

LEICESTERSHIRE

FIRE and RESCUE SERVICE

Status of Report: Public Agenda Item: 17

Meeting: Combined Fire Authority

Date: 25th September 2014

Subject: Organisational Change Project (*Balancing the Budget*) – IRMP Consultation

Report by: The Chief Fire and Rescue Officer

Author: Richard Chandler (Deputy Chief Fire and Rescue Officer and Director of Organisational Development)

For: Decision

1. Purpose

This report updates the Combined Fire Authority (CFA) on work undertaken towards the Organisational Change Project (OCP) and seeks approval to commence consultation on a new Integrated Risk Management Plan (IRMP) document.

2. Executive Summary

- 2.1 This report gives the background and an update on the current progress of the OCP. It includes the financial and establishment impacts of the proposals that were presented to the CFA in June 2014.
- 2.2 The report includes the proposed IRMP Consultation Document along with the relevant Consultation Communication Plan, both of which have been evaluated by external consultants confirming that, via these documents, the CFA will satisfy relevant statutory and good practice standards. In accordance with the CFA's request the Consultation Document also includes the consultation on a referendum for a £5 and £10 increase in Council Tax.
- 2.3 Additional documents are attached that provide the CFA with the Community Risk Model and District Profiles which have informed and influenced the development of the proposals contained within the Consultation Document. The outcome contained within these documents provides the CFA with the recommendation of the Senior Management Team (SMT) on the most appropriate course of action to be taken to ensure the future provision of a safe and effective fire and rescue service response. In addition, this recommended course of action will enable the CFA to satisfy their legal obligation to agree a balanced budget for the next financial year and into the medium term.

- 2.4 This report seeks the CFA to consult upon the proposals outlined in the Consultation Document via the Consultation Plan. Details applicable to the OCP as non-IRMP proposals will be presented at today's meeting but are contained within a separate confidential paper.

3. Report Detail

Background

- 3.1 In June 2014 the CFA approved a report to commence the development of options to assist in redressing a budget deficit that had been calculated at approximately £7.5m over the next 5 years.
- 3.2 It was a request of the CFA that during September 2014 the Overview and Scrutiny Committee were provided with a progress update and detail on the work being undertaken in pursuit of the OCP, particularly in respect of the IRMP Consultation.
- 3.3 This information was presented to the Overview and Scrutiny Committee at its meeting on 4th September 2014 in the form of working documents. Included in the submission were the revised Service Generic Consultation and Engagement Strategy, October – December 2014 IRMP Consultation Communication Plan and IRMP Consultation Document, Risk Assessment Model, Evaluation/Review of the Risk Model and an example of the new IRMP District Profiles.

General Progress Update

- 3.4 In addition to the creation of the IRMP consultation documentation, further work has been undertaken in relation to the non-IRMP saving proposals discussed at the June CFA meeting. Progress against these proposals is detailed below:
- Early introduction of internal changes in relation to reducing the repairs and maintenance, conference and buffet budgets are underway.
 - The reduction in catering staff is also nearing completion with the redeployments and redundancies becoming effective during October 2014.
 - The introduction of switch crewing on the Aerial Ladder Platform (ALP) at Central Fire and Rescue Station will be implemented shortly.
- 3.5 The financial benefits of these non-IRMP efficiency initiatives will begin to be realised on a phased basis during the remainder of the 2014/15 financial year.
- 3.6 The detailed financial analysis of redressing the deficit is an ongoing task whereby a range of funding scenarios are being analysed. These include the level of Council Tax that can be reasonably expected during the medium term. Factored into these considerations are the impacts of a successful or negative Council Tax referendum. More detail pertaining to this issue is included within the Consultation Document.

IRMP Consultation Document

- 3.7 The IRMP Consultation Document (see **Appendix 1**) contains 7 proposals on which the CFA may wish to consult:
- i. Reduce Ridership to 4 firefighters per fire appliances, across all Fire and Rescue Stations.
 - ii. Remove the second fire appliance from Loughborough Fire and Rescue Station.
 - iii. Remove the second fire appliance from one of the city Fire and Rescue Stations (Central, Eastern or Western)
 - iv. Remove the second fire appliance from Oakham Fire and Rescue Station.
 - v. Disestablish the Resilience Team.
 - vi. Establish Day Crewing Plus at Wigston Fire and Rescue Station.
 - vii. Whether to hold a referendum to establish the support of the communities in the CFA's area for an increase in the Council Tax of £5 or £10 per year on a Band D property.
- 3.8 Following the application of the Community Risk Model, it is concluded that these proposals constitute the best reorganisation of the operational infrastructure to ensure the future provision of a safe and effective fire and rescue service response. In addition, these changes, if approved, should enable the CFA to agree a balanced budget during the short to medium term.
- 3.9 Documentation for each proposal contains a briefing on:
- i. The current situation including resources and demand.
 - ii. The proposed change(s) and rationale (why).
 - iii. The potential impact of the change.
 - iv. The saving which can be made.
 - v. The consultation questions.
- 3.10 The Consultation Document is supported by the outputs of the Community Risk Model applied at District level. Furthermore each of the Districts affected by the proposals are subject to the new IRMP District Data Template.

IRMP Consultation Communication Plan

- 3.11 In the absence of statutorily prescribed procedures, and subject to the overall requirements of fairness, the CFA has broad discretion as to how a consultation exercise should be carried out and what should be consulted upon. Where there is a duty to consult, a failure to do so, or to do so properly, will usually render the ultimate decision unlawful.
- 3.12 Consultations are not referendums that automatically determine the CFA's decisions. The CFA consults because it is accountable. This means giving account

to ideas and then taking into account public and stakeholder views. It does not mean that the opinions of the majority should necessarily decide public policy. Consultations should inform, not displace, professional and political judgements, which should assess the cogency of the views expressed.

- 3.13 The IRMP Consultation Communication Plan (see **Appendix 2**) has been developed in accordance with the principles within the revised Consultation and Engagement Strategy 2015-20. It is based on proportionality and a targeted approach.
- 3.14 The plan details who, when and how the CFA will be engaging with internal staff, Members of Parliament, elected members and the general public throughout the consultation period, which is expected to run from October through to the end of December 2014.
- 3.15 The document meets the Gunning Principles, a set of principles that originated from case law, which are fundamental propositions that must be adhered to during any consultation. These are:
- i. Be done at a formative stage – when there is still time to change an authority’s decision (and it is not a forgone conclusion).
 - ii. Give sufficient information for people to give intelligent consideration to the issues – so it is possible to have an informed opinion.
 - iii. Provide enough time for responses to be formulated and submitted – so many consultations extend over 12 weeks, though shorter times are possible.
 - iv. Conscientiously take into account outcomes of the consultation – with time to reflect upon the consultation outcomes before decisions are made.
- 3.16 In pursuit of the above principles CFA members are included within the Communications Plan in terms of receiving a presentation on 5th November 2014 that includes:
- i. The meaning and principles of integrated risk management planning, in particular, assessing risk and targeting resources accordingly.
 - ii. Examples of what is happening across the country with practical examples of a wide range of proposals.
 - iii. The meaning and methods of consultation, that consultations are not referendums and the best and worst methods of consultation.
- 3.17 Both the Consultation Communication Plan and the Consultation Document have been evaluated by Opinion Research Services (ORS) to ensure that the CFA meet both legal and good practice standards.

Support Staff Review

- 3.18 The Support Staff Review commenced in December 2013 and is the subject of a further paper that will be presented at today’s meeting as a confidential item.

Community Risk Model and District Data Templates

- 3.19 Substantial effort has been invested in the development of a new Community Risk model for the CFA in order to satisfy the requirements within the Fire & Rescue National Framework For England. Its purpose is to inform the IRMP so that operational resources (prevention, protection and response) can be distributed to maximise the reduction of overall risk (see **Appendix 3**). This model has been externally validated by Risktec who are an independent risk assessment company. A copy of the validation report is at **Appendix 4**.
- 3.20 The outputs of the Community Risk model are included within the new detailed District Data Templates (see **Appendix 5**) identifying the areas of risk at lower super output area levels. The District Data Templates include the relevant information that in turn inform the IRMP Consultation exercise. In addition, the templates will form the revised IRMP from 2015/16 onwards. This revised IRMP will identify and assess the full range of fire and rescue related risks within the CFA's area.

Breakdown of Finances and Establishment Figures Over the 5 Year Period

- 3.21 The OCP report for the CFA in June 2014 predicted a budget shortfall for 2015/16 of £1.5m, rising in 2016/17 by £2.3m to £3.8m.
- 3.22 The 2016/17 deficit figure of £2.3m identified in the June report has been reduced by £465,020 to £1.8m as a result of the temporary halt on the progression of the Lutterworth and Market Harborough Day Crewing Plus projects. This reduces the overall deficit for the 5 year period from £7.5m to £7m.

3.23

Table 1 Five Year Financial Planning Assumption – Deficiencies							
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	Total
Deficit	£0	£1,568,954	£1,841,641	£1,200,000	£1,200,000	£1,200,000	£7,010,595
Savings	£247,780	£1,532,447	£1,658,880	£894,290	£779,040	£0	£5,112,437
Deficit With Savings	£247,780	-£458,851	£365,233	-£305,710	-£420,960	-£1,200,000	-£1,772,508
WT Establishment Reduction	0	8	56	20	20	0	104

- 3.24 The deficit figures for 2017/18 through to 2019/20 are based upon financial planning assumptions consistent with previous years' settlements.
- 3.25 Within the current proposals and subject to minor underspend the CFA will achieve a balanced budget up to 2017/18, with an overall deficit for the 5 year period reducing from the £7m to just under £2m. Should this position remain unchanged then it is clear that further savings will have to be made.
- 3.26 The establishment reduction proposals represent the collective professional opinion of SMT and are based upon the current and ongoing analysis work. The only options proposed are for the financial year 2015/16 and are reductions to

include 1 Group Manager, 4 Station Managers and 3 Watch Managers posts, which will be achieved through natural wastage.

- 3.27 It is difficult to accurately calculate future redundancy requirements within the overall wholetime establishment reduction of 104. This is due to the leavers' profile being influenced by a number of factors that are not within the control of the CFA. Staff will transfer to other services, retire early and pension changes will result in staff no longer leaving on or after 50 years of age and/or 30 years of service. The number and timing of staff retirements over the 5 year period does not reflect the savings required in each of the years.
- 3.28 Subject to the outcomes of the consultation and subsequent CFA decision in February 2015 SMT is working to develop a redundancy strategy that takes account of both predicted and confirmed leavers to reduce the number of redundancies to as low as possible. Alternative options such as transfer opportunities to other services and voluntary redundancy will be considered within the strategy to further minimise the potential for compulsory redundancy.

4. Report Implications / Impact

4.1 *Legal (including crime and disorder)*

- a) The IRMP Consultation Communication Plan meets the principles that Government departments and other public bodies should adopt for engaging stakeholders when developing policy and legislation whilst also meeting the Gunning Principles which are the fundamental propositions that must be adhered to.
- b) The IRMP Consultation Document and supporting documents contribute to meeting the priorities set out in the Fire and Rescue National Framework 2012 and the Category 1 Responder duties within the Civil Contingencies Act 2004.
- c) The potential for redundancy as set out in this report will require consultation to take place with Representative Bodies and the staff affected [section 188 of the Trades Union and Labour Relations (Consolidation) Act 1992 (TULRCA)].
- d) The reduction in the overtime rate may engage contractual rights which may present some challenges in effecting the change.
- e) Reductions in flexible officers may require negotiation as future duty systems may not comply with the guidance as set out in the National Schemes and Conditions of Service (Grey Book).

4.2 *Financial (including value for money, benefits and efficiencies)*

The financial benefits and costs associated with the proposals are contained within this report and within the Consultation Document itself.

4.3 *Risk (including corporate and operational, health and safety and any impact on the continuity of service delivery)*

- a) The management of organisational risk (reputation, regulatory, finance) has been

mitigated by employing legal and good practice consultation standards.

- b) Failure to deliver the financial savings over the medium term will significantly impact on the ability of the CFA to agree a balanced budget.
- c) Implementation of the options set out in this report may not achieve the efficiency savings required to balance the budget, resulting in the CFA having to develop more options in the future.
- d) Failure to consult collectively may give rise to the legal remedy of a protective award as defined by TULRCA which requires the payment of compensation to each employee.

4.4 **Staff, Service Users and Stakeholders (including the Equality Impact Assessment)**

- a) The IRMP Consultation Communication Plan meets the key expectations in terms of the Fire and Rescue Service Equality Framework and the IRMP. The Plan includes engagement with the “unseen” (lesbian, gay, bisexual and transgender commonly referred to as LGBT) protected characteristics in addition to the black, minority ethnic (BME) and disabled members of the communities in the CFA’s area.
- b) Equality impact assessments have been undertaken for each of the proposals and are attached as **Appendices 6a-h**.

4.5 **Environmental**

Within the context of each District template there is an environmental assessment.

4.6 **Impact upon Our Plan Objectives**

The options set out represent the best fit solution for the CFA and if any of these are compromised it could have a detrimental impact on service delivery.

5. **Recommendations**

The CFA is asked to give approval to consult upon the proposals outlined in the proposed Consultation Document via the proposed Consultation Plan

6. **Background Papers**

- a) *Fire and Rescue National Framework For England* (DCLG, 2012)
- b) *Consultation Principles: Guidance* (HM Government 2013)
(<https://www.gov.uk/government/publications/consultation-principles-guidance>
accessed 29th August 2014)

7. **Appendices**

- 1. IRMP Consultation Document.

2. IRMP Consultation Communication Plan.
3. Community Risk Model
4. Risktec Validation Report on Community Risk Model
5. IRMP District Profile
 - a) Leicester
 - b) Charnwood
 - c) Rutland.
6. Equality Impact Assessments on Proposals:
 - a) Removal of 2nd Appliance from Oakham
 - b) Removal of 2nd Appliance from Loughborough
 - c) Removal of 2nd Appliance from a Leicester City Station
 - d) Reducing crewing from 5 to 4
 - e) Disestablishment of the Resilience Team

Have Your Say!



**INTEGRATED RISK MANAGEMENT PLAN
CONSULTATION ON PROPOSALS FOR CHANGE**

// 2015-2020

LEICESTERSHIRE
FIRE and RESCUE SERVICE



www.leicestershire-fire.gov.uk

safer communities

FOREWORD

Times are challenging for all public services at the moment, and fire and rescue services are no exception. During the last 10 years, we have seen a significant reduction in the number of fires, road traffic collisions and other emergency incidents that we attend; in no small part attributable to our community education, prevention and protection work. Over the same time period, any reduction in our resources (staff, expenditure, equipment) has been to a much lesser extent. This, in our opinion, means that there is more room for change.

Over the past two years we have made a number of operational changes that have realised approximately £2million worth of efficiency savings. These savings have been reinvested to improve our fire and rescue cover. However, the economic situation and ongoing austerity measures mean that in order to be financially sustainable going forward, we must make further savings, including realigning our resources based upon the risk and likelihood of incidents occurring in our area. We need to be flexible, dynamic, and at the same time ensure the ongoing safety of our communities and our staff. The reduction in the number of incidents, and the need to secure savings of approximately £7million over the next five years means that staying the same is no longer a viable option.

In 2013, the Government published the 'Facing the Future' report by Sir Ken Knight, and it is clear that in the current climate, the scale of change required by fire and rescue services is unprecedented. Services need to look at alternative methods of service delivery, increased levels of collaboration, closer regional working and making better use of what we have got.

We have therefore undertaken a thorough review of risk (in terms of where and how likely incidents are to occur) and resources in our area through our integrated risk management planning function. As a result, we are proposing to make changes to our service, our resources, and how we work. We have been through a thorough process in developing these proposals; but we also value your views and want to find out what you think. We are therefore asking for your views on our proposals set out in this document. We will use this feedback to assist us in making the decisions about which options are taken forward.



