulnerable to effects of fire by utilising social

deprivation and lifestyle data and provide them with a free Home Fire Safety Check and smoke alarm installation. This will ensure that people with greatest need are protected as a priority.

### **Student Advocate**

We will appoint a student advocate who will work directly with local universities and colleges to create and run student level fire safety campaigns aimed at reducing false alarms and fires in student accommodation. This will assist the student in collating evidence for work placements while receiving a bursary from the Fire and Rescue Service.

### **Shared Services**

We aim to share fundamental data with other agencies to ensure the effective use of personnel and processes. This will form part of the national goal to develop the Single Assessment Process (SAP)<sup>1</sup>.

### **Cross Border Risks**

One of our duties is to ensure that as far as practicable there is efficient and effective shared use of resources.

As a result it is necessary to identify risks outside of the county boundary where Merseyside Fire and Rescue Service may be required to assist in the event of an emergency situation.

Thereafter, Merseyside Fire and Rescue Service in conjunction with the relevant Fire Authority will formulate an incident plan and business continuity plan in order to ensure the most effective joint response.

### **Community Health**

We will develop the theme of improving community health by introducing The Fire Fit Families campaign to incorporate all age ranges in our community. We will also work with Primary Care Trusts in support of their current campaigns aimed at improving the health of all residents of the Merseyside area.

### **Hate Crimes**

Merseyside Fire and Rescue Service will develop its strategy toward hate crime. We will designate domestic violence as a hate crime, to be recorded alongside incidents where the victim believes they are being targeted due to

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<sup>1</sup> The SAP came from The Dept. of Health, and is a new way of providing assessments for adults with health and / or social care needs. It involves health and social care organisations working closely together with you to make sure you receive the right care or services at the right time. With your permission, your assessment information will be shared with other professionals who will be involved in providing care or services for you.

race, sexual orientation, disability, involvement in crime, and/or witness protection. Referrals will come from a variety of agencies including Merseyside Racial Harassment Unit, the Local Authorities and Merseyside Police Hate Crime Co-ordinators. Individual victims will be able to report hate crime at any of our Community Fire Stations.

The arson reduction advocate will undertake the delivery of Hate Crime Risk Assessments.

### **Anti-Social Behaviour Reduction Advocates**

The Anti-Social Behaviour Reduction Advocates will work on the streets alongside Community Support Officers and Police Staff. Identifiable as Fire and Rescue Service personnel they will engage with local communities to gather information and intelligence concerning the occurrence of anti-social behaviour within the communities of Merseyside.

This valuable resource will also act as a link with other fire service teams and ensure that we are directing all possible means and resources to tackle any problems which arise, as well as taking preventative measures to combat Anti-Social Behaviour.

### **World Fire-fighter Games 2008**

WFG08 is an ideal vehicle to inspire and transform the lives of our communities by increasing participation in sport. We will target the young, the disabled and excluded, particularly those who are not accessing sport. With our many partners we will promote healthy diet, physical exercise and cessation of smoking. The engagement through sport programme will also present an opportunity to further reinforce our community fire safety messages to help reduce risk and make our communities stronger.

## **RESPOND**

### **Performance Standards**

A full review of the attendance times achieved when attending operational incidents will be carried out. This will consider if changes need to be made given the on going fire risk reduction polices in operation within the Authority. Consideration will be made as to the level of risk from fire to all our communities, and further consideration made to the affect on the level of risk that has taken place given the amount of risk reduction measures which have been introduced within a particular community.

### **Attendance Standards for Road Traffic Collisions**

Fire Authorities have been given a statutory duty to attend road traffic collisions. Local attendance times need to be established for fire appliances attending this type of incident. This will set a standard by which we can measure and report on our performance to the people of Merseyside.

