CRMP PLANNING PROCESS GUIDANCE

October 2024

MERSEYSIDE
FIRE & RESCUE
SERVICE

INTRODUCTION

The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan.
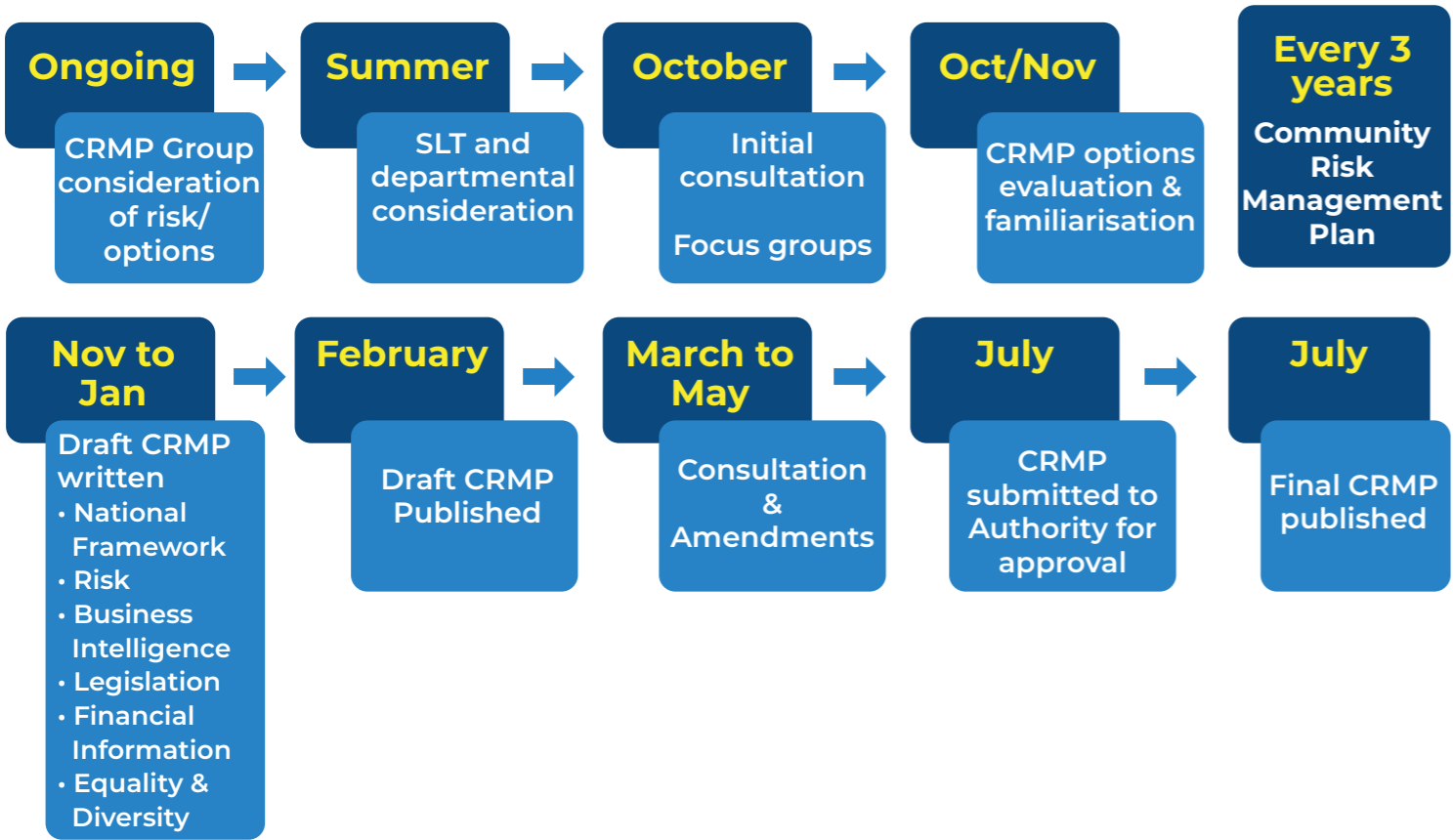
Our Plan must:

- Consider what types of fire and rescue related risks could affect Merseyside

- Show how we will work to prevent fires and other types of emergencies and explain how we will respond to incidents that do happen to reduce the impact on Merseyside communities. We will also work with other organisations to do that

- Explain how we will use our firefighters, fire engines, other employees and equipment to reduce risk and respond to emergencies

- Explain how we will ensure we comply with and enforce the law that sets out how businesses and organisation manage fire safety in their buildings

- Last for at least three years and be updated as often as is needed to reassure the public that we are still doing what we need to do

- Show that we have listened to the public and other people and organisations that have an interest in what we do as we write our plan

- Be easy for people to access and be available to everyone.

Our Integrated Risk Management Plan is now known as the Community Risk Management Plan.

BACKGROUND

THE PLANNING TIMETABLE

Ongoing → CRMP Group consideration of risk/ options

Summer → SLT and departmental consideration

October → Initial consultation / Focus groups

Oct/Nov → CRMP options evaluation & familiarisation

Every 3 years → Community Risk Management Plan

Nov to Jan → Draft CRMP written
- National Framework
- Risk
- Business Intelligence
- Legislation
- Financial Information
- Equality & Diversity

February → Draft CRMP Published

March to May → Consultation & Amendments

July → CRMP submitted to Authority for approval

July → Final CRMP published

Regular Stakeholder Engagement

This timetable is led by the Director of Strategy and Performance and managed by the CRMP team in that Function. It is overseen by the CRMP Group which is led by the ACFO and includes Response, Prevention, Protection, Preparedness and National Resilience Area Managers and senior staff from Strategy and Performance and People and Organisational Development.