Dave Webb

**Chief Fire and Rescue
Officer and Chief Executive**



Steve Corrall

**Chair of the
Combined Fire Authority**

THE FINANCIAL CHALLENGE

The coalition government since 2010 has prioritised the reduction of the level of the national debt.

This has included reductions in grant levels across the public sector, including fire and rescue services, meaning that we need to either make savings, or increase our income in order to continue operating within a reduced budget.

The majority of our funding comes from three sources: one is council tax (for 2014/15 this is 45% of our income); the second is from central government in terms of grants (30%). The third is from business rates (21%). The remainder (4%) comes from various other sources such as other income and the use of reserves. It is obvious; therefore, that a cut in government grants leads to a significant cut in our income and if we are to balance the budget, we need to make savings.

We need to make a total of £7million savings by 2019/20. We have already made some savings, and further ones are planned that are not within the remit of our risk management plan: for example we are also reviewing our support staff functions and the management structure. We have to be realistic, and as the majority (approximately 72%) of our budget is spent on salaries, savings will inevitably have to come from this area.

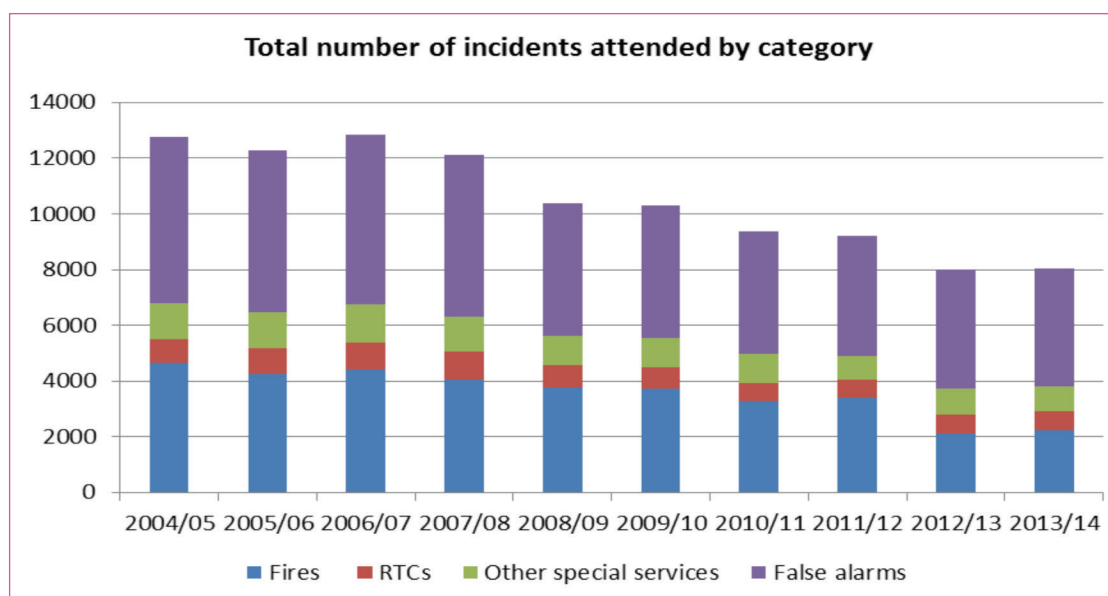
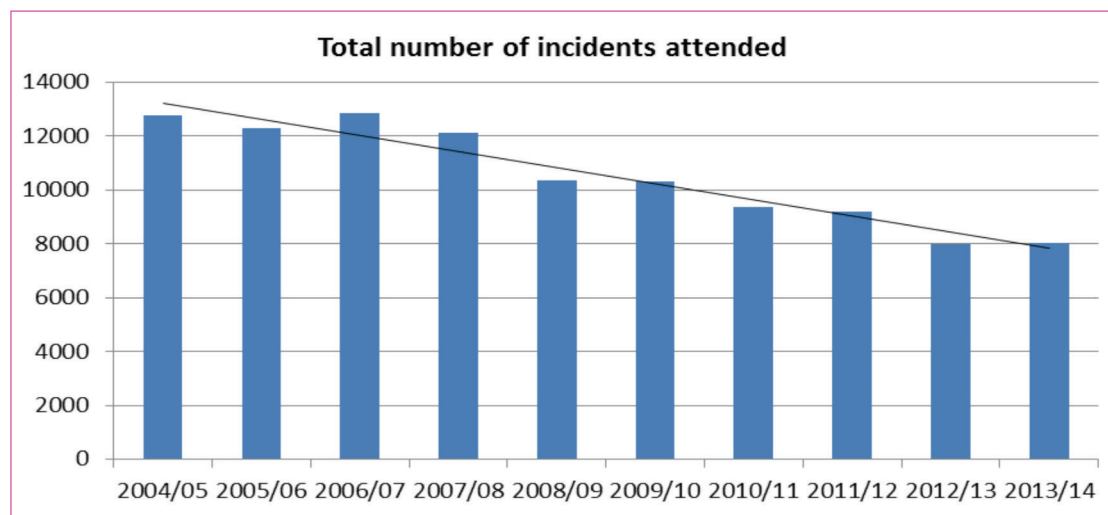
COUNCIL TAX

We charge council tax to each household in Leicester, Leicestershire and Rutland. In 2014/15, the cost to a Band D property is £59.25, or £1.14 per week. This represented a 1.5% rise from that charged in 2013/14. It is one of the lowest charges in the country when compared to other fire and rescue services.

An increase in our council tax charges would increase our income, and reduce or eliminate the requirement to make savings in order to balance our budget. However, the government has capped any increases that we can make to 1.99%. Anything higher than this must be subject to a local referendum.

A REDUCED DEMAND

The last 10 years have seen a significant and sustained reduction in the number of emergency incidents that we have attended. The graphs below illustrate this 37% drop, by total incidents, and by category. This is a fantastic achievement that can be accredited to our preventative, education, enforcement and inspection programmes.



This reduction is even more impressive when we consider that over the same 10 year period; there has been an increase in the population, number of houses and businesses, and cars on the road.

However, despite the fact that the number of incidents has seen a sustained reduction, the numbers of resources that we have in terms of firefighters, and fire and rescue stations has not reduced to the same extent:

	2004/05	2013/14	% change
Emergency incidents	12,749	8,038	-37%
Firefighters	739	688	-7%
Fire and Rescue Stations	20	20	0%

OUR REVIEW

The need to save money, along with the reduction in fires and other emergency incidents, has required us to review our current operational provision (fire engines, fire and rescue stations and staff) and ensure that they best meet the likelihood of emergency incidents occurring within our area.

In carrying out our review, we have used a risk assessment model to identify those areas most likely to experience serious fires and other emergency incidents. Our model is based on fire injury and fatality data; and, on incidents more likely to result in serious injury or loss of life (domestic and commercial fires, road traffic collisions and special service life risk incidents such as water and rope rescues). It also incorporates lifestyle information from the index of multiple deprivation (IMD) which helps to predict the likelihood of incidents occurring. We have also considered current and future developments, such as new housing, transport and road infrastructures.

Using this data, we have analysed exactly where our highest risk areas are; our actual current resources in terms of staff, fire and rescue stations and fire engines – and the best match of resources to these areas. The outcomes of the review have resulted in the proposals for change that are set out in this document.

HOW TO RESPOND: HAVE YOUR SAY

To respond to any of the questions posed in this document please visit our dedicated consultation website at: www.leicestershire-fire.gov.uk/IRMP

If you would prefer to submit your responses via a printed questionnaire, please request a copy from our Information Management team by phoning 0116 287 2241.

You may also contact us with your comments by email at info@lfrs.org or via our social media platforms on Twitter and Facebook:



<https://www.facebook.com/LeicsFireRescue>



<https://twitter.com/LeicsFireRescue>

If you wish to contact us in writing, please send your correspondence clearly marked "IRMP Consultation" to the following address:

Information Management
Service Headquarters
12 Geoff Monk Way
Birstall
Leics
LE4 3BU

Phone: 0116 287 2241

Email: infor@lfrs.org

The statutory consultation period commences on 1 October 2014 until 31 December 2014. Responses received after 31 December 2014 will not be taken into consideration. At the end of our consultation period, the Combined Fire Authority will consider all of the responses before any final decisions are taken with regard to the proposals.

PROPOSALS

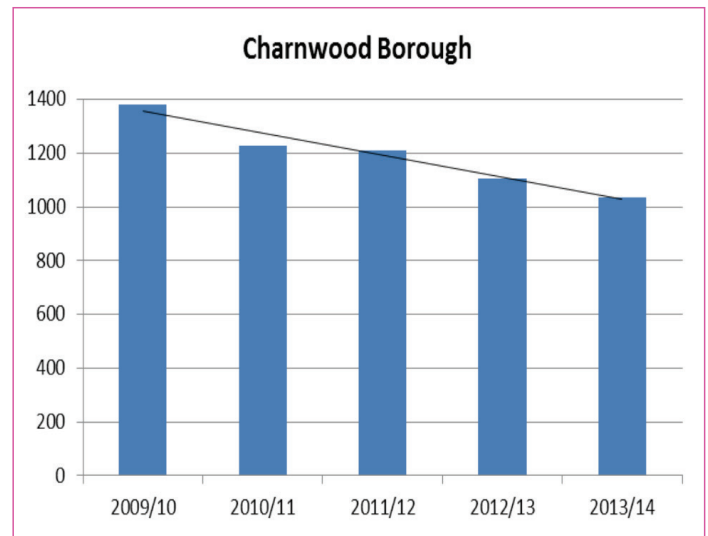
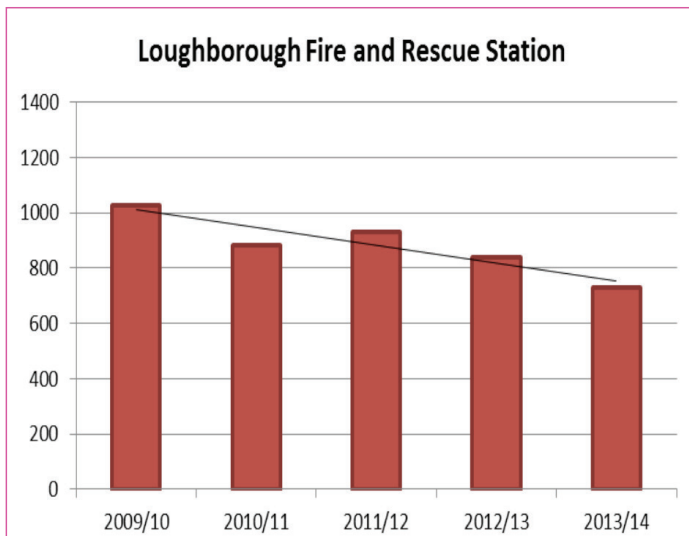
1. CHARNWOOD BOROUGH – LOUGHBOROUGH FIRE AND RESCUE STATION

What is the current situation?

Crewing system	Wholetime 2/2/4 (permanently crewed by employees on a shift system, immediately available to respond to emergency calls)
Number of fire engines	Two
Charnwood Borough	Also comprises Shepshed (1 On-Call fire engine) and Birstall (1 wholetime fire engine) fire and rescue stations
Other neighbouring fire and rescue stations	Coalville (1 wholetime fire engine and 1 On-Call fire engine) and Castle Donington (1 wholetime fire engine) fire and rescue stations

Over the past five years:

- The number of incidents for Loughborough Fire and Rescue Station has reduced by 29%
- The number of incidents for the borough has reduced by 25%



What are we proposing to change?

We are proposing to remove one fire engine from Loughborough Fire and Rescue Station. This would result in a reduction of **20** wholetime posts.

Our risk assessment model identifies a number of areas where there is a potential for us to be called to attend emergency incidents. If we remove one fire engine, our proposed levels of resources (fire and rescue stations, fire engines, firefighters) will still be appropriate to lessen the impact of any incidents in these areas. We do not plan to reduce any resources that will affect delivery of our community safety work that aims to prevent emergencies from happening in the first place; and, we will continue to ensure that this work is targeted at the most relevant areas.

Why are we proposing to do this?

In April 2013 the total level of cover in Charnwood was increased by the opening of a wholetime fire and rescue station in Birstall, increasing to two new fire and rescue stations in 2014 with the opening of Castle Donington. The close proximity of these and other fire and rescue stations means that there is sufficient cover in the area to safely remove one fire engine from Loughborough Fire and Rescue Station. In addition, the sustained reduction in the number of emergency incidents has decreased the overall level of demand in the area. The majority (3,800 or 64%) of incidents over the past five years have only required the attendance of one fire engine; and,, 33% (1,946) of incidents were to automatic false alarms. Removing one fire engine would save us **£779,040**.

What would this mean to you?

Currently, if you have a fire at your home or are involved in a road traffic collision in the Loughborough area, then it is likely that two fire engines will be with you within 10 minutes. If we remove a fire engine from Loughborough Fire and Rescue Station, the first fire engine will still be with you within 10 minutes. The second fire engine will come from Birstall, Castle Donington or Shepshed shortly afterwards, and will attend the Loughborough area within 13 minutes. Most importantly, we will still be achieving our standard of attending any life threatening incident with the arrival of the first fire engine within 10 minutes. Maps showing fire engine attendance times are in Appendix 2.

SUMMARY

Our analysis shows that the risk, in terms of the number of incidents, has reduced in Charnwood; and,, that if we remove a fire engine from Loughborough, adequate emergency cover is available from the remaining 24/7 wholetime fire engine at Loughborough Fire and Rescue Station; with the second fire engine coming from nearby fire and rescue stations. Removing the fire engine would save almost £780K.

- 1. Were you aware or unaware that the number of emergency incidents in Charnwood had reduced substantially in recent years?**
- 2. Do you agree or disagree that we should target our community safety resources towards the most vulnerable people?**
- 3. Do you agree or disagree that it is reasonable to make necessary savings by removing one fire engine from Loughborough Fire and Rescue Station?**

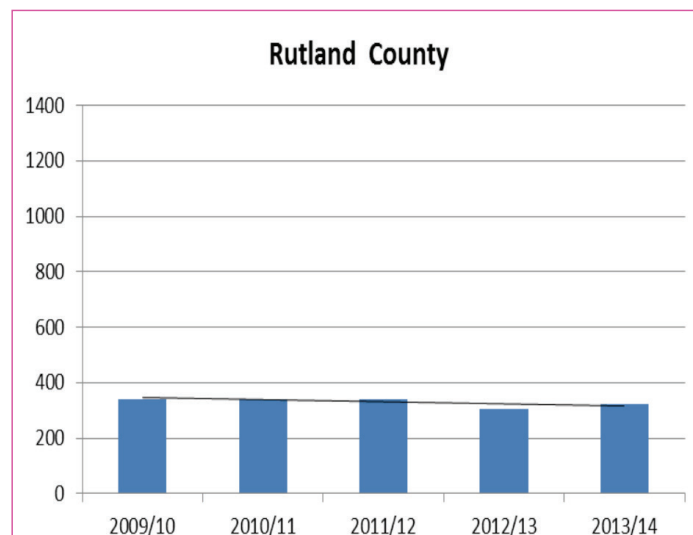
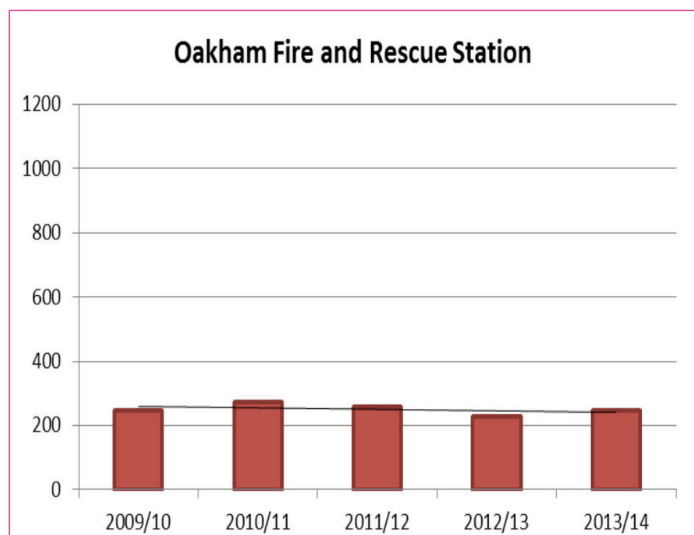
2. RUTLAND – OAKHAM FIRE AND RESCUE STATION

What is the current situation?