### **Low Level of Activity and Risk Stations**

A full review of the new staffing systems used at Heswall, West Kirkby, Formby and Newton Le Willows will be carried out. This will include a review of; attendance times to operational incidents, the staffing system and staff accommodation. It will also establish if there is evidence of any effects on the fire fighters who are working this system. The lessons learnt from this review will influence the implementation of Phase 2 of the project to introduce the LLAR staffing model at Belle Vale and Allerton fire stations.

### **Medium Level of Activity & Risk Stations**

A full review will be carried out of staffing arrangements for stations which present a medium level of activity and risk. This review will examine the current staffing arrangements and consider alternative arrangements, which could provide more efficient use of staff, while maintaining high levels of service delivery to the communities of Merseyside.

### **Rescue Concept**

We will amalgamate the current Search and Rescue Team with the whole time fire fighting capability based at Croxteth Community Fire Station. This will enable the Fire Authority to make significant cost savings. This will occur while still providing our search and rescue capability required by the DCLG and maintaining the same high standards of fire cover to the local community.

We will also consider forming collaborative agreements with other first responders.

## **Improved Hazardous Materials Incident Response**

We will provide a specialist Hazardous Materials Response Pump at Bromborough Community Fire Station. This will be crewed by a highly skilled team, which will use the latest in technology and equipment to facilitate the resolution of any incident involving the presence of hazardous materials. It is envisaged to make Bromborough Community Fire Station the Centre of Excellence for the training of all Merseyside personnel in the knowledge and skills required to deal with incidents involving hazardous materials, including the threats posed by terrorist attacks.

## **Roving Fire Appliances**

A pilot scheme will be introduced to consider the effects of moving fire appliances to areas of community with different risk profiles during periods of high activity. Reports will then be produced to establish a longer term strategy to target our resources to improve attendance times during busy periods within areas of differing risk.

## **Smaller Fire Appliances**

A design for a smaller fire appliance will be produced which provides the same types of equipment as a standard fire appliance. These appliances will improve access and reduce attendance times in congested areas. Savings will accrue as a result of reducing over provision of resources at incidents and the reduced cost of this type of fire appliance.

## **Partnerships with Other Fire Services**

Contact will be established with other fire services within Merseyside to propose and consider the benefits of forming partnerships for the sharing of resources with R.A.F. Woodvale and John Lennon Airport for the benefit of the wider community. A report will be published to establish the benefits of the proposal for all of the stakeholders involved.

## **Major Risk Strategy**

Establish an emergency response standard for the attendance of pumping appliances mobilised to an emergency incident at all identified major risks within Merseyside.

## **Motorbike with Fire Fighting Capability**

We will research and implement a pilot project to examine the use of motorbikes with fire fighting capability within the Merseyside area. Motorbikes have been used by fire services throughout the world to assist in fire fighting for some years; examples of their use can be seen in Hong Kong, Sweden, Denmark, Italy and Turkey.

We will ensure that the latest technological advances in fire fighting are reflected in the specification of this motorcycle.

### **Cool Van**

The health and welfare of our workforce is at the fore of our operational planning, we need to address the physiological effects of hard work in heat and humidity on our fire fighters. We therefore intend, to introduce a cool van which will provide a valuable support mechanism for the frontline fire fighters of Merseyside to ensure their health and safety.

### **Good Samaritan Response Unit**

This new unit will be staffed by Police and Fire personnel. The Police and Fire and Rescue Service currently utilise a high level of resources dealing with 'minor' incidents such as small scale floodings and persons locked out. However these type of incidents have a significant impact on the people involved.

To ensure that the correct response is directed to this type of incident, the Samaritan Response Unit will attend and offer advice and assistance as appropriate, with the option of calling upon additional resources from the Police and Fire and Rescue Service as required.

In addition, the unit will provide relevant advice to individuals whose homes are considered to be at high risk of crime or fire.