OUR AIMS AND OBJECTIVES

It is necessary to understand MFRS' over-arching vision and leadership message. when creating the CRMP and to consider Risk, Demand and Vulnerability in that context. You can see our leadership message on pages 6 and 7.

PREPARING OUR PLANS

When writing our Community Risk Management Plan, we consider the requirements of the National Framework and the national Fire and Rescue Service Community Risk Management Planning Standard. Our approach is broken down into three themes that all make a difference to the safety of **people, buildings and places** in Merseyside:

RISK - We identify people, building types and places where there is a likelihood of an emergency incident happening that would have a potentially serious effect on our communities. For example, we work with the people responsible for buildings and locations to help to reduce that risk and we plan and review how we would deal with an emergency if it did occur.

DEMAND – We use information about incidents that have happened in the past and analyse how we have responded to them, to better understand what happened and how efficient and effective we have been. For example, this enables us to plan to respond effectively and efficiently to similar emergencies that occur in the future.

VULNERABILITY – We use information that we and other organisations collect to identify the types of people who would be most likely to have a fire or other emergency and who would be most likely to suffer harm. This could be because of personal characteristics such as age or illness, or something that might be related to where people live, work or visit such as high levels of deprivation. For example, we use this information to provide services, on our own and with others, to prevent and respond to fires and other emergencies.

Vulnerability can be anywhere on Merseyside so we need resources available everywhere but vulnerability is worse in areas of deprivation of which Merseyside have some of the highest levels.

RESOURCES – Like all organisations, MFRA has a set budget to spend on our staff (including our firefighters), our equipment and our services; we receive our money from grants from central government and Council Tax payments. When deciding how to tackle Risk, Demand and Vulnerability we also have to think about how we spend our budget to make sure we have the most positive impact on our communities.

WE ARE MERSEYSIDE FIRE & RESCUE SERVICE

OUR STORY

There is nothing more tragic to us than loss of life so we will do everything we can to prevent this happening.

Saving lives and keeping our Firefighters safe matters to us.

We are a team of diverse people undertaking different roles but working together to achieve outstanding impact.

We are part of our community - it's where we are from, it's where we have brought up our families. We reflect our area - looking after each other and showing kindness.

Our teams continue to shape our story putting our community at the heart of everything we do.

We have a long and proud history of being bold - a mindset of let's try it- let's do it.

For Merseyside Fire & Rescue Service, good enough is never good enough.

We are our community and we know the part we can play - **our place, our culture and our people** are what make us great.

OUR VISION	**To be the best Fire & Rescue Service in the UK.** One team, putting its communities first.
OUR PURPOSE	**Here to serve. Here to protect. Here to keep you safe.**

OUR AIMS

Protect
We protect people from harm, provide advice, guidance and when absolutely necessary use enforcement to keep the public and our firefighters safe.

Prevent
We are there for you. We are a visible presence that provides reassurance, support and advice. Alongside our partners, we protect the most vulnerable and reduce inequalities.

Prepare
We will always be the best that we can be by having highly skilled and trained people who plan for every risk and keep our teams safe and effective.

Respond
We will be there when you need us most, pulling out all the stops to save lives. Whether we are taking 999 calls, or attending incidents, we keep our communities safe.

OUR SERVICE

We are bold
Embracing new ideas to build on the confidence and trust the community place in us.

We are professional
Always giving our best to be the best we can be.

We are safe
Protecting lives and keeping our firefighters safe.

We are built to help
Looking after people and looking after each other.

We are positive
Recognising how far we have come and being positive about the future.

We are relentless
Overcoming barriers to help people feel safe.

OUR VALUES

We serve with Courage
- By never settling for the status quo
- By being decisive and calm under pressure
- By having determination to see things through
- By being prepared to fail
- By celebrating diversity and being open to new opportunities and challenges
- By setting high standards and not being embarassed for doing so
- By challenging ourselves to be better

We serve with Integrity
- By doing the right thing even when it is hard or no one is looking
- By leading by example
- By standing up for what matters
- By being open, honest and fair
- By making decisions based on facts
- By explaining the why
- By being consistent
- By always doing what we say we are going to do

We serve with Compassion
- By acting with empathy and kindness
- By actively listening - hearing what is being said
- By going the extra mile to help
- By looking after and supporting each other, noticing what is going on for people
- By recognising each other's contribution
- By creating a sense of belonging
- By embracing and understanding difference

USE OF DATA AND INTELLIGENCE

We use data and intelligence to examine Risk, Demand and Vulnerability in Merseyside, to determine trends and areas on which we need to focus our attention to address foreseeable risk and deliver high quality services.

RISK
During preparation of the CRMP the findings of the National Security Risk Assessment (NSRA) and Merseyside Community Risk Register (CRR – link below) by the Local Resilience Forum are adapted and considered to determine the top level risks that impact on MFRA.

https://www.merseysideprepared.org.uk/

Through this work, in 2020 we identified six high impact incident types that we should focus on in Merseyside: Merseyside

- Terrorist Related Incidents
- Marine Incidents
- Wildfire
- Flooding
- Fires in large buildings (High Rise)
- Fires at recycling and waste processing plants

Plotting these risks on a map of the Merseyside region (Fig. 1) allows us to identify where our risks are and subsequently develop the IRMP to provide resources to meet these risks.

In 2024 we expanded our risk assessment using the NFCC community risk management planning gudance to formalise the inclusion of all forseeable risk. The following table shows this process.