Crewing system	Wholetime Day Crewing Plus (permanently crewed by employees on a self-rostered 24 hour shift duty system, immediately available to respond to emergency calls). Supplemented by: On-Call (employees who are available to respond to emergency incidents on an on-call basis)
Number of fire engines	Two
Rutland	Also comprises Uppingham (1 On-Call fire engine) fire and rescue station
Other neighbouring fire and rescue stations	Melton Mowbray (1 wholetime fire engine and 1 On-Call fire engine); Billesdon (1 On-Call fire engine); Stamford (1 On-Call fire engine based in Lincolnshire) Corby (2 wholetime fire engines based in Northants) fire and rescue stations

Over the past five years:

- The number of incidents for Oakham Fire and Rescue Station has reduced by 0%
- The number of incidents for the county has reduced by 6%



What are we proposing to change?

We are proposing to remove the fire engine crewed by the On-Call staff from Oakham Fire and Rescue Station. This would mean a reduction of **12** On-Call posts.

Our risk assessment model identifies a number of areas where there is a potential for us to be called to attend emergency incidents. If we remove the On-Call fire engine, our proposed levels of resources (fire and rescue stations, fire engines, firefighters) will still be appropriate to lessen the impact of any incidents in these areas. We do not plan to reduce any resources that will affect delivery of our community safety work that aims to prevent emergencies from happening in the first place; and,, we will continue to ensure that this work is targeted at the most relevant areas.

Why are we proposing to do this?

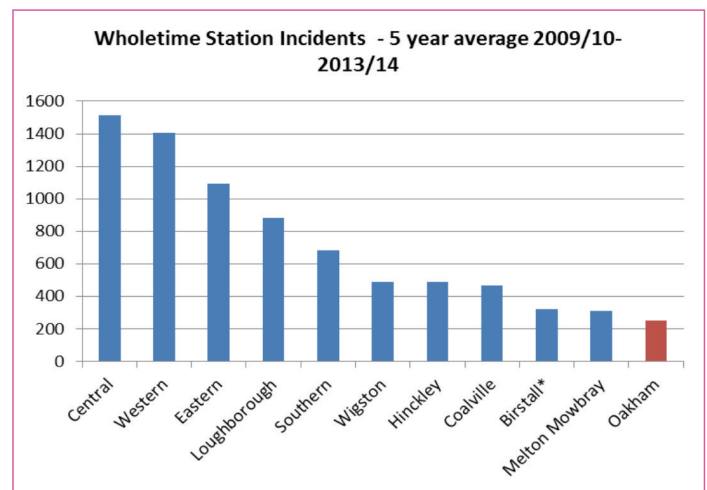
Oakham is the quietest of all of our wholetime fire and rescue stations in terms of the numbers of emergency incidents. This, along with the area profile, classes it as a lower risk than other areas.

41% (514) of incidents over the past five years for Oakham Fire and Rescue Station have been to automatic false alarms.

The majority (964 or 59%) of incidents over the past five years in Rutland have only required the attendance of one fire engine.

It is safe and feasible to remove the On-Call fire engine from Oakham without increasing risk to local people, as there will continue to be a wholetime fire engine with crew on the station 24/7. There is also cover from nearby

fire and rescue stations at Uppingham, Billesdon and Melton Mowbray (and those over the border in Corby and Stamford). Removing the On-Call fire engine would save us **£97,150**.



*Birstall Fire and Rescue Station opened in April 2013 and therefore only one year's worth of incident data is available

What would this mean to you?

Currently, if you live in Oakham and dial 999 for a life-risk emergency, two fire engines will be with you within 10 minutes. Implementing this proposal would mean that the first fire engine from Oakham will still be with you within 10 minutes. The second fire engine will come from Uppingham, Melton or Billesdon (or Corby or Stamford), and will attend the Oakham area within approximately 14 minutes. Most importantly, we will still be achieving our standard of attending any life threatening incident with the arrival of the first fire engine within 10 minutes. Maps showing fire engine attendance times are in Appendix 2.

SUMMARY

Our analysis shows that Rutland is a relatively low risk area in terms of the number of incidents, and that if we remove the On-Call fire engine from Oakham adequate emergency cover is available from the 24/7 wholetime fire engine at Oakham, with the second fire engine coming from nearby fire and rescue stations. Removing the On-Call fire engine would save almost £100K.

4. Were you aware or unaware that the number of emergency incidents for Oakham Fire and Rescue Station are the lowest when compared to all of our wholetime fire and rescue stations?

5. Do you agree or disagree that we should target our community safety resources towards the most vulnerable people?

6. Do you agree or disagree that it is reasonable to make necessary savings by removing the On-Call fire engine from Oakham Fire and Rescue Station?

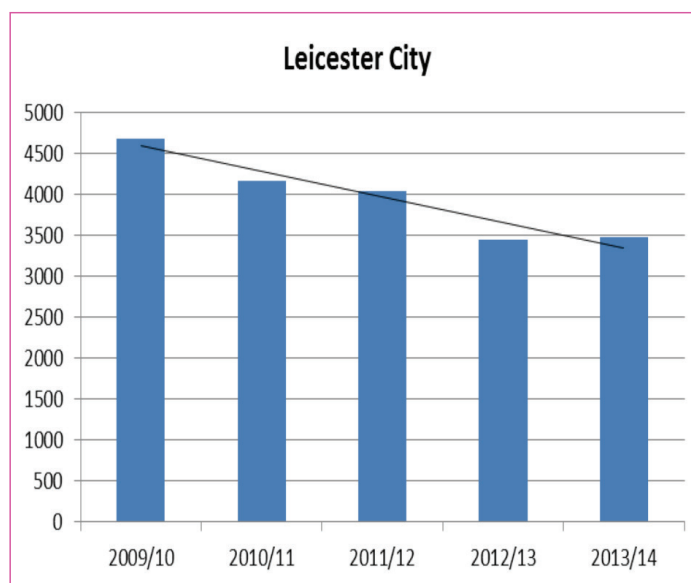
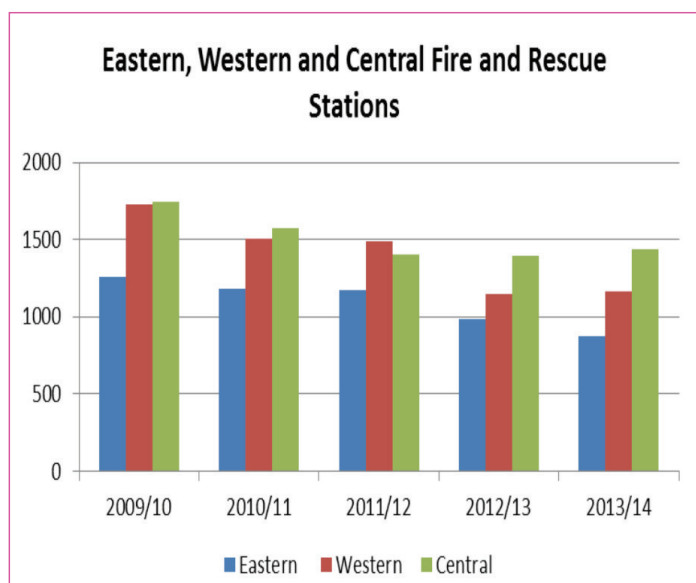
3. LEICESTER CITY

What is the current situation?

Crewing system	Wholetime 2/2/4 (permanently crewed by employees on a shift system, immediately available to respond to emergency calls)
Number of fire engines	Six (two at each fire and rescue station)
Leicester City	Comprises Central, Eastern and Western Fire and Rescue Stations
Other neighbouring fire and rescue stations	Southern (1 wholetime fire engine); Wigston (1 wholetime fire engine and 1 On-Call fire engine) and Birstall (1 wholetime fire engine)fire and rescue stations

Over the past five years:

- The number of incidents for Eastern Fire and Rescue Station has reduced by 30%
- The number of incidents for Western Fire and Rescue Station has reduced by 33%
- The number of incidents for Central Fire and Rescue Station has reduced by 18%
- The number of incidents for the City has reduced by 26%



What are we proposing to change?

We are proposing to remove one fire engine from within the city area. This will mean a reduction of **20** wholetime posts.

Our risk assessment model identifies a number of areas where there is a potential for us to be called to attend emergency incidents. If we remove one fire engine, our proposed levels of resources (fire and rescue stations, fire engines, firefighters) will still be appropriate to lessen the impact of any incidents in these areas. We do not plan to reduce any resources that will affect delivery of our community safety work that aims to prevent emergencies from happening in the first place; and, we will continue to ensure that this work is targeted at the most relevant areas.

Why are we proposing to do this?

The overall reduction in the number of emergency incidents in the city has led to a reduction in demand for emergency response. The majority (11,674 or 59%) of incidents over the past five years have only required the attendance of one fire engine; and, 39% (7,796) of all incidents have been to automatic false alarms. In addition, since opening in April 2013, Birstall Fire and Rescue Station now responds to incidents that would previously have been dealt with by the city group (150 incidents in 2013/14 that would previously have been responded to by Western Fire and Rescue Station). Therefore, along with the existing cover from neighbouring Birstall, Wigston and Southern Fire and Rescue Stations, it is safe and feasible to remove a fire engine from the city. Removing one fire engine would save us **£779,040**.

What would this mean to you?

Currently if you live in the Leicester City area and have a fire at your home, or are involved in a road traffic collision, two fire engines will be with you within 10 minutes. If we remove a fire engine from one of the city fire and rescue stations there will be no difference: two fire engines will still be at the emergency within 10 minutes. Maps showing fire engine attendance times are in Appendix 2.

SUMMARY

Our analysis shows that the risk, in terms of the number of incidents, has reduced in Leicester City; and, that if we remove one fire engine from the city, adequate emergency cover is available from the other 24/7 wholetime fire engines in the city fire and rescue stations, along with cover from nearby fire and rescue stations. Removing one fire engine would save almost £780K.

- 7. Were you aware or unaware that the number of emergency incidents in Leicester City had reduced substantially in recent years?**
- 8. Do you agree or disagree that we should target our community safety resources towards the most vulnerable people?**
- 9. Do you agree or disagree that it is reasonable to make necessary savings by removing one fire engine from one of the city's three fire and rescue stations?**

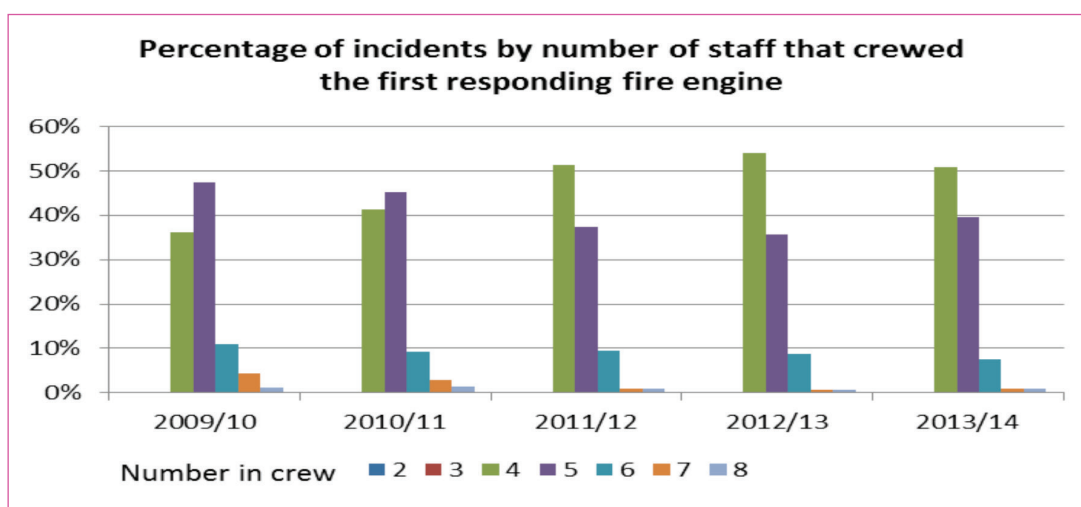
4. FIRE ENGINE CREWING LEVELS

What is the current situation?

Crewing levels

The number of staff that crew a fire engine varies across the service; the vast majority being either four or five. All three city fire and rescue stations currently crew their fire engines with four people as standard.

Over the past five years, calls to all emergency incidents across the service area have reduced by 22%. During the same period, the highest proportion (46%) of those incidents attended has been responded to by a fire engine with a crew of four, compared to 41% by a crew of five. This has been an emerging trend, as shown below.



What are we proposing to change?

We are proposing to crew all fire engines with a minimum of four people as standard. This will mean a reduction of **17** whole-time posts.

Why are we proposing to do this?

All of the city fire and rescue stations have crewed all of their fire engines with four people since October 2010, with no reduction in either community or firefighter safety; On-Call fire engines are commonly crewed by four people. Standardising all fire engines to be crewed by four people would save us **£648,064**.

What would this mean to you?

You would not see any change in our response times. If you dialled 999 a fire engine would still arrive at your emergency within 10 or 20 minutes, depending on the severity of the incident.

SUMMARY

Current practice for city and On-Call fire engines shows that a crew of four people is a safe and adequate provision for responding to emergencies. Standardising crewing across the service to four would save almost £650K.

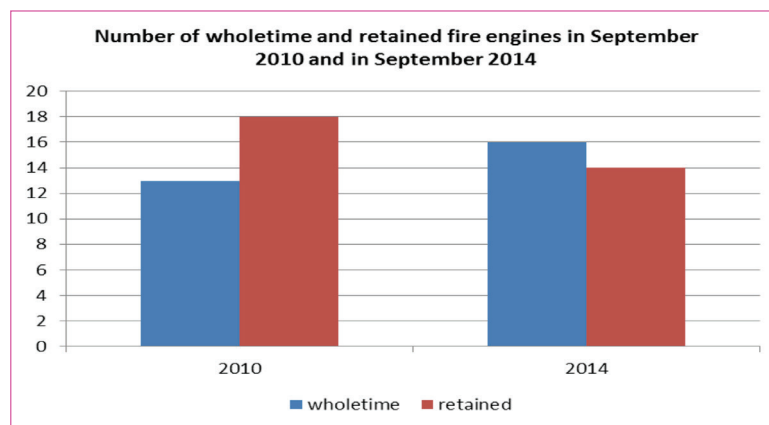
10. Do you agree or disagree that it is reasonable to make necessary savings by crewing all of our fire engines with four people?

5. THE RESILIENCE TEAM

What is the current situation?

The resilience team is comprised of 12 wholetime firefighters. It was established in December 2010 to support and increase the availability of fire engines crewed by On-Call staff. The team was also set up in order to help transitional arrangements during the move to the new fire and rescue stations at Birstall and Castle Donington

Since its establishment, the number of fire engines crewed by On-Call staff has reduced by **22%**.



What are we proposing to change?

We are proposing to disestablish the resilience team. This would mean a reduction of **12** wholetime posts.

Why are we proposing to do this?