## **RESTORE**

### **Commercial Sector Strategy**

Merseyside Fire and Rescue Service and the Insurance sector have a shared interest and vision to protect the business community from the risk of fire. It is recognised that successful businesses are key to stronger communities

Working with the Insurance companies we will offer workable solutions to those businesses affected by fire, in order to see a quick return to normality and financial security restored to owners and employees.

Our highly experienced investigators will work with insurance industry representatives to facilitate rapid claim settlement through the integration of fire investigation and the loss adjustment process. They will also seek to engage with the Police to potentially expose the perpetrators of insurance fraud to criminal prosecution.

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## **ORGANISATION**

### **Impact Analysis**

Innovation and the modernisation of the Fire and Rescue Service are the key drivers behind the overall transformation of services provided by Merseyside Fire and Rescue Service.

To further support the sharing of best practice and to establish the full impact of all new initiatives, it is intended to design and implement a system that will monitor, analyse and record every aspect that impacts on our service.

Simple cost benefit analysis will ensure only initiatives which will have a positive effect are undertaken. This will result in a more efficient and effective method of targeting the utilisation of our limited resources in accordance with best value principles.

### **Home Fire Safety Check Research**

Home Fire Safety Checks (HFSCs) are a key activity undertaken by Merseyside Fire and Rescue Service to reduce the risk from fire and to improve the awareness of home fire safety of Merseyside residents.

This research will aim to understand in greater detail the relationship between Home Fire Safety Checks and risk.

The overall project findings will be used to assist service delivery, risk management and partnership work undertaken within the community. The result will be used to augment our risk management procedures to provide a more sophisticated method of targeting our intervention and prevention measures.

### **Private Finance Initiative**

Following submission of expressions of interest in the Round 5 PFI bid, the Parliamentary Under Secretary of State for the ODPM wrote to the Chief Fire Officers of Cumbria, Lancashire & Merseyside on 30<sup>th</sup> November 2005, inviting them to take proposals forward to the next stage, as a joint project.

The project, being led by Merseyside on behalf of the North West, involves the provision of up to 19 new community fire stations across the three Authorities. Eight of these will be in Cumbria, four in Lancashire and seven in Merseyside. In addition a new Operational Resource Centre (ORC) will be provided in Merseyside.

This fantastic investment will modernise and improve much of the building infrastructure. Our other properties will be refurbished in time on a prioritised basis.

Some modifications have been made to the scope of the project since the original expression of interest was submitted and the revised Merseyside proposals are as follows

Kirkdale

Replacement two appliance station on new site

Birkenhead

Replacement three appliance station on a new site

Bootle/Netherton

Replacement two appliance station with Community Safety accommodation on existing site

Southport

Replacement four appliance station with Community Safety accommodation on existing site

Belle Vale

Replacement single appliance station with Community Safety accommodation on existing site

Formby

Replacement single appliance station on existing site

Newton – le- Willows

Replacement single appliance fire station on existing site

Operational Resource Centre (ORC)

This will be built on the site of the current Kirkdale fire station when the station moves to its new site and house specialist pods.

The next stage of this fantastic project is to prepare the Outline Business Case which will be submitted to the Department for Communities & Local Government in early 2007. This will go before the Government's Project Review Group for approval hopefully by July 2007.

At present a build time of mid 2009 to mid 2011 is planned for these facilities.

### **Post Retirement Policy**

The Fire Service values the breadth of skills and experience that its workforce contributes to the delivery of the services it provides to the communities of Merseyside. We invest heavily in developing those skills and must ensure we continue to develop ways to fully utilise those valuable skills.

We recognise that nearly one third of the workforce is due to retire over the next 4 to 5 years.

We will identify through the development of a skills and qualifications data base, the span of resources available to the Service. We will develop and implement a Post Retirement Policy that in accordance with financial and pension legislation, allows the service to retain and utilise specialist skills once an employee has retired from their substantive role

This may offer savings in relation to training costs, and be built into the Service Succession Plan to ensure those skills are shared and can be brought back into the Service.