RISK ASSESSMENT

Risk: A combination of the likelihood and consequences of hazardous events
https://www.ukfrs.com/community-risk/defining-risk

Incident type (hazardous event) Collated in NFCC hazard groups	Impact/Consequence							Likelihood score	Gross risk score
	Individual	Societal	Emergency Responder	Environmental	Heritage	Community	Impact score		
Structures									
Waste Site Fires	Not scored due to being classified as high risk in the Community Risk Register								
Non Domestic Fire or Collapse Heavy Industrial including Manufacturing, Storage, Hazmat	5	3	4	5	2	4	9	4	35
Non Domestic Fire or Collapse Services including Education and Healthcare	5	3	4	3	2	5	9	4	35
Non Domestic Fire or Collapse Shops including Restaurants and Retail	4	3	2	1	2	1	6	5	31
Non Domestic Fire or Collapse Other Residential including Hotels , Care Homes and Hostels	5	3	2	2	3	2	8	4	31
Non Domestic Fire or Collapse Cultural Venues including Museums, Cinemas, Stadia, Nightclubs, Education	5	5	4	3	5	4	9	2	19
Non Domestic Fire or Collapse Other including Utilities, Car parks, Transport	4	5	3	3	1	3	8	2	16
Domestic Residential Building Fire or Collapse - high rise, care homes	5	3	3	3	2	5	9	4	34
Domestic Residential Building Fire or Collapse – single dwelling	3	1	2	1	1	1	5	5	23
Fires in Buildings Under Construction	4	2	4	3	1	1	7	4	26
Utility Sites Fire	3	2	3	3	1	5	8	1	8
Tunnels	5	4	3	2	1	3	8	1	8
Rescues from Height	1	1	1	1	1	1	2	5	10
Marine Traffic Accident	Not scored due to being classified as high risk in the Community Risk Register								
Vessel Fires	Not scored due to being classified as high risk in the Community Risk Register								
Vehicle Fires	3	2	1	1	1	1	5	5	23
Road Traffic Collisions Involving Multiple Vehicles	5	3	2	1	1	1	7	4	29
Road Traffic Collisions Single Car	3	1	2	1	1	1	5	5	23
Road Traffic Collisions Single Bike	3	1	2	1	1	1	5	5	23
Road Traffic Collisions Involving larger vehicles (buses, lorries etc)	5	3	2	4	1	1	8	3	23
Rail Fires	5	3	2	1	1	3	8	1	8
Rail Collisions	5	3	2	1	1	1	7	1	7

Air Traffic Accident	5	4	2	3	1	5	8	1	8
Water									
Water Rescue Marine	5	4	1	1	1	1	7	3	22
Water Rescue Waterways	3	2	2	1	1	2	5	3	15
Industrial									
Product Spillage - Hazardous Transport	5	4	2	4	1	4	8	3	25
Explosion HazMats Sites	5	5	3	5	1	5	9	2	18
Release Leak/Spillage – HazMats Sites	5	5	3	5	1	5	9	2	18
Fire Involving HazMats	5	5	3	5	2	5	9	1	9
Hazmat Related Road Traffic Collision	5	4	3	4	1	5	9	1	9
Hazmat Related Rail Collision	5	4	3	4	1	5	9	1	9
Hazmat Related Vehicle Fires	5	4	3	4	1	5	9	1	9
Chemical, Biological, Radiological, Nuclear, Explosion (CBRNE)	5	5	3	5	2	5	9	1	9
Trapped in machinery	3	1	1	1	1	1	4	3	13
Environmental									
Flooding inland / Coast	Covered Elsewhere								
Wildfire	Not scored due to being classified as high risk in the Community Risk Register								
Animal Rescues	1	1	1	1	1	1	2	5	10
Small Fires	1	1	1	1	1	1	2	5	10
Malicious acts/Terrorism									
Terrorist Attack	Not scored due to being classified as high risk in the Community Risk Register								
Foreseeable emerging risks									
Flooding inland / Coast (Climate Change)	Not scored due to being classified as high risk in the Community Risk Register								
Heatwaves / Wildfires (Climate Change)	Covered Elsewhere								
Vehicle Fires New Technology	3	2	1	1	1	1	5	2	9
Building Fire New Technology	5	3	3	3	2	5	9	2	17
Other									
Assisting Other Agencies	1	1	1	1	1	1	2	5	10

We then looked at how we can reduce risk against these incident types through:

- Developing new approaches and procedures

- Investing in new equipment

- Core training and eLearning prepares staff for all incident types

- Training and exercising

- Working with partner organisations
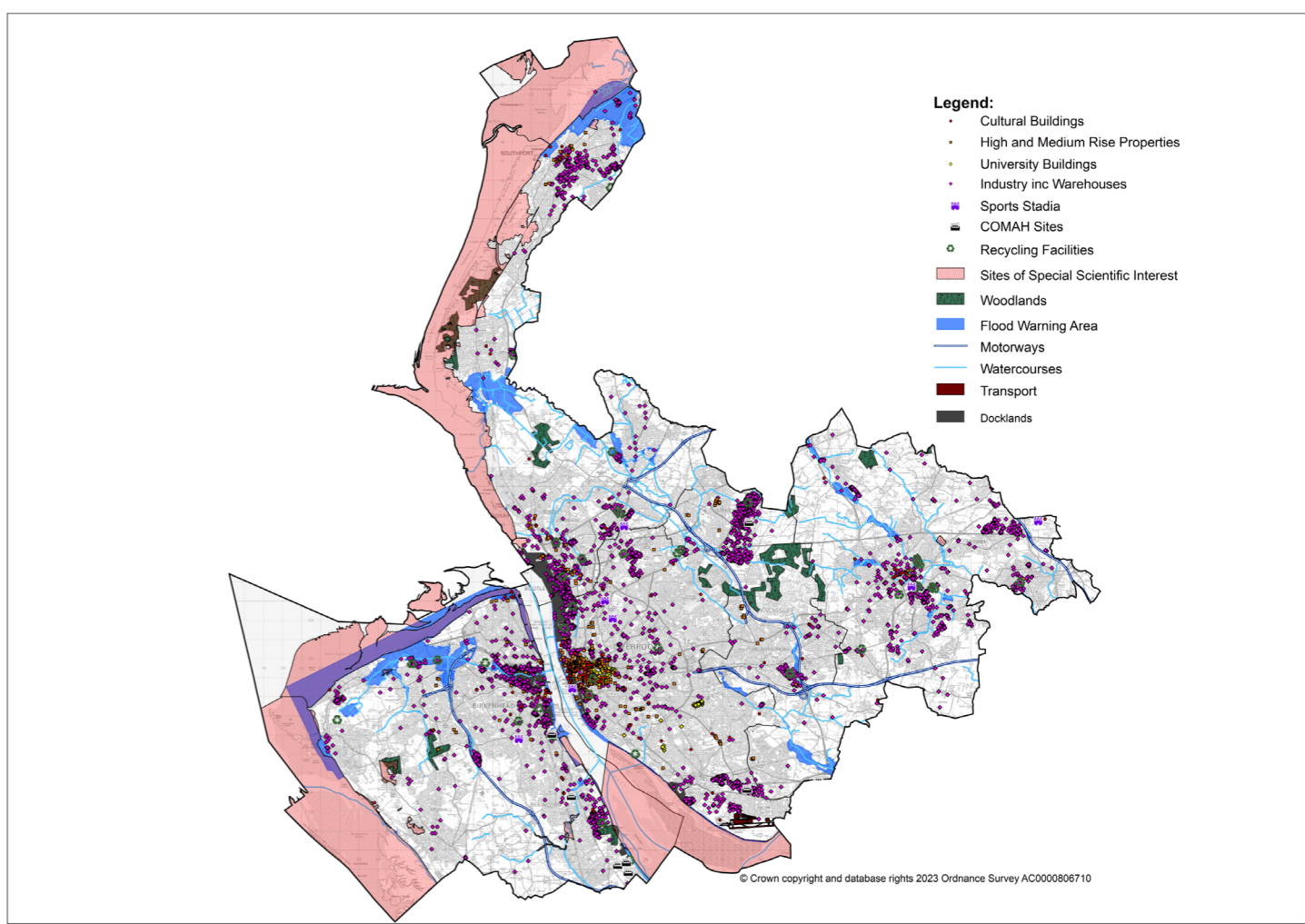
- Working with the public

This helped up develop the actions included in this CRMP. We then analysed the actions against a range of factors to make sure we have considered the impact of those actions.

Knowing the foreseeable risks we face on Merseyside has allowed us to create the map at Fig 1 on the next page.

ACTION 1a - the top level risks and map should be updated for each round of CRMP planning.

Information about foreseeable risks is used in the planning process to determine where resources should be located to address these risks and what specialisms and training are required to adequately plan for and respond to such incidents.

Fig. 1 Map identifying potential risks in Merseyside

Legend:
- Cultural Buildings
- High and Medium Rise Properties
- University Buildings
- Industry inc Warehouses
- Sports Stadia
- COMAH Sites
- Recycling Facilities
- Sites of Special Scientific Interest
- Woodlands
- Flood Warning Area
- Motorways
- Watercourses
- Transport
- Docklands

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ACTION 1b - Carry out a review of the risk assessment template every year.

As we drill down into the six top level risk themes and risk assessment template we use other data sets and intelligence to develop our proposals:

Including;

- Significant Incident Reports
- Corporate Assurance exercise reports
- National reports (e.g. National Fire Chiefs Council and National Operational Learning, Joint Organisational Learning, regional learning)
- Business Intelligence and evaluation

DEMAND

Knowing where and when emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people.