Our aim has been to reduce our reliance on On-Call staff because they are not always available, particularly at certain times of the day. Since 2010, we have progressed this by closing the On-Call fire and rescue stations at Syston and Moira, and by removing the On-Call crew from Loughborough. At the same time, we have increased our wholetime capability by opening new wholetime fire and rescue stations at both Birstall and at Castle Donington. This has clearly reduced the need and demand for the resilience team. Disestablishing the resilience team would save us **£473,070**.

What would this mean to you?

Our reliance on On-Call staff has reduced over the past four years, and so has our need for the resilience team. Removal of the team may have some impact upon our remaining On-Call fire engine availability; however, we will ensure alternative arrangements will cover any gaps that do occur; meaning that you will not see any change in the service we provide.

SUMMARY

The requirement to have a team specifically to cover the availability of On-Call staff has reduced in line with the closure of On-Call fire and rescue stations. Disbanding the resilience team would save almost £475K.

11. Were you aware or unaware of the reduction in the number of our On-Call fire engines in recent years?

12. Do you agree or disagree that it is reasonable to make necessary savings by disbanding the resilience team?

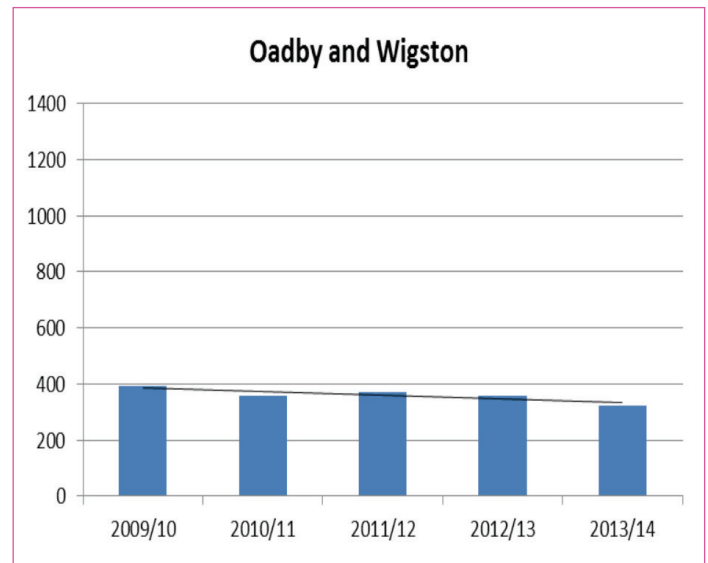
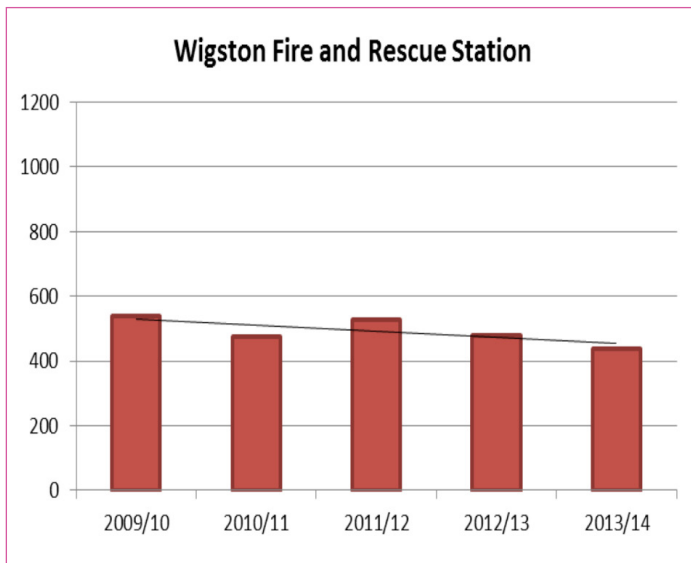
6. OADBY AND WIGSTON DISTRICT – WIGSTON FIRE AND RESCUE STATION

What is the current situation?

Crewing system	Wholetime 2/2/4 (permanently crewed by employees on a shift system, immediately available to respond to emergency calls) Supplemented by: On-Call (employees who are available to respond to emergency incidents on an on-call basis)
Number of fire engines	Two
Oadby and Wigston District	Comprises Wigston Fire and Rescue Station
Other neighbouring fire and rescue stations	Southern (1 wholetime fire engine); Eastern (2 wholetime fire engines) and Central (2 wholetime fire engines) fire and rescue stations.

Over the past five years:

- The number of incidents for Wigston Fire and Rescue Station has reduced by 18%.
- The number of incidents for the district has reduced by 18%.



What are we proposing to change?

We are proposing to change the duty system worked by staff at Wigston Fire and Rescue Station, from a wholetime 2/2/4 and On-Call, to a wholetime Day Crewing Plus and On-Call system. This would mean a reduction of **14** wholetime posts.

Why are we proposing to do this?

The reduction in the number of emergency incidents indicates that the Day Crewing Plus model would be appropriate to implement at Wigston. The majority (1,125 or 64%) of incidents in the district over the past five years have only required the attendance of one fire engine; and, 36% (651) have been to automatic false alarms. The fire and rescue station will still be crewed by wholetime firefighters 24/7, and they will work a different self-rostered 24 hour shift duty system rather than a 2/2/4 system. The Day Crewing Plus duty system is already successfully operating at Oakham, Birstall, Hinckley, Coalville and Castle Donington Fire and Rescue Stations. Switching to Day Crewing Plus would save us **£414,900**.

What would this mean to you?

If you live in Oadby and Wigston and dial 999 for a life-risk emergency, two fire engines will be with you within 10 minutes. If we implement Day Crewing Plus, there will be no change, and two fire engines would still be with you in exactly the same time as they are now.

SUMMARY

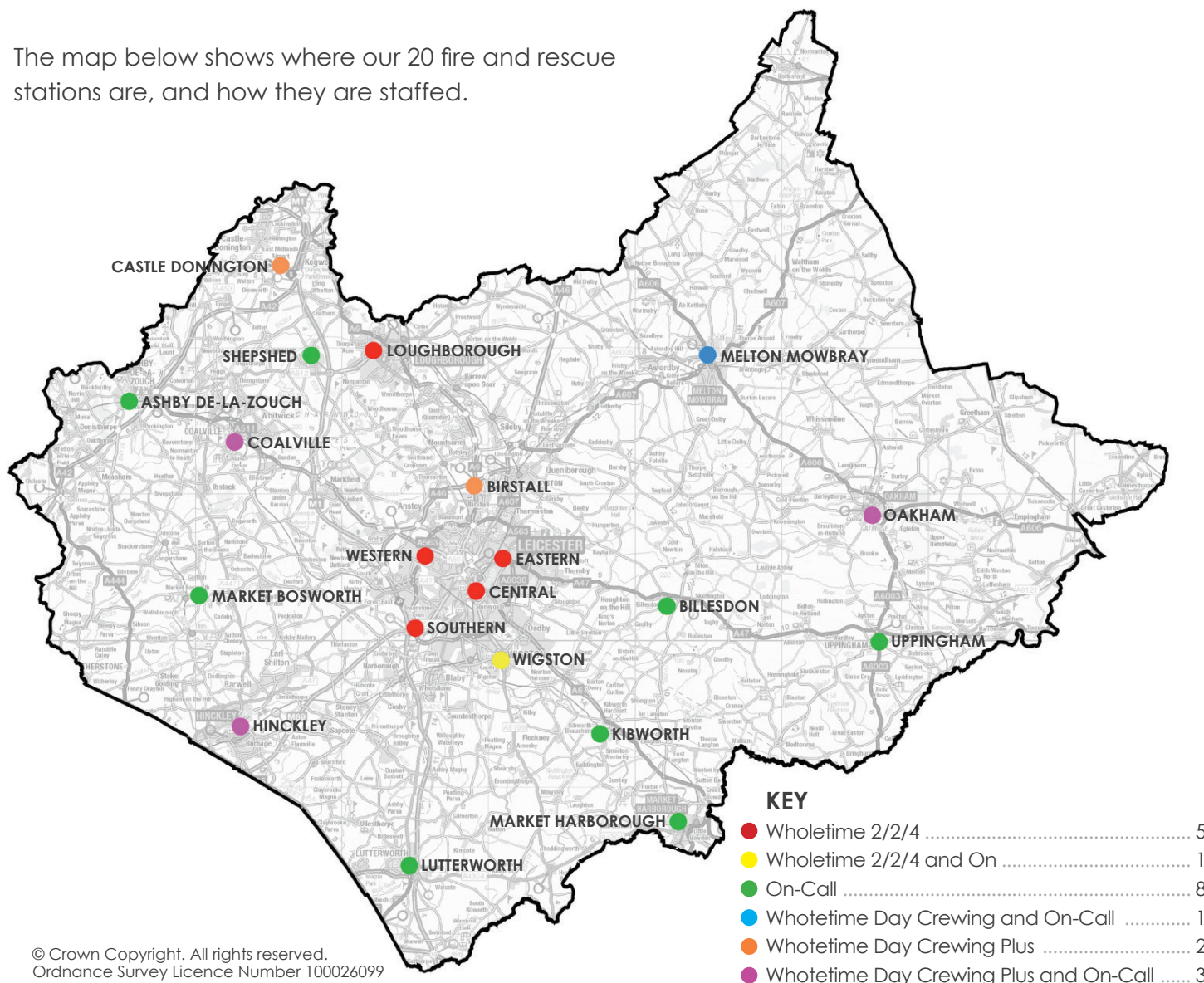
Our analysis shows that the risk, in terms of the number of incidents, has reduced in Oadby and Wigston; however, 24/7 wholetime fire and rescue cover is still required in the area. Introducing Day Crewing Plus would save almost £415K.

13. Were you aware or unaware that the number of emergency incidents in Oadby and Wigston had reduced in recent years?

14. Do you agree or disagree that it is reasonable to make necessary savings by implementing the Day Crewing Plus system?

APPENDIX 1: OUR CURRENT RESOURCES

The map below shows where our 20 fire and rescue stations are, and how they are staffed.



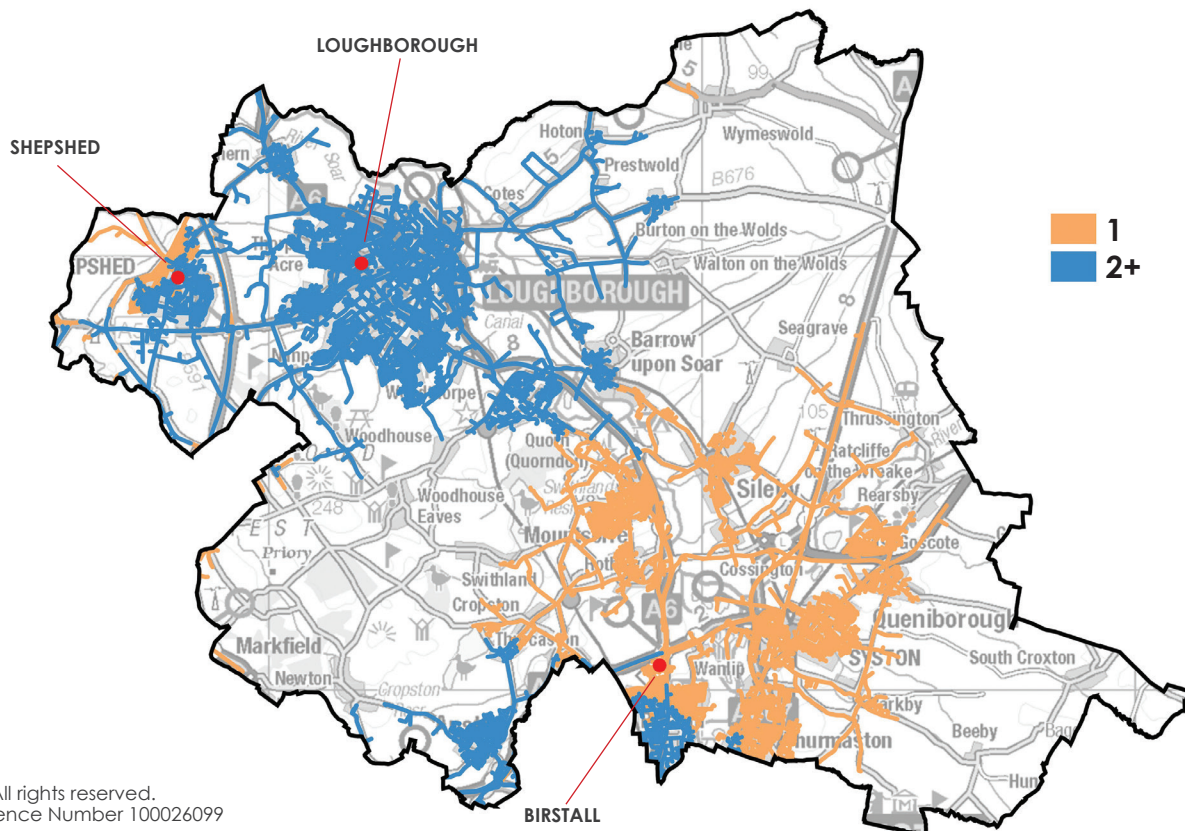
© Crown Copyright. All rights reserved.
Ordnance Survey Licence Number 100026099

What does the crewing status mean?

Wholetime 2/2/4	Station permanently crewed by wholetime employees who are immediately available to respond to emergency calls
Wholetime 2/2/4 and On-Call	Station permanently crewed by wholetime employees who are immediately available to respond to emergency calls, supplemented by employees who are available to respond to emergency incidents on an on-call basis
On-Call	Station crewed by employees who are available to respond to emergency incidents on an on-call basis
Wholetime Day Crewing Plus	Station permanently crewed by wholetime employees who work a self-rostered 24 hour shift system and are immediately available to respond to emergency calls
Day Crewing and On-Call	Station permanently crewed by wholetime employees who work a self-rostered 11 hour day shift system and are immediately available to respond to emergency calls, supplemented by employees who are available to respond to emergency incidents on an on-call basis
Wholetime Day Crewing Plus and On-Call	Station permanently crewed by wholetime employees who work a self-rostered 24 hour shift system and are immediately available to respond to emergency calls, supplemented by employees who are available to respond to emergency incidents on an on-call basis

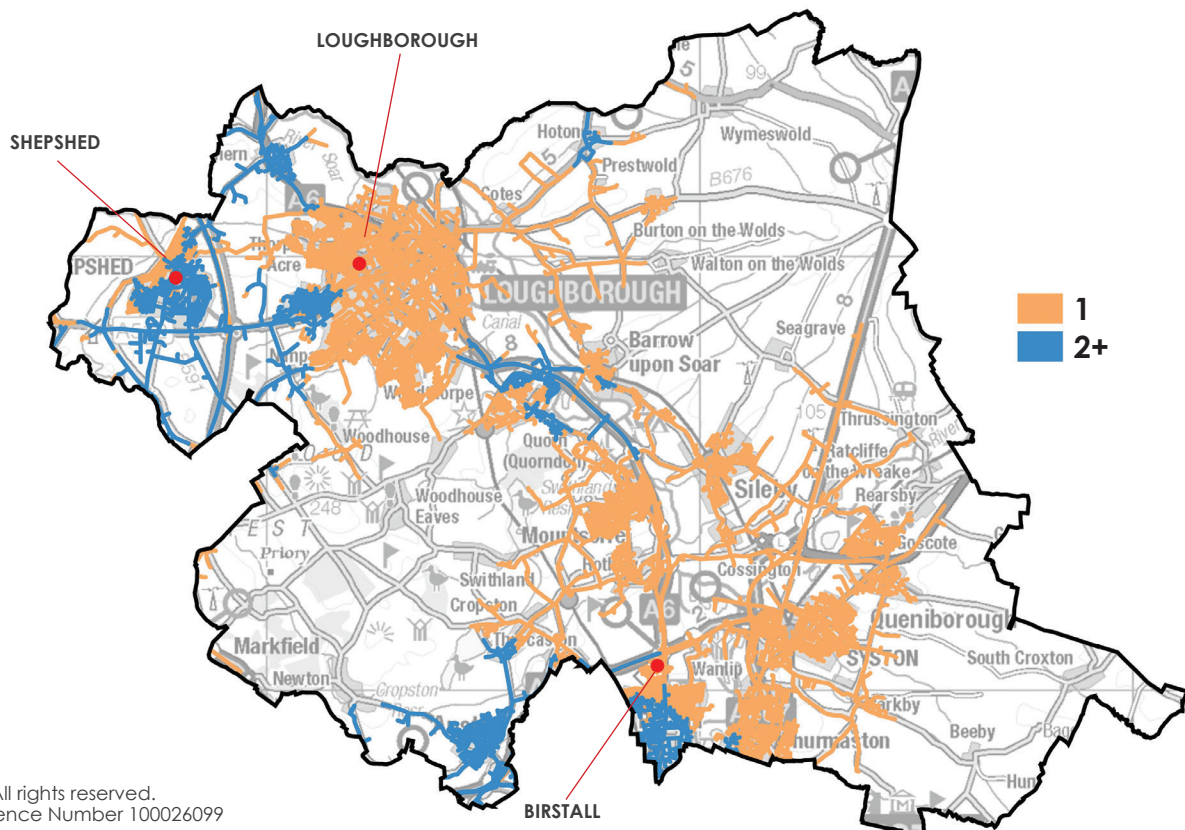
APPENDIX 2: MAPS (CHARNWOOD DISTRICT)