### **Regional Staffing Flexibility**

A Memorandum of understanding will be developed with other Fire Services within the region to provide mutual resilience for operational staffing for the North West. This will improve the availability of staff during periods of shortfall within an individual Fire Authority and realise savings for Authorities given the flexibility of using a pool of staff from across the region, to cover for shortfalls in staffing.

### **Individual Values**

It is widely understood that highly motivated staff with great attitudes and values are the key to high performance. This relationship will be nurtured in a newly formed Performance and Values Directorate.

The aims of the Performance and Values Directorate will be as follows:

- To reflect the core values of the organisation both through the people and the environment
- To create greater ambition in individuals to enhance community safety
- To assist individuals in rediscovering their enthusiasm for the role and the reasons they joined the service
- To increase the quality of performance outputs in respect of operational preparedness, operational response and community safety activities

### **Equality Impact Analysis**

Equality Impact Assessments (EIA) must be completed by law for every policy or function of the Authority. The EIA will assess whether the Authority's policies and functions have any disproportionate impact on any particular group within the community. Where an initial EIA suggests that there may be a disproportionate impact, the Authority must take steps to address this through a full EIA.

We will develop a system whereby all policies and functions of the Authority are equalities impact assessed in line with legislative requirements and our own equality and diversity policies and procedures.

The requirement to carry out EIA will be embedded in the Corporate Leadership Team and Committee reporting structures.

## **Procurement**

We will seek to extend our successful procurement partnership arrangements with Lancashire Fire and Rescue Service and North Shropshire District Council to include other Authorities and Councils to deliver further efficiencies.

## **Recruitment Strategy**

Merseyside Fire and Rescue Service will continue its commitment to delivering a Fire Service that fully reflects the diversity of Merseyside by reviewing, redesigning where appropriate and restructuring its recruitment strategy.

A fully integrated strategy will be produced that will enable the service to dynamically respond to both the predicted and unforeseen recruitment profile over the next five years. This will be from point of entry that incorporates the new national entry standards, whilst continuing to build on the positive action initiatives that have made Merseyside a leader in diverse recruitment through to all promotional opportunity that will utilise the specifically designed Assessment Centres. The revised delivery of recruit training will fully equip new employees into the Service with the full range of skills and knowledge they require, along with a structured development package that supports their development at all stages. The service will also develop its Succession Planning Policy to ensure that all roles within the Service are taken by the most motivated and ambitious of employees who wish to contribute to the delivery of the Service Mission Statement and Vision.

## **Knowledge Hub and Data Sharing**

Knowledge and Information Management is a key element of a modern Fire and Rescue Service. Merseyside Fire and Rescue service has already shown its commitment in this area through the overall strategic approach it has adopted through a Merseyside Wide Information Sharing protocol and development of a business intelligence portal.

To further support this approach, Merseyside Fire and Rescue Service aims to develop a Knowledge Hub or portal that will enable staff and key partners to obtain the business intelligence they require in a timely and effective manner.

**ACTION PLAN 2007/08**

See Excel document

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## **SERVICE PLANNING**

Since 2005/06 Merseyside Fire and Rescue Service has had an integrated Service Plan and IRMP Action Plan. This means that the IRMP and the Service Plan are planned together and contained within the same internal document, The Service Plan. Progress against all action points is reported back through the same system, at the same time intervals.

All IRMP action points from the 2006/07 Plan have been formally managed using a government designed system. The application of this system will extend to all subsequent Action Plan action points.

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## **CONSULTATION PLAN FOR SECOND IRMP 2007/2010**

### **Aim**

**The aim is to consult widely, making sure all interested organisations and individuals are consulted on the second IRMP (2007/2010) and the fourth Action Plan over a three-month period beginning Autumn 2006.**

This will help to ensure the plan draws on the widest possible range of data and views and represents the best possible response to local needs and wishes. Our consultation process can act as a catalyst for greater community participation. If members of the public think they are being listened to they are more likely to make suggestions for improving services or ask for information. The Authority will maintain an ongoing dialogue with communities, so that local opinion about options for change can be canvassed at an early stage.