Knowing how effectively we have responded enhances our knowledge for planning purposes. We use a variety of data and intelligence to explore demand:
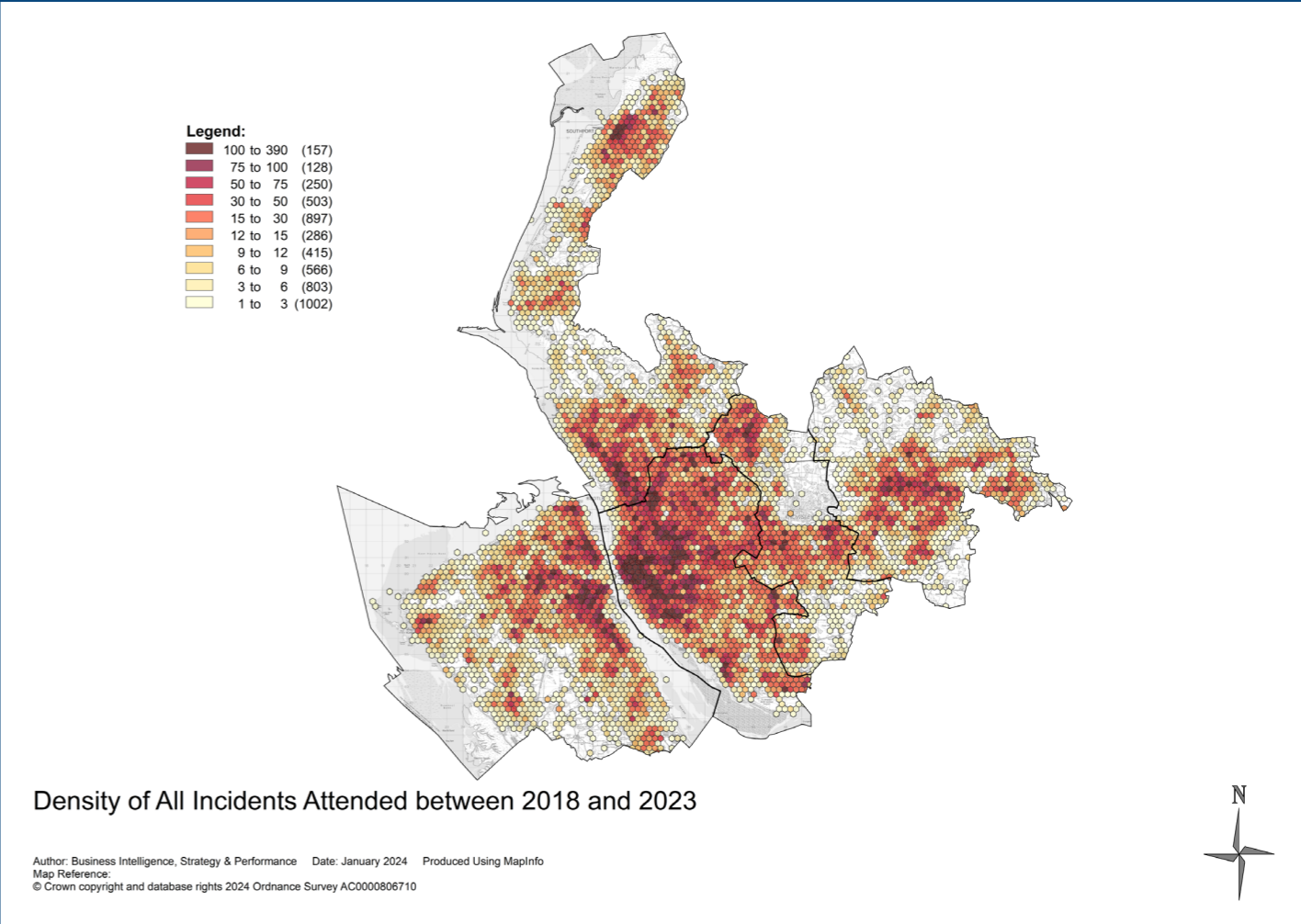
- Key Performance Indicator data
- Ten and five-year incident data
- Incident mapping
- Average response times
- Specific themed reports (e.g. Fatality Report)
- Predictive modelling of journey times and performance (e.g. isocrones and FIRS modelling)
- ONS data

The Business Intelligence Team in Strategy and Performance can provide this data.

ACTION 2 - the Business Intelligence team updates these demand-based reports and data sets on a regular basis, and the ones above (as a minimum) should be considered as part of the CRMP planning process for Risk and Demand.

As an example, Fig. 2 below shows all incidents between 2018-2023 and it shows that incidents aren't evenly spread across Merseyside:

FIG. 2

Density of All Incidents Attended between 2018 and 2023

Author: Business Intelligence, Strategy & Performance   Date: January 2024   Produced Using MapInfo
Map Reference:
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Figs. 3 and 4 are examples that show that demand fluctuates between the day and night, crews are twice a busy during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

Fig. 3 All Incidents: 01/04/2018 - 31/03/2023

	Day	Night
Count	53,894	30,312
Proportion	64.0%	36.0%

Fig. 3 All Incidents by half hour period during 2013/14, 2018/19 and 2022/23

All Incidents Attended by Half Hour Period
2013/14, 2018/19 and 2022/23
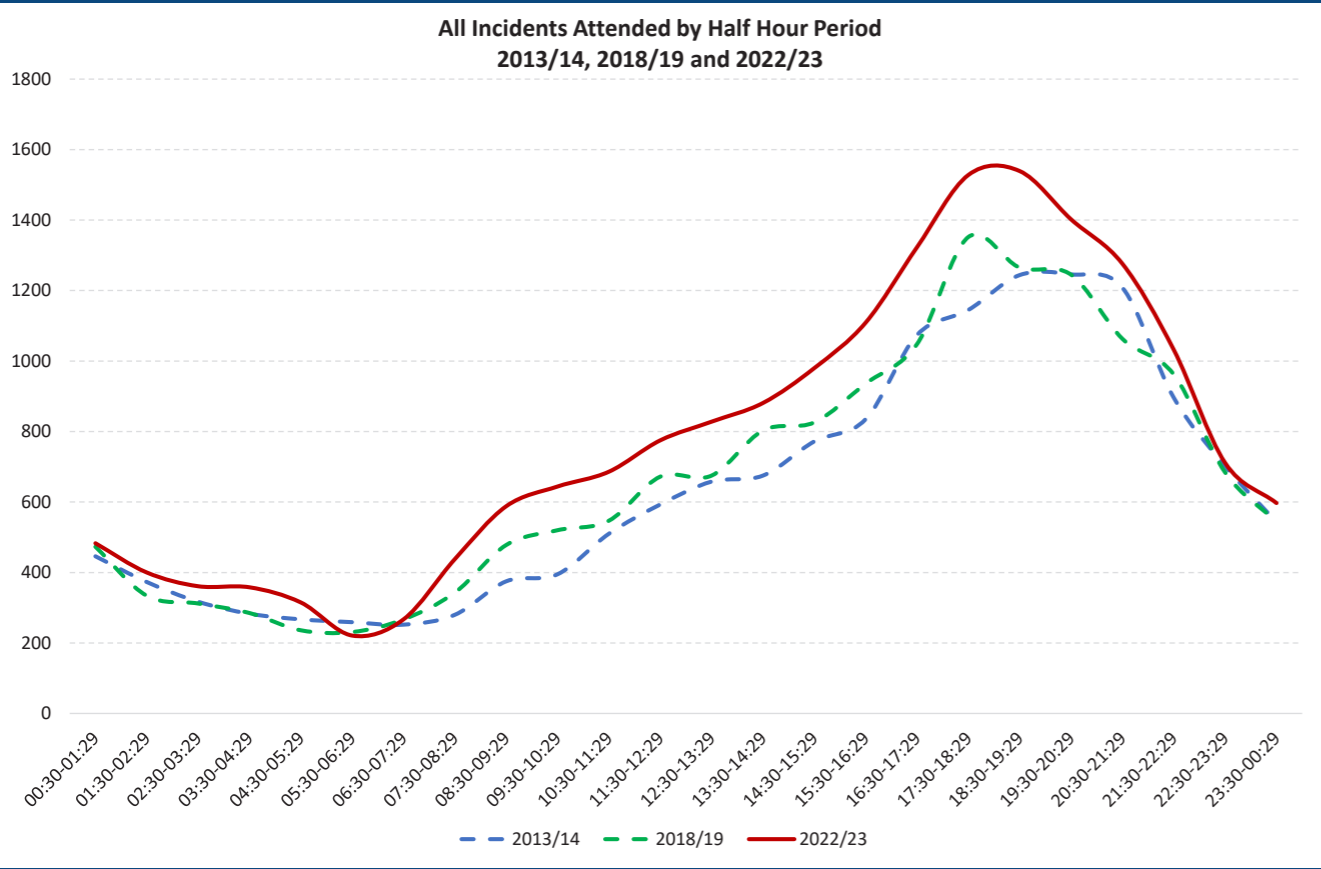
VULNERABILITY