Map showing where one and two fire engines can get within 10 minutes now



© Crown Copyright. All rights reserved.
Ordnance Survey Licence Number 100026099

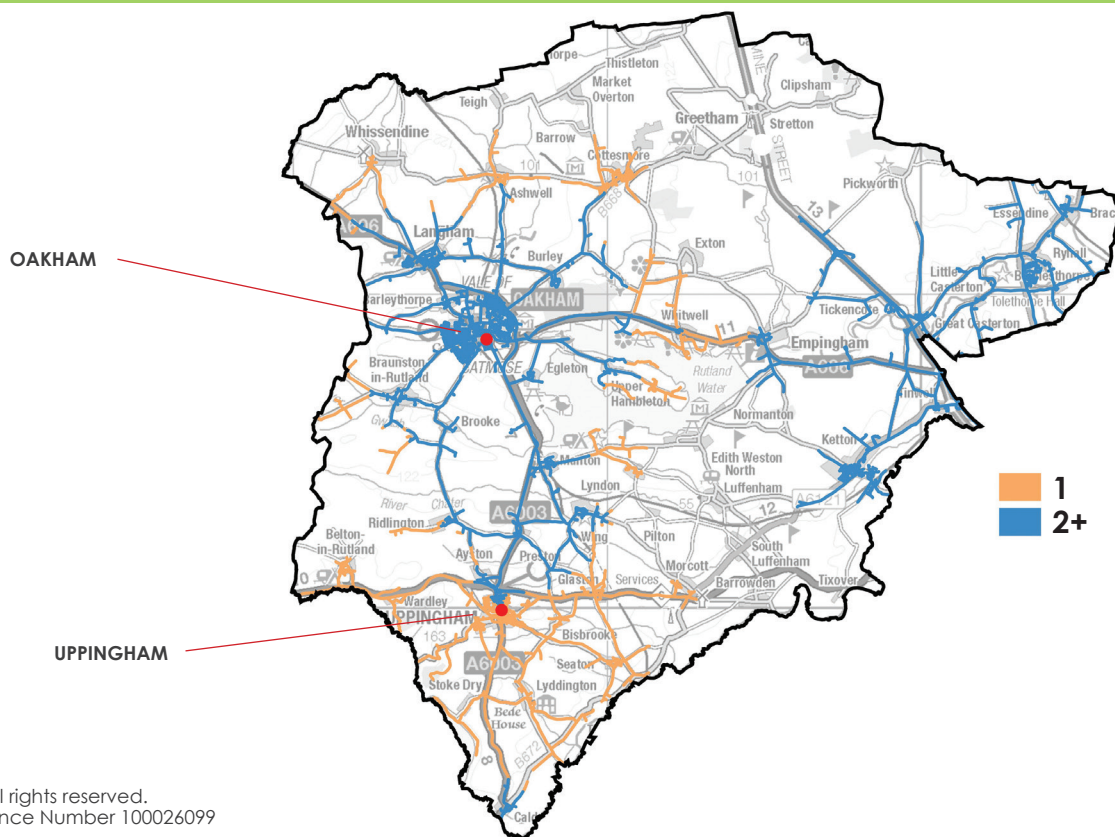
Map showing where one and two fire engines can get within 10 minutes with one fire engine removed



© Crown Copyright. All rights reserved.
Ordnance Survey Licence Number 100026099

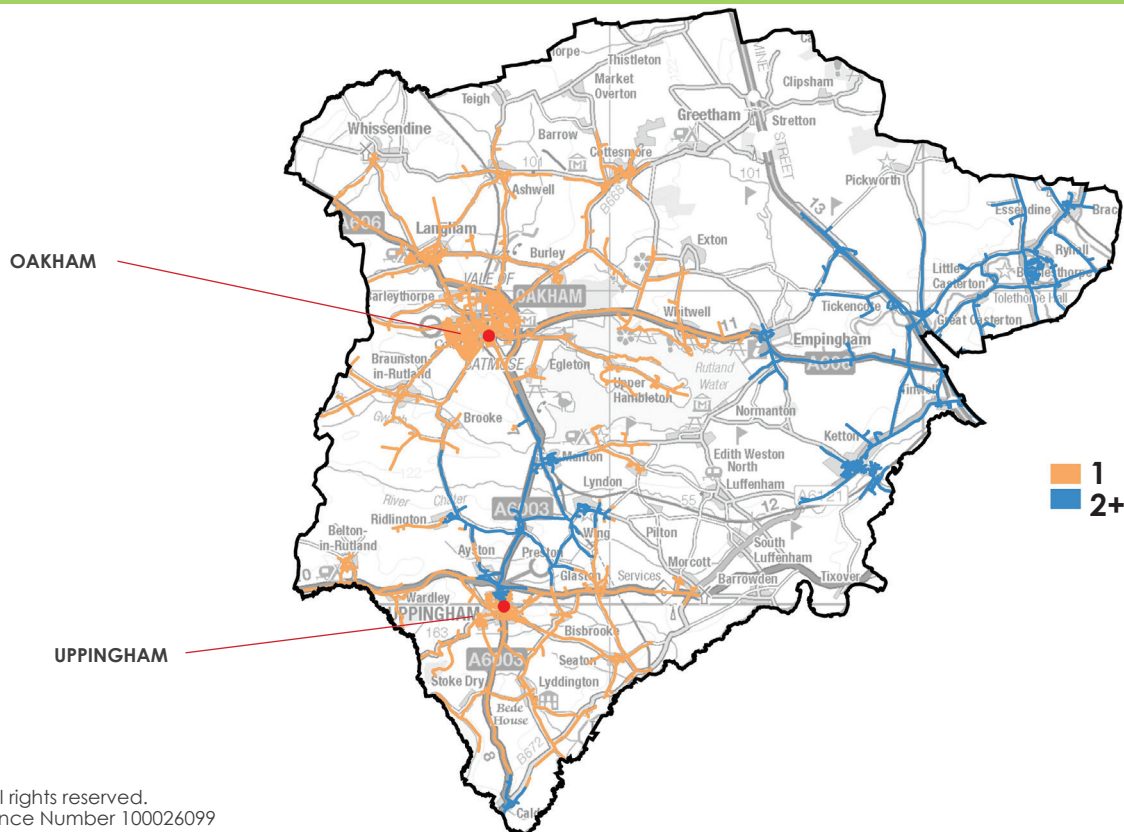
APPENDIX 2: MAPS (RUTLAND)

Map showing where one and two fire engines can get within 10 minutes now



© Crown Copyright. All rights reserved.
Ordnance Survey Licence Number 100026099

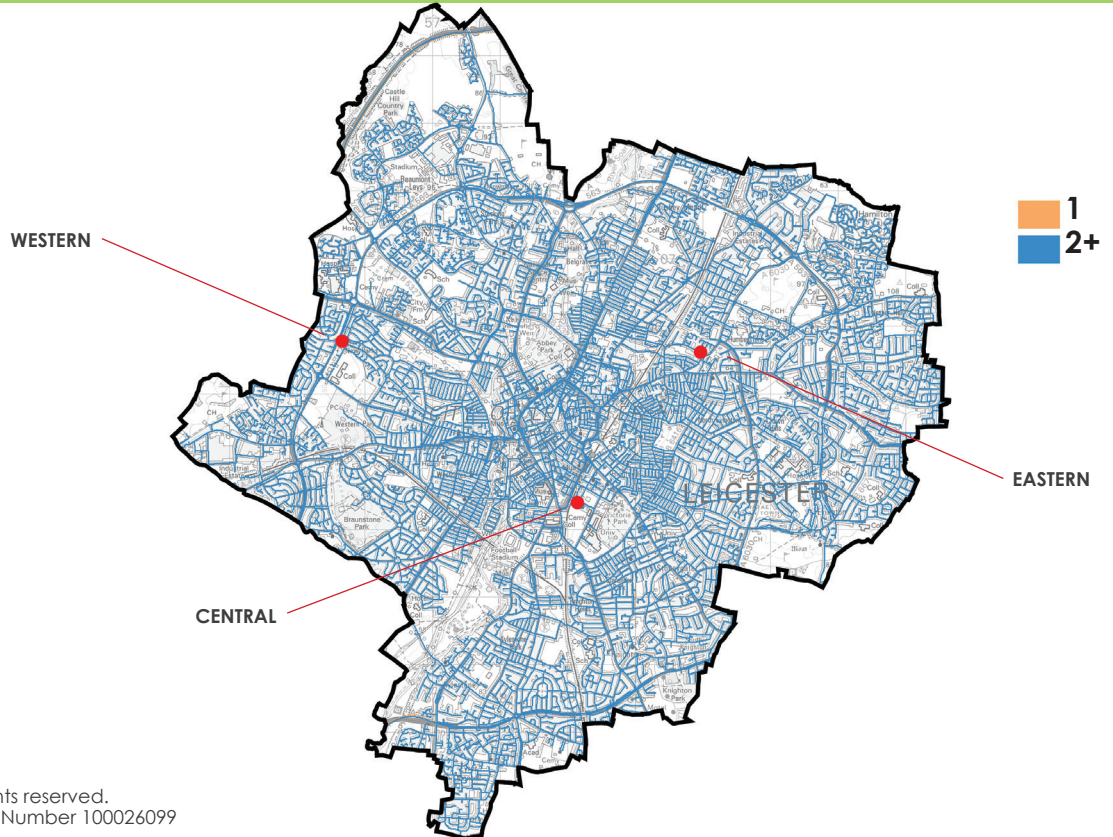
Map showing where one and two fire engines can get within 10 minutes with the on-call fire engine removed



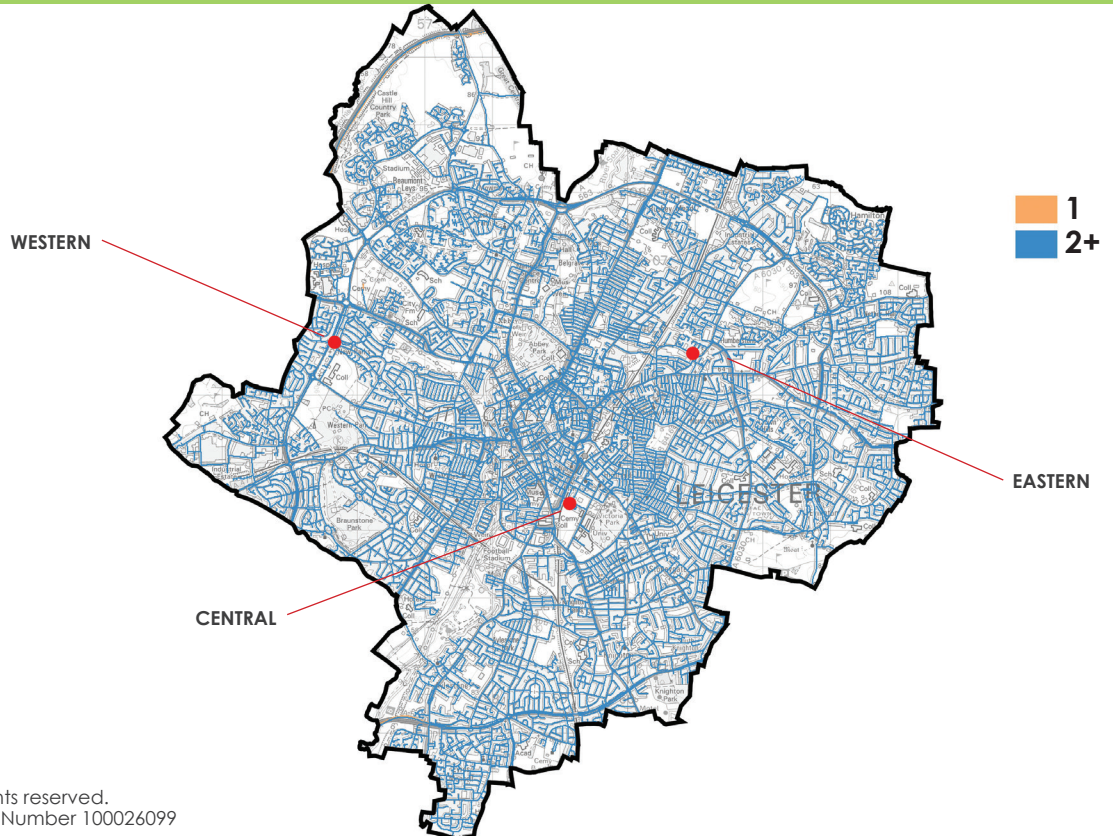
© Crown Copyright. All rights reserved.
Ordnance Survey Licence Number 100026099

APPENDIX 2: MAPS (LEICESTER CITY)

Map showing where one and two fire engines can get within 10 minutes now



Map showing where one and two fire engines can get within 10 minutes with one fire engine removed



APPENDIX 3: TIMETABLES AND PREDICTED SAVINGS

This table illustrates when we are proposing to make the changes and how much they will save in each financial year:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	TOTAL
Remove one fire engine from Oakham Fire and Rescue Station			£97,150				£97,150
Make 4 the standard crewing level across the service			£648,064				£648,064
Discontinue the Resilience Team			£473,070				£473,070
Change to Day Crewing Plus at Wigston			£414,900				£414,900
Remove one fire engine from the City area				£779,040			£779,040
Remove one fire engine from Loughborough Fire and Rescue Station					£779,040		£779,040
TOTAL			£1,633,184	£779,040	£779,040		£3,191,264

The table below sets out the non IRMP changes we have already made, or are going to make, along with anticipated savings:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	TOTAL
Reduction in Establishment			£457,460				£457,460
Remove one director post			£50,000	£50,000			£100,000
Remove 4 Station Manager and 2 Group Manager posts		£337,630	£12,660	£63,290			£413,580
Remove 3 Watch Manager posts		£138,201					£138,201
Remove 16 support staff posts	£14,400	£390,732	£53,180				£458,312
Remove 10 catering staff posts	£91,630	£91,630					£183,260
Reduce the repairs and maintenance budget	£100,000						£100,000
Limit the provision of buffets	£25,420						£25,420
Reduce the conference budget	£9,210						£9,210
Reduce the number of provided cars by 6	£7,120	£16,850	£390	£1,960			£26,320
Reduce the rate of overtime payment		£125,120					£125,120
Remove double increments for support staff pay		£14,940					£14,940
TOTAL	£247,780	£1,115,103	£573,690	£115,250			£2,051,823

Will this meet all of our savings requirements? The table below sets out the situation if all proposals for change are accepted and instigated:

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	TOTAL
Permanent savings if all changes are made	£247,780	£1,115,103	£2,206,874	£894,290	£779,040	£0	£5,243,087
Actual savings required (based on 1.5% Council Tax increase)	£0	£1,568,954	£1,841,641 ¹	£1,200,000	£1,200,000	£1,200,000	£7,010,595
Actual permanent surplus/deficit	£247,780	-£453,851	£365,233	-£305,710	-£420,960	-£1,200,000	-£1,767,508

¹ The 2016-17 savings figure has been reduced by £465,020 as a result of the temporary halt on the progression of the Lutterworth and Market Harborough Day Crewing Plus projects.