### **Objectives**

The guiding principle in deciding how extensively to consult is that any person or organisation that might have a legitimate interest in the proposals under consideration, or who may be affected by those proposals, will have the opportunity to express their views.

We will provide hard copies and electronic access to the draft, publicising and distributing them as widely as possible.

We will provide significant opportunity for public debates of the documents and any issues they raise in each of the five districts and with other interested parties.

### **Documents**

Draft Second IRMP (2007/2010) (including the fourth Action Plan) to be produced in black and white format with some illustration.

### **Actions**

- Publish draft on Internet immediately IRMP plan approved by Authority
- Issue Press Release and brief all local media
- Notify all employees through e-mail, Hotline, intranet
- Send draft report to all employees
- Use our advocates and Fire Support Network to contact more hard to reach groups
- Send draft document to all interested parties (see interested parties)
  
- Arrange public meetings in all five Merseyside districts: Sefton: N4 Crosby; Knowsley: E6 Kirkby; St Helens: E1 St Helens; Liverpool

North: C1 Kirkdale; Liverpool South: S1 Allerton; Wirral: W1 Birkenhead.

### **Interested Parties**

IRMP draft documents to be sent to:

- Public libraries
- Community Organisations
- Chamber of Commerce
- CBI
- Local authorities
- Public agencies
- Other emergency service
- Local MP's
- MEP's
- MP's with an interest
- ODPM
- Audit Commission
- FBU
- Unison
- Hospital Chief Executives
- Chief Fire Officers
- LGA
- Universities
- NHS Trust fire safety advisors
- One Stop Shops
- Fire Support Network

### **After Consultation**

At the conclusion of the consultation exercise, all responses received will be evaluated and formally considered by the fire authority before it reaches a final decision about implementing any proposals. The process will be open and transparent with all relevant factors and views taken into account, including perceptions of risks faced and public concerns and values. (After final draft approved this section will be amended to reflect consultation that has taken place)

## **Glossary of Terms**

DCLG	Department of Communities & Local Government
EARLY	Education Alternative Reaching Local Youth
EIA	Equality Impact Assessment
FSEC	Fire Service Emergency Cover (modelling software)
GIS	Geographical Information System
HazMats	Hazardous Materials
HFSC	Home Fire Safety Check
IMD	Indices of Multiple Deprivation
IRMP	Integrated Risk Management Plan
LLAR	Low Level of Activity & Risk
ONS	Office of National Statistics
ORC	Operational Resource Centre
PCT	Primary Care Trust
PFI	Private Finance Initiative
RRO	Regulatory Reform (Fire Safety) Order 2004
SFU	Small Fires Unit
USAR	Urban Search & Rescue

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## **APPENDIX A**

### **Draft Fire and Rescue Service Core Values**

#### OUR VALUES

We will value:

- Service to the Community.
- People.
- Diversity.
- Improvement.

#### SERVICE TO THE COMMUNITY

We value service to the community by:

- Working with all groups to reduce risk.
- Treating everyone fairly and with respect.
- Being answerable to those we serve.
- Striving for excellence in all we do.

#### PEOPLE

We value all of our employees by practicing and promoting:

- Fairness and Respect.
- Recognition of merit.
- Honesty, integrity and mutual trust.
- Personal development.
- Co-operative and inclusive working.

#### DIVERSITY

We value diversity in the service and the community by:

- Treating everyone fairly and with respect.
- Providing varying solutions for different needs and expectations.
- Promoting equal opportunities in employment and progression within the service.
- Challenging prejudice and discrimination.

#### IMPROVEMENT

We value improvement at all levels of the service by:

- Accepting responsibility for our performance.
- Being open minded.
- Considering criticism thoughtfully.
- Learning from our experience.
- Consulting with others.

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