We need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies. We use the following data to help create our CRMP:

Over 65's data from the NHS that we use to plan our targeting of prevention services at this most vulnerable group of people. This is updated each year once we have received the data from NHS.

- Annual and 20-year fatal fire reports
- Deprivation data and mapping
- Key Performance Indicator data
- Ten and five-year incident data
- Knowing our Communities data
- ONS data

ACTION 3 - the Business Intelligence team updates these reports and data sets on a regular basis, and the vulnerability-based ones above (as a minimum) should be considered as part of the CRMP planning process.

We also consider the outcomes of Partner reports on health, diversity and vulnerability.

ACTION 4 - practitioners and CRMP planning staff should review partner reports and feed findings back into the planning process through the CRMP group.

As an example, Fig. 5 shows how we use incident data to project the rate of dwelling fire incidents into the future for planning future interventions.

Fig. 5 Dwelling fires attended and projected

■ Number of accidental fires in dwellings   ■ Number of Deliberate fires in dwellings
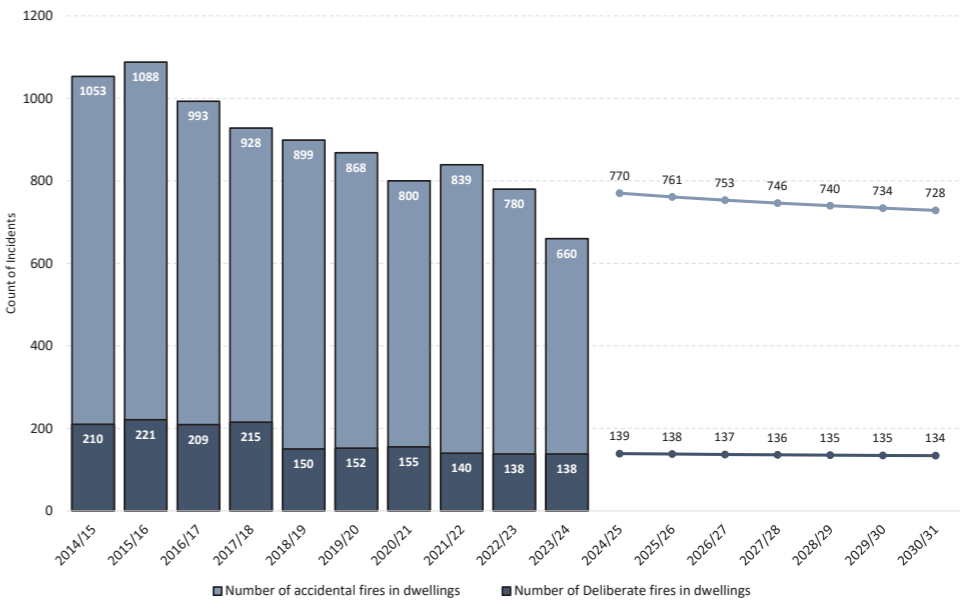
EXTERNAL REVIEW/EVALUATION

From time to time we will commission external reports from private companies (e.g. Risktec, Internal Audit or academic institutions such as Liverpool John Moores University and the University of Liverpool). Any findings from these will be considered by practitioners and the CRMP group as it considers the future CRMP.

Local strategic plans published by partner organisations can impact on Risk, Demand and Vulnerability and should be reviewed regularly. For example, new housing or other infrastructure can change the way we deliver our services.

> **ACTION 5 - consider the findings of any commissioned reports or partner's plans when developing themes and draft proposals for the CRMP.**

CONSIDERATION OF PRIORITIES

The CRMP group will consider the data and intelligence referred to above during the initial phases of the planning timetable to determine broad themes that the Authority may need to focus on to meet any increases or changes in Risk, Demand and Vulnerability. These will be developed more by working with departmental practitioners and specialists. During this period, the CRMP Group together and in their respective Functions should carry out [1]PESTEL and SWOT analyses using the data and intelligence they have been considering. This should be done in the context of existing strategies and policies.