Any temporary costs such as redundancies and pension strain etc. will be covered by the unallocated General Reserve.

How much additional income could we generate if we increased Council Tax?

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	TOTAL
1.99% increase in Council Tax charge (no referendum required)	n/a	£84,450	£170,969	£262,672	£358,408	£458,311	£1,334,810
£5 increase (successful referendum required)	n/a	£1,195,947	£1,125,102	£1,052,748	£977,524	£899,351	£5,250,672
£5 + 1.99% yearly increase (successful referendum required)	n/a	£1,195,947	£1,310,142	£1,430,211	£1,555,019	£1,684,718	£7,176,037
£10 increase (successful referendum required)	n/a	£2,650,447	£2,601,420	£2,551,211	£2,498,464	£2,443,105	£12,744,647

How much will a referendum cost?

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	TOTAL
Cost of referendum (less if shared)	£0	£1,200,000	£0	£0	£0	£0	£1,200,000
Cost of re-billing if unsuccessful	£0	£1,200,000	£0	£0	£0	£0	£1,200,000
Council Tax refund if £5 increase is unsuccessful	£0	£1,111,497	£0	£0	£0	£0	£1,111,497
Council Tax refund if £10 increase is unsuccessful	£0	£2,565,997	£0	£0	£0	£0	£2,565,997

As you can see, a £5 or £10 increase would cover our budget deficit. However, it costs us money to hold a referendum. This cost is approximately £600,000 if we hold the referendum at the same time as another election process (such as the national or county elections). It would be £1.2m if we held the vote on its own. Should the vote return a 'no' result then we would have to pay another £1.2m to post the revised Council Tax bills out to all households. Therefore a 'no' vote would increase our costs, remove our unallocated reserves and drastically increase the amount of savings we are required to find. However, a 'yes' vote would mean that we would potentially be able to make any agreed changes without the need for as many redundancies.

SUMMARY

We need to make savings in order to cover our budget deficit. These could potentially be covered by an increase of £5 or £10 on our Council Tax. Such increases require a referendum, and a 'no' vote would substantially increase our deficit.

15. Do you agree or disagree that we should carry out a referendum to increase the level of our Council Tax?

16. Do you agree or disagree that the potential benefits in conducting a referendum (increasing our income to reduce redundancies) outweigh the potential risks in conducting a referendum and failing (significant additional costs of a NO vote)?

HOW TO RESPOND: HAVE YOUR SAY

To respond to any of the questions posed in this document please visit our dedicated consultation website at: www.leicestershire-fire.gov.uk/IRMP

If you would prefer to submit your responses via a printed questionnaire, please request a copy from our Information Management team by phoning 0116 287 2241.

You may also contact us with your comments by email at info@lfrs.org or via our social media platforms on Twitter and Facebook:



<https://www.facebook.com/LeicsFireRescue>



<https://twitter.com/LeicsFireRescue>

If you wish to contact us in writing, please send your correspondence clearly marked "IRMP Consultation" to the following address:

Information Management
Service Headquarters
12 Geoff Monk Way
Birstall
Leics
LE4 3BU

Phone: 0116 287 2241

Email: infor@lfrs.org

The statutory consultation period commences on 1 October 2014 until 31 December 2014. Responses received after 31 December 2014 will not be taken into consideration. At the end of our consultation period, the Combined Fire Authority will consider all of the responses before any final decisions are taken with regard to the proposals.

If you ask, we can provide the information in this document in another format such as large print, Braille, an alternative language or audio version.

If you or anyone you know would like help in reading or understanding this document please contact us, providing your name, address and explaining the type of help that you need.

આ દસ્તાવેજની કોઈપણ બાબત સમજવામાં જો આપ કોઈ મદદ ઇચ્છતાં હોય તો મહેરબાની કરી લેસ્ટરશાયર ફાયર એન્ડ રેસ્ક્યૂ સર્વિસ (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester, LE4 3BU પર સંપર્ક કરવો. મહેરબાની કરી આપનું નામ અને સરનામું પૂરું પાડવું અને કયા પ્રકારની મદદ કે જે આપને જોઈએ છે, તે વિગતવાર જણાવવું.

এই ডকুমেন্ট এর যে কোনটি বুঝতে যদি আপনার সহায়তা দরকার হয় তবে অনুগ্রহ করে যোগাযোগ করুন: লেস্টারশায়ার ফায়ার ও রেসকিউ সার্ভিস (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester LE4 3BU দয়া করে আপনার নাম ও ঠিকানা এবং আপনার কি ধরনের সহায়তা দরকার তা উল্লেখ করবেন।

ਜੇਕਰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੇ ਕਿਸੇ ਵਿਸ਼ੇ ਨੂੰ ਸਮਝਣ ਲਈ ਤੁਸੀਂ ਕੋਈ ਮਦਦ ਲੈਣੀ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਲੈਸਟਰਸ਼ਾਇਰ ਫ਼ਾਇਰ ਐਂਡ ਰੈਸਕਿਊ ਸਰਵਿਸ (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester, LE4 3BU ਨਾਲ ਸੰਪਰਕ ਕਰੋ। ਮਿਹਰਬਾਨੀ ਕਰਕੇ ਆਪਣਾ ਨਾਂ ਅਤੇ ਸਿਰਨਾਵਾਂ ਨਾਲ ਦਿਉ ਅਤੇ ਦੱਸੋ ਕਿ ਤੁਹਾਨੂੰ ਕਿਸ ਤਰਾਂ ਦੀ ਮਦਦ ਦੀ ਲੋੜ ਹੈ।

如需要協助理解本文件內任何資料請聯絡：里斯特郡消防及救援服務 (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester LE4 3BU 請提供閣下姓名和地址以及說明哪條文需要幫助。

Jelzeli potrzebujesz pomocy w zrozumieniu treści tego dokumentu, skontaktuj się z (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester LE4 3BU, podając swoje imię, nazwisko i adres i wyjaśniając, jakiej pomocy potrzebujesz.

यदि इस दस्तावेज़ के किसी विषय को समझने के लिए आप कोई मदद लेना चाहते हैं तो कृपया लैस्टरशायर फ़ायर ऐंड रैस्क्यू सर्विस (Leicestershire Fire and Rescue Service) Headquarters, 12 Geoff Monk Way, Birstall, Leicester, LE4 3BU से संपर्क कीजिए। कृपया अपना नाम तथा पता साथ भेजें और बताएं कि आपको किस प्रकार की सहायता की जरूरत है।

اگر آپ کو اس دستاویز کے کسی بھی حصے کو سمجھنے کیلئے کسی قسم کی مدد درکار ہے تو براہ کرم لیسٹرشائر فائر اینڈ ریسکیو سروس (Leicestershire Fire and Rescue Service) Headquarters (Service Rescue), 12 Geoff Monk Way, Birstall, Leicester, LE4 3BU سے رابطہ کریں۔ براہ کرم اپنا نام اور پتہ فراہم کریں اور آپ کو جس قسم کی مدد درکار ہے اس کی وضاحت کریں۔

LEICESTERSHIRE
FIRE and RESCUE SERVICE



Headquarters, 12 Geoff Monk Way, Birstall, Leicester, LE4 3BU
Tel: 0116 287 2241 Fax: 0116 227 1330
Email: info@firs.org

www.leicestershire-fire.gov.uk

LEICESTERSHIRE

FIRE and RESCUE SERVICE

INTEGRATED RISK MANAGEMENT PLAN
DRAFT CONSULTATION
COMMUNICATION PLAN

// 2014



www.leicestershire-fire.gov.uk

safer communities

Communications Plan

(Draft Integrated Risk Management Plan Proposals 2015 – 2020)

How we will communicate.

This document has been created to illustrate the methodology of how Leicestershire Fire and Rescue Service (LFRS) will be communicating with all of the stakeholders as outlined in the Consultation and Engagement Strategy 2015 - 2020.

Proposals on which we wish to consult:

1.	Reduce ridership to FOUR firefighters per fire engine, across all LFRS Fire and Rescue Stations.
2.	Remove the second fire engine from Loughborough Fire and Rescue Station.
3.	Remove the second fire engine from one of the City Fire and Rescue Stations (Central, Eastern or Western).
4.	Remove the second fire engine from Oakham Fire and Rescue Station.
5.	Disestablish the Resilience Team.
6.	Establish Day Crewing Plus at Wigston Fire and Rescue Station.
7.	Referendum to establish our communities support for an increase in the Council Tax of £5 or £10 per year on a Band D property

The statutory consultation period commences on 1 October 2014 until 31 December 2014. Responses received after 31 December 2014 will not be taken into consideration. At the end of our consultation period, the Combined Fire Authority will consider all of the responses before any final decisions are taken with regard to the proposals.

Timetable of consultation on above proposals:

Month	Consultation Method (and detail)	Proposals Affected	Facilitator
September 2014	The Combined Fire Authority: Members will approve a copy of the proposal and a copy of the external opinion research brief, communications strategy and Communications Plan.	1,2,3,4,5,6, 7	Committee Services
October 2014	A letter, poster pack and a hard copy of all our proposals will be sent to all Libraries within the Authority area. Access to this pack will be available to all groups and individuals throughout the consultation with effect from 1 October, following decisions made by Combined Fire Authority.		
	Social media usage begins: using Twitter https://twitter.com/LeicsFireRescue and Facebook https://www.facebook.com/LeicsFireRescue we will continually engage with our followers, whilst also targeting our categorised stakeholders. Further to this, we aim to engage with the hard to reach groups in our community. Use of 3 rd sector contacts through our LA partners plus minority groups through our own Equalities Adviser. Feedback will be noted and summarised and incorporated in the final summary of responses.	1,2,3,4,5,6, 7	Corporate Comms
	Website launches: (provide further info/people consulted will be referred to this web site) a dedicated area on our website http://www.leicestershire-fire.gov.uk/ will be available from the Home Page. Here you will find our draft Integrated Risk Management Plan (IRMP) proposals, details of how you can be involved and the different methods in which you can communicate with us.	1,2,3,4,5,6, 7	Information Management
	Business Representatives: An email with a link to the LFRS website will be sent to the identified higher risk non-domestic premises and utility companies within the Authority area.	1,2,3,4,5,6, 7	Information Management

Email (with PDF poster for further distribution) to the Loughborough Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Leicester City Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Rutland Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to Blaby Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Leicestershire Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Market Harborough Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Melton Mowbray Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the Hinckley Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the North West Leicestershire Chamber of Trade.	1,2,3,4,5,6, 7	Information Management
Email (with PDF poster for further distribution) to the ten largest employers in Leicestershire and Rutland.	1,2,3,4,5,6, 7	Information Management
<p>General Public: All members of the public who have requested regular updates on our planning will be sent a letter informing them of the consultation.</p>	1,2,3,4,5,6, 7	Information Management

<p>Public Representation: A letter will be sent to Members of Parliament, Chief Executive Officers of Unitary and District Councils and Parish Council Clerks informing them of our public consultation. We will liaise with unitary/borough/district councils as to the existence and opportunities associated with Citizen Panels and the City Ward Community meetings.</p> <p>Public Scrutiny Forums (x 2) with representative group of members of the community, in the City (Thursday 30th October)</p> <p>Public Scrutiny Forum with representative group of members of the community, in Loughborough (Wednesday 29th October)</p> <p>Public Scrutiny Forum with representative group of members of the community, in Oakham (Wednesday 29th October)</p> <p>Public Scrutiny Forum with representative group of members of the community, in Wigston (Monday 27th October)</p>	<p>1,2,3,4,5,6, 7</p> <p>1,3,5, 7</p> <p>1,2,5, 7</p> <p>1,4,5, 7</p> <p>1,5,6, 7</p>	<p>Information Management IRMP Comms Team</p> <p>ORS</p> <p>ORS</p> <p>ORS</p> <p>ORS</p>
<p>Public Scrutiny Forum with representative group of members of the community from all Districts (Tuesday 28th October)</p>	<p>1,2,3,4,5,6, 7</p>	<p>ORS</p>
<p>Staff: Items will feature in the Weekly Update directed at all staff, who will be encouraged to respond by completing the questionnaire on the website.</p> <p>All identified staff at risk will be communicated in the appropriate manner at the appropriate time in accordance with relevant regulations.</p> <p>Weekly Early Bird Briefings will be used to officially inform/update on proposals. These will deliberately target those stations most affected.</p>	<p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p>	<p>Corporate Comms</p> <p>Human Resources</p> <p>Directors</p>
	<p>1,2,3,4,5,6, 7</p>	<p>Richard Chandler</p>

	Consultation 1: Middle Managers invited to a forum on Friday 24 th October		
	Consultation 2: A representative group of LFRS personnel (Support staff) will be invited to a forum regarding the consultation on Monday 27 th October.	1,2,3,4,5,6, 7	ORS
	Consultation 3: A representative group of LFRS personnel (Operational staff and Supervisory Managers) will be invited to a forum regarding the consultation on Monday 27 th October.	1,2,3,4,5,6, 7	ORS
	Representative Bodies (The Fire Brigades Union, The Fire Officers Association, The Association of Principal Fire Officers, The Retained Firefighters Union, Unison): Will be sent a letter informing them of our formal consultation via Staff Consultative Forum (SCF)	1,2,3,4,5,6, 7	Richard Chandler
	Statutory: An email with links will be sent to the following organisations: Regional Fire and Rescue Services (FRS) plus Warwickshire and Staffordshire FRS East Midlands Ambulance Service All NHS Primary Care Trusts Leicestershire Police Constabularies	1,2,3,4,5,6, 7	Information Management
	Community Organisations: A letter and poster will be sent to organisations identified within the Authority area. Minority groups will be identified via liaison with our partners in Las and Equalities–groups using our own Adviser.	1,2,3,4,5,6, 7	Information Management Corporate Comms
	Media: The first News Release will be issued (week 40 wc 299/09/14) by Corporate Communications. All television, radio and other media interviews and statements will be handled through Corporate Communications. (products still to be agreed and developed)	1,2,3,4,5,6, 7	Corporate Comms