The CRMP group will use the CRMP Analysis Tool at this point to provide further information to assist with prioritisation.

Fig.6

Contribution to Vision and Purpose	Cost Savings (per year)	Efficiency (staff time saved per week)	Return on Investment	CRMP Methodology Risk Score	Performance Improvement	Resource Requirements (personal and knowledge / skill)	Duration of Resources to Implement	Organisational Impact during Implementation	Organisational Risk of NOT Delivering	Weighted Total Rating
10%	15%	10%	5%	10%	10%	5%	5%	15%	15%	100%
Low	Investment	None	Low	Low	Low	High	High	High	Low	1
Medium	Cost Neutral	Low	Medium	Medium	Medium	Medium	Medium	Medium	Medium	2
High	Under £10K Saving	Medium	High	High	High	Low	Low	Low	High	3
Very High	Over £10K Saving	High	Very High	Very High	Very High	Minimal	Minimal	Minimal	Very High	4
Very High	Cost Neutral	Medium	High	Very High	High	Low	Low	Low	High	1
High	Over £10K Saving	High	High	Very High	Medium	Minimal	Low	High	Medium	1
Very High	Investment	High	Very High	Very High	Very High	High	High	High	Very High	1
High	Cost Neutral	Medium	High	Very High	Medium	Medium	Medium	Low	Medium	1
High	Investment	Low	High	Very High	Medium	Medium	Low	Low	High	1

These initial themes are then considered by Strategic Leadership Team in the late Summer of the planning year, and the Authority, key managers and representative bodies in the early Autumn to develop CRMP priorities to be considered during engagement with the public.

It is important to consider equality of access at this point and there is useful NFCC guidance that can assist. Draft Equality, Diversity and Inclusion objectives are reviewed/developed at this stage to ensure our approach to ED&I is consistent with our CRMP and vice versa.

After the work above has been concluded, consideration should be given to the resources available to the Service, the Medium Term Financial Plan, the People Plan and Asset Management Plans need to sign with the CRMP.

> **ACTION 6 - ensure CRMP priorities and ED&I objectives are developed using data and intelligence by early Autumn to allow public engagement to take place.**

[1] Political, Economic, Social, Technological, Environmental, Legal (PESTEL), Strengths, Weaknesses, Opportunities and Threats (SWOT)

PUBLIC/STAFF ENGAGEMENT

We speak and listen to the public about our plans before we write our CRMP, and we do this again before we publish the final Plan.

Listening to the people involved in our consultation and engagement events helps us understand what they expect of us and this helps us decide which proposals to include in the CRMP.

We speak to the public at an early stage of writing our plan through five CRMP forums held in each of the Merseyside council areas. The forums are externally facilitated and each involve up to 25 people. A number are randomly picked in a way that ensures diversity and we also include some participants who have been involved previously. At these events we explore broad themes that might be included in the CRMP to gauge public opinion.

ACTION 7 - carry out public engagement at least four months before the Budget Authority meeting approves the draft CRMP in February [see SI 0081 Consultation and Engagement Framework.

We also engage with staff during the formative process through the delivery of Principal Officer talks. The staff feedback is considered as we develop the draft plan.
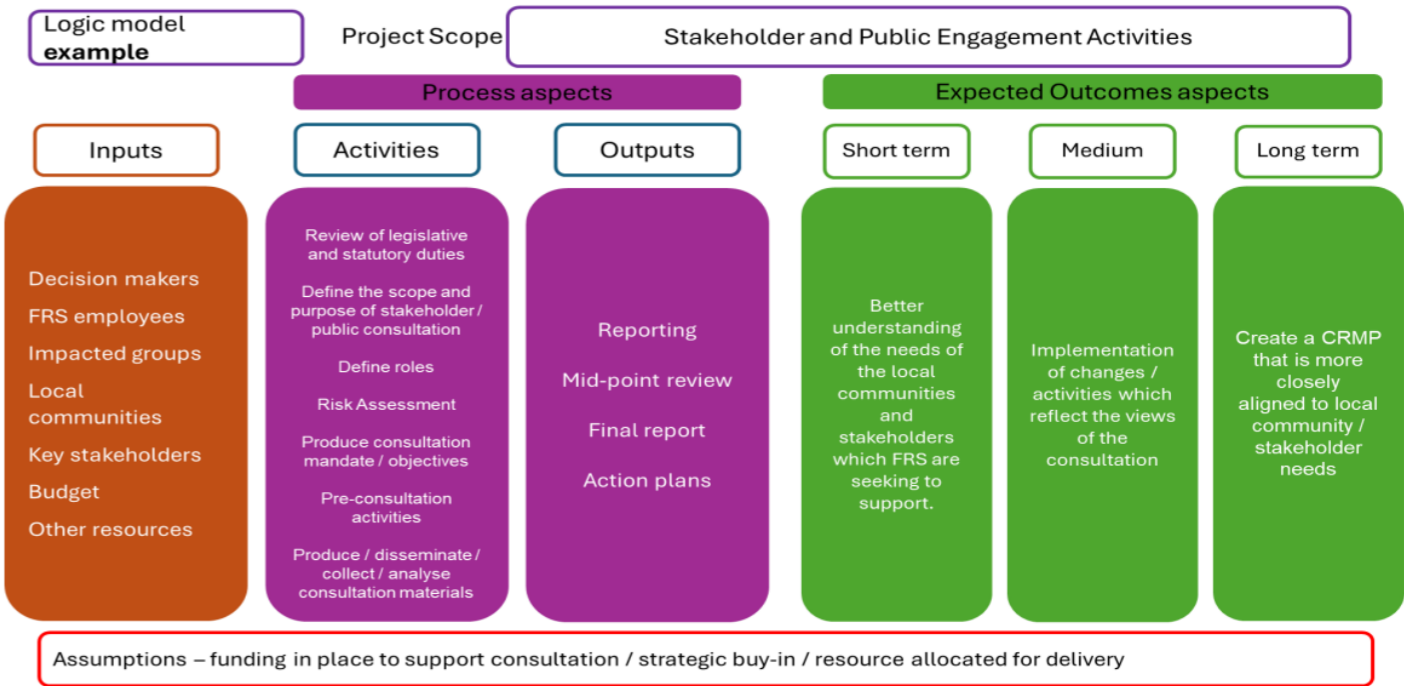
METHODOLOGY/LOGIC MODELS