	<p>Voluntary Sector Representatives: Email (with PDF poster for further distribution) to Charnwood Borough Council and the Council for Voluntary Services.</p> <p>Email (with PDF poster for further distribution) to the Leicester City Council and the Council for Voluntary Services.</p> <p>Email (with PDF poster for further distribution) to Rutland Borough Council and Voluntary Action Rutland.</p> <p>Email (with PDF poster for further distribution) to Blaby District Council</p> <p>Email (with PDF poster for further distribution) to Oadby and Wigston District Council</p> <p>Email (with PDF poster for further distribution) to Hinckley and Bosworth Council</p> <p>Email (with PDF poster for further distribution) to Melton Borough Council</p> <p>Email (with PDF poster for further distribution) to North West Leicestershire District Council</p> <p>Email (with PDF poster for further distribution) to Market Harborough District Council</p>	<p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p> <p>1,2,3,4,5,6, 7</p>	<p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p> <p>Information Management</p>
<p>November 2014</p>	<p>Social media usage continues: using Twitter https://twitter.com/LeicsFireRescue and Facebook https://www.facebook.com/LeicsFireRescue we will continually engage with our followers, whilst also targeting our categorised stakeholders. Further to this, we aim to engage with the hard to reach groups in our community. Feedback received through Social Media will also be captured and incorporated</p>	<p>1,2,3,4,5,6, 7</p>	<p>Corporate Comms</p>

in the final summary of responses.		
Website: a dedicated area on our website http://www.leicestershire-fire.gov.uk/ will be available from the Home Page. Here you will find our draft Integrated Risk Management Plan (IRMP), details of how you can be involved and the different methods in which you can communicate with us.	1,2,3,4,5,6, 7	Information Management
<p>Community Organisations: A letter or email to universities, colleges and minority groups in the Authority area informing them of our public consultation.</p> <p>A letter and a poster informing of public consultation will be sent to General Practitioners, Dentists, and the local Leisure Centre in Loughborough.</p> <p>A letter and a poster informing of public consultation will be sent to General Practitioners, Dentists, and the local Leisure Centre (City Group)</p> <p>A letter and a poster informing of public consultation will be sent to General Practitioners, Dentists, and the local Leisure Centre in Oakham.</p> <p>A letter and a poster informing of public consultation will be sent to General Practitioners, Dentists, and the local Leisure Centre in Wigston.</p>	1,2,3,4,5,6, 7 1, 2 1, 3 1, 4 1, 6	Information Management Information Management Information Management Information Management Information Management
<p>Media: The second News Release will be issued (week 44 – w/c 27/10/2014)</p>	1,2,3,4,5,6, 7	Corporate Comms
<p>Statutory: A letter to all regional Police Constabularies.</p>	1,2,3,4,5,6, 7	Information Management
<p>Elected Members: Informative presentation to all members at the Policy Committee meeting (5th</p>	1,2,3,4,5,6, 7	ORS

	November 2014)		
	Informative presentation to all members at the Overview & Scrutiny Committee meeting (19 th November 2014)	1,2,3,4,5,6, 7	ORS
	Staff: Staff Consultative Forum will be used to officially inform/update on proposals.	1,2,3,4,5,6, 7	Richard Chandler
	Weekly Early Bird Briefings will be used to officially inform/update on proposals.	1,2,3,4,5,6, 7	Directors
December 2014	Social media usage continues: using Twitter https://twitter.com/LeicsFireRescue and Facebook https://www.facebook.com/LeicsFireRescue we will continually engage with our followers, whilst also targeting our categorised stakeholders. Further to this, we aim to engage with the hard to reach groups in our community. Feedback received through Social Media will also be captured and incorporated in the final summary of responses.	1,2,3,4,5,6, 7	Corporate Comms
	Website: a dedicated area on our website http://www.leicestershire-fire.gov.uk/ will be available from the Home Page. Here you will find our draft Integrated Risk Management Plan (IRMP), details of how you can be involved and the different methods in which you can communicate with us.	1,2,3,4,5,6, 7	Information Management
	Media: The third News Release will be issued (week 49 – w/c w/c 01/12/2014))	1,2,3,4,5,6, 7	Corporate Comms
	Staff: Staff Consultative Forum will be used to officially inform of proposals.	1,2,3,4,5,6, 7	Richard Chandler
	Weekly Early Bird Briefings will be used to officially inform/update on proposals.	1,2,3,4,5,6, 7	Directors
	Public Representation: All parish/town/local councillors and MPs to be invited to a County-wide Forum (1)	1,2,3,4,5,6, 7	ORS

	on Monday 8 th December.		
	Business Representatives: County-wide Forum (2) with a representative sample of local businesses and voluntary sector joining together on Tuesday 9 th December.	1,2,3,4,5,6, 7	ORS

DRAFT

LEICESTERSHIRE

FIRE and RESCUE SERVICE

COMMUNITY RISK MODEL

// 2014



www.leicestershire-fire.gov.uk

safer communities

INTRODUCTION

This report is a detailed account of the components of the risk model which has been developed by Leicestershire Fire and Rescue Service (LFRS). The model assesses risk factors in order to identify localities where we are more likely to attend serious fires and other emergencies, relative to other localities. Output from the model is used to inform decisions about the allocation of resources throughout our area for the Integrated Risk Management Plan (2015-20).

RISK MODEL

The risk presents a balanced view of relative risk. Relative risk means that we can determine that one locality is more at risk than another, but are be able to quantify the precise amount of risk. The risk model provides a general view of risk; it does not take into account personal circumstances; i.e. not everyone living in a very high risk locality will be equally at risk. Relative risk prioritises localities for resource provision and allocation.

Time Period

The model is based on five years of incident data covering the period April 2009 – March 2014, which at the time of writing is the most recent dataset available. It balances the reduction in incident volumes (data) with the introduction of the new Incident Recording System in April 2008. The data has consequently been recorded in a consistent manner; is sufficient to build a statistically robust model, and reflects current rather than historical demand.

Geographic Level

Risk is profiled at Lower Super Output Area 2011 (LSOA) level; this is a standard unit of geography based on population size and contains areas with similar types of housing and property ownership. On average, each LSOA contains 1,500 people and 600 households; the size will vary depending on how densely populated the area is. A densely populated urban area will have smaller LSOAs than less populated rural areas. LSOAs are the lowest level of geography available to identify pockets of higher risk in lower risk areas, and at the same time be statistically valid.

Index of Multiple Deprivation (IMD 2010)

Deprivation is defined as the damaging lack of material benefits considered to be basic necessities, and is linked to fires and other emergency incidents. IMD is composed of numerous datasets which form seven domains: health, education, employment, crime, housing, environment and income. These are weighted and aggregated to create a total deprivation score per LSOA. IMD is a relative measure i.e. one area is more deprived than another but it cannot be said by how much. It is updated every 3-4 years, with the next update due in summer 2015.

Methodology

The methodology involves calculating the percentage value per LSOA for each of 6 different datasets, applying weightings and summing the result to create a risk score per LSOA. The score is then allocated one of 5 bands i.e. Very Low, Low, Medium, High and Very High. The main steps for determining and subsequently calculating the risk scores are:

- Extract incident data for datasets (specified below) from the Incident Recording System
- Extract Index of Multiple Deprivation 2010 scores for 2011 LSOAs (sourced from the Association of Public Health Observatories)
- Import incident datasets into a geographical information system so that every incident is allocated to a LSOA based on its geographical coordinates
- Import updated datasets into a spreadsheet, add IMD data and calculate the percentage value for each dataset per LSOA
- Weight each of the datasets (see section below) and sum the scores to create a final risk score per LSOA
- Split LSOAs into 5 bands by taking the average (mean and median) of the risk scores and dividing this by the mid-point

DATASETS

The model is based on fire casualty and fatality data and incidents which are more likely to result in serious injury or loss of life. These include domestic and commercial fires, road traffic collisions and special service life risk incidents i.e. water and rope rescues. It also contains IMD data in order to adequately reflect risk in terms of people who are more likely to need our services.

The model consists of the following data categories taken for the period April 2009 – March 2014:

Data Category	Definition and Rationale
Dwelling fires	Incidents in domestic properties irrespective of the cause of fire. Excludes such fires in derelict buildings or chimney fires. Dwelling fires form the largest proportion of all building fires and with 7% of incidents resulting in death or injury requiring hospitalisation, it has the highest percentage of casualties.
Commercial fires	Incidents in buildings that are used for commercial or public purposes irrespective of the cause of fire; excludes such fires in derelict buildings or chimney fires. Commercial fires represent a significant drain to operational capability and preparedness due to the potential of any one incident to result in a higher number of casualties.
Fire casualties	Incidents in buildings where casualties either died or were injured and required hospitalisation, irrespective of the cause of the fire. Excludes deaths which were not fire related. Incident data was preferred over casualty data to avoid double counting where one incident accounts for multiple casualties; it was used to place greater emphasis on casualties.
Road traffic collisions	Incidents involving road vehicles where casualties needed to be rescued (extricated) from their vehicles. Excludes incidents where crews only gave advice, did not take action, made the scene or vehicle safe or released casualties from vehicles without the need for extrication. RTC incidents have the highest percentage of incidents resulting in casualties.
Special service life risk	<p>Selection of incidents with a higher percentage of injury or death including:</p> <ul style="list-style-type: none"> • Assist other agencies e.g. assisting the Ambulance Service with bariatric patients – all subcategories • Affecting entry or exit e.g. person trapped in room – for medical case or person in distress only • Other rescue e.g. person trapped under machinery – all subcategories • Other transport incident e.g. removing vehicles from ditches – all subcategories • Removal of people from objects – e.g. freeing trapped limbs – all subcategories • Suicide – all subcategories • Water rescue – e.g. person fallen into lake – for person at immediate risk only <p>The category 'medical incident' was removed after modelling due to the impact of a first responder trial by Billesdon Station, which is no longer in operation, skewing the results.</p>
IMD 2010	There is an established link between fire incidents and deprivation. IMD provides a predictive aspect by taking into account some of the influencing factors that contribute to the probability for an emergency incident to occur. A key requirement for any risk assessment model is for it to be periodically and routinely reviewed and updated to enable relevant changes over time. IMD is updated regularly and is available at LSOA level.

WEIGHTINGS

Probability states that for every incident, a small proportion will result in injuries and an even smaller proportion will result in death. The risk weightings applied in our model build on national research and have in certain cases, been amended to reflect our local priorities and incident profile. This will vary between incident types and the weightings reflect both the Probability and Severity of an incident. The weightings used in the model are:

Data Category	Weighting	Reasons
Dwelling fires	1.9	These incidents have the highest weighting as they are used to represent the potential for injury or death resulting from all fire incidents. Our statistics show that over the past 5 financial years, 1% of dwelling fires result in a death(s) and 6% result in a casualty(s) requiring hospitalisation. The respective figures for all fire incidents are 0.2% resulting in death(s) and 1.5% resulting in a casualty(s).
IMD 2010	1.5	This has been given a higher weighting due to the importance of representing the underlying people and lifestyle risk factors that contribute to the frequency of fire related incidents.
Road traffic collisions	1.0	RTC incidents have been weighted more highly than other special service life risk incidents due to the higher percentage of incidents which result in death or injury. The weighting is lower than that applicable to dwelling fires because fewer incidents are attended compared to fires overall. Our statistics show that over the past 5 financial years 2.8% of RTC incidents resulted in a death(s) and 48.2% in an injury(s) requiring hospitalisation.
Fire injuries and deaths	0.46	The low weighting reflects the fact that only a very small percentage of people are injured as a result of incidents and fortunately; an even a smaller proportion of incidents result in death.
Special service life risk	0.35	This data category is taken as a representation of all injuries due to other special service incident categories. The lower weighting reflects the fact that only a small percentage result in death(s) and/or injury(s).
Commercial fires	0.25	The low weighting reflects the fact that only a small percentage of fires occur in such premises and in general, statutory compliance with fire protection duties reduces the overall level of risk.

BANDING

Each LSOA has been allocated one of five bands based on its total risk score. The bands were created using multiples of the average, based on the midpoint between the mean and median. This method best reflects the range of scores, balancing high numbers of low scoring LSOAs with low numbers of high scoring LSOAs, ensuring the bands are not too wide. For example, the table below shows that more than half of LSOAs are in the very low or low bands and only 4% of LSOAs are in the high or very high bands.

Band	Risk Score	No. LSOA	% LSOA
Very High	3.23-5.18	4	1%
High	2.42-3.23	20	3%
Medium	1.61-2.42	47	8%
Low	0.81-1.61	198	32%
Very Low	0.00-0.81	342	56%

Table 1. The number and percentage of LSOAs allocated to each band

The bandings indicate the likelihood of LFRS attending an LSOA for serious incidents, compared to all other LSOAs. So, for a very small percentage of the population there is a higher likelihood that LFRS will turn out to a serious emergency incident in their area relative to other areas. Conversely, for the majority of the population the likelihood of LFRS turning out to an incident is lower than other areas.

EXTERNAL VALIDATION

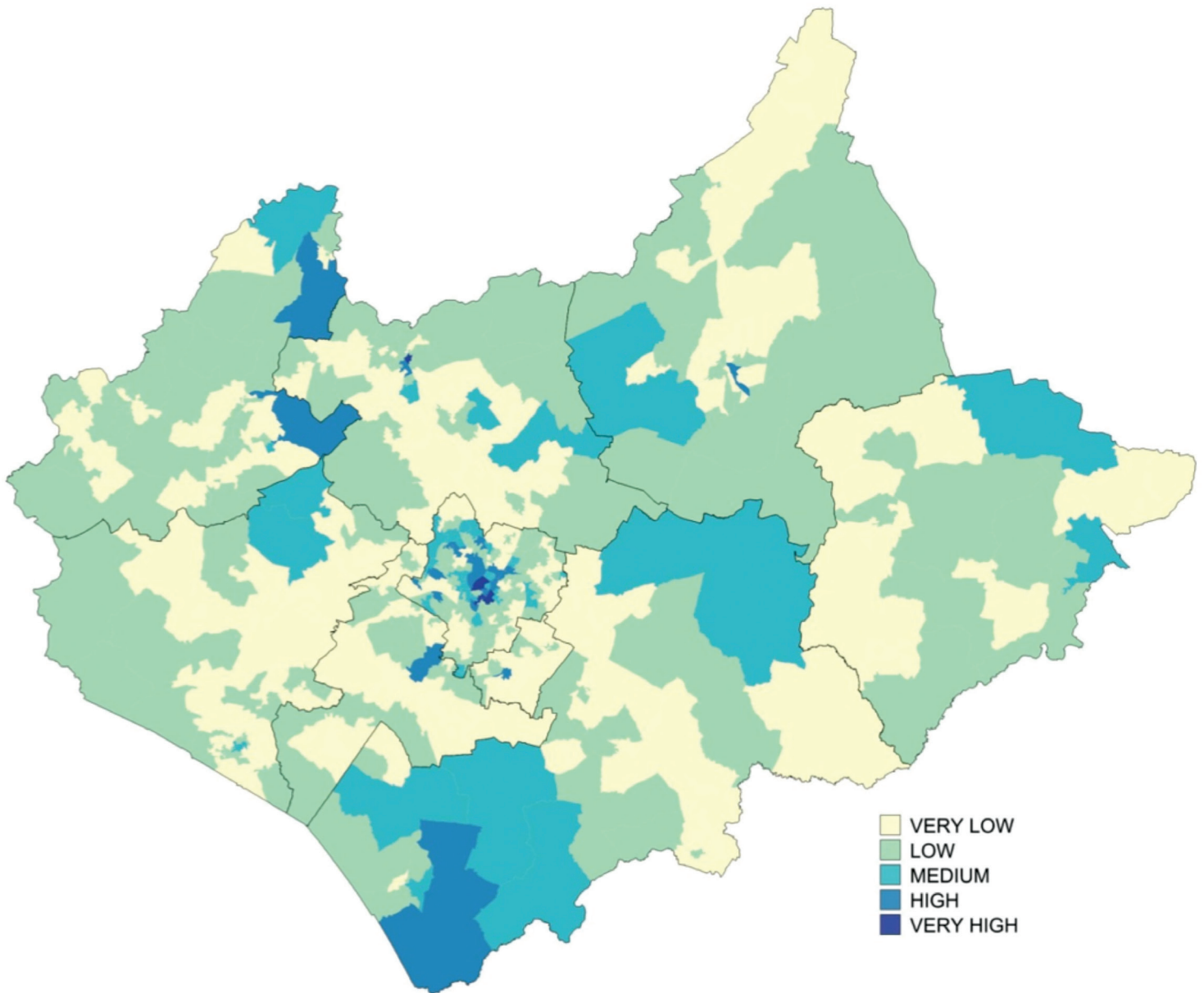
The model was externally validated by Risktec Solutions Ltd., a professional international risk management company, in July 2014. The conclusion of their report was that: 'The work carried out by LFRS in developing the methodology and datasets to produce the Risk Methodology is a robust and comprehensive piece of work, presenting data in a manner which is both transparent and easy to understand'. (p.8)

REVIEW PROCESS

The resource priority map will continue to be reviewed periodically to ensure the methodology accurately reflects the incident profile and incorporates any new developments in national research.

MAP 1. RESOURCE PRIORITY PROFILE

© Crown Copyright. All Rights Reserved. Leicestershire Fire and Rescue Service Licence No. 100026099.



Interpretation

The profile identifies localities (LSOAs) based on the likelihood of attending a serious emergency incident, relative to all other localities in our area. The model does not take into account personal circumstances (not everybody in a very high priority locality will be at equal risk). In addition people in very low priority areas will still receive an adequate level of resources.

Breakdown of LSOAs by Local Authority

Local Authority	VERY LOW	LOW	MEDIUM	HIGH	VERY HIGH	Total
Blaby	45	14	0	1	0	60
Charnwood	68	26	3	1	1	99
Harborough	31	10	5	1	0	47
Hinckley and Bosworth	46	17	3	0	0	66
Leicester	66	78	32	13	3	192
Melton	17	11	1	1	0	30
North West Leicestershire	29	25	2	2	0	58
Oadby and Wigston	28	7	0	1	0	36
Rutland	14	7	2	0	0	23
Total	344	191	54	18	4	611

Breakdown of Very High and High LSOAs

LSOA	Containing Ward	Local Authority	Risk Score	Risk Band
E01013647	Castle Ward	Leicester	5.18	Very High
E01032867	Castle Ward	Leicester	3.55	Very High
E01025699	Loughborough Hastings Ward	Charnwood	3.45	Very High
E01013646	Castle Ward	Leicester	3.26	Very High
E01025808	Misterton Ward	Harborough	3.22	High
E01013726	New Parks Ward	Leicester	3.06	High
E01013730	New Parks Ward	Leicester	2.99	High
E01013654	Charnwood Ward	Leicester	2.93	High
E01025992	Wigston All Saints Ward	Oadby and Wigston	2.90	High
E01025944	Kegworth and Whatton Ward	North West Leicestershire	2.87	High
E01025934	Greenhill Ward	North West Leicestershire	2.83	High
E01013607	Abbey Ward	Leicester	2.81	High
E01032873	Castle Ward	Leicester	2.79	High
E01013746	Spinney Hills Ward	Leicester	2.72	High
E01025718	Loughborough Southfields Ward	Charnwood	2.71	High
E01013603	Abbey Ward	Leicester	2.70	High
E01013622	Beaumont Leys Ward	Leicester	2.67	High
E01013637	Braunstone Park and Rowley Fields Ward	Leicester	2.64	High
E01025627	Enderby and St. John's Ward	Blaby	2.63	High
E01013648	Castle Ward	Leicester	2.59	High
E01013621	Beaumont Leys Ward	Leicester	2.54	High
E01013655	Charnwood Ward	Leicester	2.53	High
E01013720	Latimer Ward	Leicester	2.50	High
E01025894	Melton Craven Ward	Melton	2.49	High



Document No: LEFRS-01-R-01

Issue: 1.0

Date: July 2014

Report

Review of LFRS Risk Assessment Model

Prepared for
Leicestershire Fire and Rescue Service

Prepared by

A handwritten signature in black ink, appearing to read "Gary White".

.....
Gary White, Principal Consultant

Reviewed by

A handwritten signature in black ink, appearing to read "D Cooper".

.....
David Cooper, Principal Consultant

Approved by

A handwritten signature in black ink, appearing to read "Gary White".

.....
Gary White, Principal Consultant

© 2014 Risktec Solutions Limited

This document has been prepared by Risktec Solutions Limited. Subject to any contractual terms between Risktec Solutions Limited and its client to the contrary, it is the property of Risktec Solutions Limited. It shall not be reproduced in whole or part, nor disclosed to a third party without the express written permission of the owner. This document has been specifically prepared for the client of Risktec Solutions Limited and no responsibility to third parties is accepted unless expressly agreed in writing.

Wilderspool Park
Greenall's Avenue
Warrington
WA4 6HL
United Kingdom
www.risktec.co.uk



Certificate Number 9783
ISO 9001

ISSUE RECORD

Issue	Date	Revision History
1.0	July 2014	Initial Issue

DISTRIBUTION

Mr R Hall Leicestershire Fire and Rescue Service, Leicester
Mr H Patel Leicestershire Fire and Rescue Service, Leicester

File Risktec Solutions Limited, Warrington

CONTENTS

Issue Record 1

Distribution 1

1 INTRODUCTION 3

1.1 Overview 3

1.2 Validation 3

2 REVIEW OF METHODOLOGY..... 4

2.1 Geographical Area 4

2.2 Time Period 4

2.3 Incident Data 4

2.4 Multiple Deprivation Indices 5

2.5 Dataset Normalisation 5

2.6 Dataset Weighting 6

2.7 Risk Categorisation 6

2.8 LFRS Risk Model Technical Guidance Paper 7

3 CONCLUSIONS 8

4 REFERENCES 9

1 INTRODUCTION

1.1 Overview

Leicestershire Fire & Rescue Service (LFRS) have developed a new risk assessment model in order to quantify the risk profile of the Service area. Its purpose is to inform the Integrated Risk Management Plan (2015-20), which sets out how LFRS will allocate operational resources to reduce the overall extent of risk that exists within Leicestershire.

The risk model is based on the model that has been in successful use within Merseyside Fire and Rescue Service for the over three years, however certain aspects have been modified to reflect the differences between the services and the risk portfolio they are exposed to.

1.2 Validation

This report presents a review and validation of the methodology applied by LFRS (Reference 1). The methodology developed by LFRS was reviewed to cover the following items:

- development of the methodology and the reasons for selection of the various criteria,
- development of the weightings applied within the methodology, and
- overall fitness for purpose.

This was achieved by reviewing documentation provided by LFRS followed up by a session with the team involved in developing the methodology at LFRS Headquarters.

2 REVIEW OF METHODOLOGY

In general, our review showed that significant effort had been expended by LFRS to ensure that all the datasets used were appropriate and that the methodology applied produced results that matched with the expert views of the FRS. In particular, specific changes were made to the baseline model developed by MFRS to ensure that the model matched the risk profile of LFRS.

We therefore believe that the methodology used and datasets are fully transparent and appropriate to support the current findings of LFRS.

The following subsections take the key areas of methodology in turn:

- Geographical Area
- Time Period
- Incident Data
- Multiple Deprivation Indices
- Dataset Normalisation
- Dataset Weighing
- Risk Categorisation

2.1 Geographical Area

LFRS have chosen Lower Layer Super Output Areas (SOAs) as the basic geographical unit upon which all calculations have been made. The advantage of the SOAs is that they are all of reasonably consistent size (population) and this therefore removes the requirement to modify each dataset for the size of population in each area (this would have been required if using political boundaries, for example).

In addition, since SOAs are not subject to frequent boundary changes, they are more suitable for meaningful comparison over time. The SOAs used are those defined in 2011.

Risktec support this decision in choice of geographic area as it simplifies the methodology, allows the comparison over time and is consistent with the Office of National Statistics.

2.2 Time Period

When selecting historical incident data it is important to select a suitable period of time to ensure that sufficient data is collected to minimise the effect of single occurrences of large events.

Within Leicestershire the number of incidents per year has been continually reducing over the last five years. While it is important not to make decisions on incident rates from a long time ago that are no longer experienced, it is also important that there is sufficient data present to allow statistics for all SOAs to be calculated. There is no clear dividing line between incident rates of 5 years ago to the current date (the decline has been gradual) and therefore the decision to use five years of data is supported.

2.3 Incident Data

As for the MFRS base model, LFRS have chosen to focus on life risk in developing the model. However, within LFRS Road Traffic Collisions (RTC) form a significant part of the incidents attended where life is at risk. This has therefore been separated out from the 'Special Service Calls' category and is treated on its own. In addition, it was felt that commercial fires were also important to record since, although few, the potential consequences are much higher. Incident datasets that therefore are appropriate to this focus have been selected:

- Dwelling Fires (all causes),
- Commercial Fires (all causes),

- All incidents where casualties (fatalities or injuries requiring hospitalisation) have occurred,
- RTC where extrication is required,
- Special Service Calls involving any risk to life (selection only)
 - Assist other agencies e.g. assisting the Ambulance Service with bariatric patients – all subcategories
 - Effecting entry or exit e.g. person trapped in room – for medical case or person in distress only
 - Other rescue e.g. person trapped under machinery – all subcategories
 - Other transport incident e.g. removing vehicles from ditches – all subcategories
 - Removal of people from objects – e.g. freeing trapped limbs – all subcategories
 - Suicide – all subcategories
 - Water rescue – e.g. person fallen into lake – for person at immediate risk only.

Risktec agree that these datasets are all appropriate to assessing the likelihood of risk to life in each geographic area. In particular, using the incident casualty pre-cursors (dwelling fires, special service calls) is linked to the wider practice of tracking 'near misses' as this is best practice in identifying areas where injury / fatality may occur and allow earlier prevention.

2.4 Multiple Deprivation Indices

LFRS have chosen to use the latest version of IMD (IMD 2010) because of the proven causal factors of fire and other emergencies which are included within the calculations of the IMD score.

Research documentation has been published by Communities and Local Government (then ODPM) which establishes the strong correlation between fire related injury, death and deprivation.

As discussed in the previous section, this clearly follows best practice in identifying the underlying causes of risk to allow earlier prevention. In this methodology, this ensures that underlying causes are reflected in the overall risk score and thus directly influences the strategic decisions that will be taken, based on the guidance within the risk model, following publication.

While IMD is a perfectly acceptable way of looking at causal factors, in the future LFRS may wish to consider using the MOSAIC datasets which can be specifically correlated with LFRS risks and are updated on a more frequent basis. This may well provide a more accurate link of risk within each SOA, however we would not expect this to significantly affect the current results of the risk analysis.

2.5 Dataset Normalisation

The individual datasets have a wide variation in their scores for each SOA. The effect of this would be that specific datasets could potentially have far greater effect on the overall score than other ones, with unintended consequences (for example, if dataset A has a maximum score of 10, whereas dataset B has a maximum score of 1000 then any overall score would be dominated by dataset B).

To prevent this, LFRS have normalised all of the datasets such that the score within each SOA is calculated as the percentage of the total for that dataset (i.e. if the total of all incidents in Merseyside is 1000 and there are 100 incidents in SOA 'A' then the score applied to SOA 'A' would be 0.1).

This solution does put each dataset on an equal footing, however these must now be weighted to ensure that each dataset reflects a realistic effect on the final score.

2.6 Dataset Weighting

One of the underlying benefits of the LFRS risk methodology is to aggregate the different components of risk, thus allowing LFRS resources to be prioritised on the overall risk (since there are not separate resources for separate risks).

In addition, it is clear that risk is not simply a sum of its components and therefore LFRS have applied weightings to each normalised dataset to ensure that each dataset affects the final score appropriately.

The initial weightings were taken from the MFRS model, however with the addition of additional datasets, these were reviewed to ensure that the final risk map met with LFRS expectations.

As for MFRS, the datasets are weighted, in order of priority, by ensuring the potential underlying causes have the greatest effect on the final score (i.e. Dwelling fire incidents and IMD). These are closely joined in LFRS by the new category of RTCs which account for approximately a third of all life threatening events attended, and therefore are weighted accordingly highly.

The second priority is assigned to fire injuries and deaths and also special services involving life risk. These are given a lower score. This both reflects relative importance of this compared to the underlying causes, but also to reflect that there are much fewer actual injuries and thus this has the potential to 'skew' the final score.

The final priority is given to commercial fires where the low weighting reflects the fact that only a small percentage of fires occur in such premises and in general, statutory compliance with fire protection duties reduces the overall level of risk

The weighting values were arrived at by combining professional judgement reviewing the effects of various weightings. The relative difference between the weightings appears to reflect best practise in ensuring that underlying causes have a significant effect on the final scores and that fire deaths are weighted lightly to ensure they do not 'dominate' or 'skew' the final score due to their low frequency of occurrence. Sensitivity studies were carried out on the various weightings and confirm the selected values as presenting the appropriate spread of risk across the SOAs.

2.7 Risk Categorisation

LFRS have assigned the risks in each geographic area into five groupings from 'Very Low' to 'Very High'.

In attempting to sort each SOA into these bands, LFRS carried out a range of statistical techniques, including looking at the standard deviation of the data from the mean. However, the final dataset does not follow a normal distribution and therefore LFRS used statistical data to set the boundaries of the categories using the basis of multiples of the average of the mean and the mode of the distribution.

This was reviewed by LFRS Officers to ensure that that the results matched the professional expectations of LFRS fire experts.

We reviewed these boundaries with LFRS and looked at other means of setting boundaries, however as they are all, essentially, subjective, the technique used is valid and certainly allows for identification of those LSOA with higher risk.

It is worth noting that the use of the word 'Risk' in this context can lead to incorrect interpretations of the data being made. Although all of this work is strongly based on risks, the actual calculations do not calculate a numeric risk, instead showing which areas have more risk than others. Thus, for people living in an area categorised as 'Very High' this does not mean they are at Very High Risk of experiencing or being injured (or worse) from fires. It may be better viewed as '*the SOA that LFRS are more likely to have to turn out to*'.

It is important to understand this distinction as it underpins the fundamentals of this risk model. While the model is appropriate for achieving the intended aims (allowing prioritisation of resource, etc., it does not allow true levels of risk to be calculated (for instance for the use of cost benefit calculations or comparisons nationally).

It is also worth while considering how resources may be prioritised based on the calculated category. At the risk map level, a Very High risk SOA may actually be dominated by RTC, and therefore prioritising Community Safety activities in this area would show little benefit. It is understood that this is addressed by the more detailed information provided within each area

2.8 LFRS Risk Model Technical Guidance Paper

The Risk Model Technical Guidance Paper produced by LFRS presents the development of the methodology and shows the final risk map. This document provides very clear guidance in how the model was developed and how various datasets are combined together to produce the risk map.

In line with Section 2.7, however, we suggest LFRS consider the terminology in use regarding 'Risk' in this paper. While the definition of risk on the first page is correct, it is not this definition of 'risk' that is used to create the risk map, rather a relative risk is calculated for each SOA such that LFRS can prioritise use of resources accordingly. Similarly, a person living in what is currently termed a 'High' or 'Very High' risk area is not (necessarily) subject to a Very High risk and this could affect public perception of where they live.

3 CONCLUSIONS

The work carried out by LFRS in developing the methodology and datasets to produce the Risk Methodology is a robust and comprehensive piece of work, presenting data in a manner which is both transparent and easy to understand.

It is worth noting that the use of the word 'Risk' in this context can lead to incorrect interpretations of the data being made. Although all of this work is strongly based on risks, the actual calculations do not calculate a numeric risk, instead showing which areas have more risk than others. Thus, for people living in an area categorised as 'Very High' this does not mean they are at Very High Risk of experiencing or being injured (or worse) from fires. It may be better viewed as 'the SOA that LFRS are more likely to have to turn out to'.

It is important to understand this distinction as it underpins the fundamentals of this risk model. While the model is appropriate for achieving the intended aims (allowing prioritisation of resource, etc., it does not allow true levels of risk to be calculated (for instance for the use of cost benefit calculations or comparisons nationally).

We would recommend considering rewording some elements of the LFRS Risk Model Technical Guidance paper to either make this distinction clear, or to move away from using words such as 'Risk' when categorising areas.

4 REFERENCES

- 1) Leicestershire Fire & Rescue Service. *Risk Model Technical Guidance Version 7 (2014)*