A number of methods are used to assess the viability and suitability of the priorities that emerge from the early stages of developing the CRMP. These include preparing logic models of each CRMP action. To do this we consider:

- Response Methodology including response modelling with the FIRS software
- Evaluation of alternative duty systems and/or other changes to response
- Performance Indicator target setting methodology
- Diversity data (Public Sector Equality Duty report)
- Protection Risk Based Inspection methodology
- Assessment in relation to our Financial Plans (e.g. Medium Term Financial Plan) – are the priorities affordable?
- Assessment in relation to our People Plan – do the CRMP priorities fit with our priorities for People?
- Equality Impact Assessment – do the priorities have any disproportionate impact on people with Protected Characteristics (positive and negative)?
- Engagement feedback

ACTION 8 - carry out methodology processes to determine suitability of proposals for the draft CRMP.

Fig. 7 Logic Model

Logic model **example** — Project Scope — Stakeholder and Public Engagement Activities

Process aspects / Expected Outcomes aspects

Inputs	Activities	Outputs	Short term	Medium	Long term
Decision makers	Review of legislative and statutory duties	Reporting	Better understanding of the needs of the local communities and stakeholders which FRS are seeking to support.	Implementation of changes / activities which reflect the views of the consultation	Create a CRMP that is more closely aligned to local community / stakeholder needs
FRS employees	Define the scope and purpose of stakeholder / public consultation	Mid-point review			
Impacted groups	Define roles	Final report			
Local communities	Risk Assessment	Action plans			
Key stakeholders	Produce consultation mandate / objectives				
Budget	Pre-consultation activities				
Other resources	Produce / disseminate / collect / analyse consultation materials				

Assumptions – funding in place to support consultation / strategic buy-in / resource allocated for delivery

PREPARING THE DRAFT CRMP

The draft CRMP written in Plain English (to make it accessible) is prepared using the agreed template (currently CRMP 2024-27). It is then approved by the Strategic Leadership Team before submission to the Budget Authority meeting in February.

ACTION 9 - prepare a draft CRMP in Word format for SLT and Authority. Produce a designed version after SLT approval has been given.

CONSULTATION

Once the draft CRMP has been approved goes out to consultation for 12 weeks. At that point we:

- Send the draft CRMP to all Chief Fire Officers, Merseyside MPS, local councils, the Chief Constable and head of NWAS
- Bring together between 25 and 30 people from all over Merseyside into one consultation forum to consider the specific proposals
- Consult representatives of community groups
- Launch an online survey on our website
- Consult with each of the representative bodies at the beginning and end of the consultation process
- Consult with staff networks
- Brief staff using a variety of methods (e.g. PO Talks) and encourage them to comment
- Promote the consultation on social media and encourage the public to comment.

ACTION 10 - carry out 12-week public consultation (see SI0881 for details)

ACTION PLANNING AND PERFORMANCE MONITORING

During the consultation process, a draft action plan is produced using the logic models and considered by the CRMP group to ensure that the Service understands how the actions will be delivered over the three-year life of the CRMP. A Project Initiation Document is completed for every action.

ACTION 11a - once the draft CRMP has been approved develop a draft action plan.

ACTION 11b - complete a PID for every action

FINALISING THE CRMP

Following consultation, all the responses are considered, changes made where appropriate and the final CRMP produced for consideration by the Strategic Leadership Team before it is submitted to the Authority in early July. Once approved by the Authority it is published as a final designed version on the website and the action plan is also finalised.

ACTION 12a - prepare a final CRMP in Word format for SLT and Authority. Produce a designed version after SLT approval has been given.

ACTION 12b - once the final CRMP has been approved finalise the action plan and approve through SLT. These actions should be included in Functional Plans.

ACTION 12c - evaluate the methodology used to create the CRMP to ensure it is compliant with the fire standard.

MONITORING AND EVALUATION

CRMP actions are monitored and managed in detail at the respective Strategic Board and the CRMP Group provides general oversight to ensure the overall IRMP is recorded and on track.

Evaluation should take place to determine the success of each action. The Logic Models should be used as the basis for evaluation and externally commissioned providers may also be used.

ACTION 13 - ensure that the CRMP action plan is included on the agenda for CRMP group meetings and that evaluation is considered throughout the process.

ONGOING ENGAGEMENT

Stakeholder engagement should be carried out at the mid-point of the CRMP using the focus group approach and other engagement. This is to explain to stakeholders how the CRMP is progressing and to ask for feedback.

ACTION 14 - Carry out mid-CRMP stakeholder engagement.

![Merseyside Fire & Rescue Service logo]

MERSEYSIDE
FIRE & RESCUE
SERVICE

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