

YOUR SERVICE YOUR SAY

Integrated Risk Management Plan

2020-2024
Consultation Proposals

LEICESTERSHIRE
FIRE and RESCUE SERVICE





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What is an Integrated Risk Management Plan?

An Integrated Risk Management Plan (IRMP) must assess all foreseeable fire and rescue related risks to our communities, and put in place arrangements to respond to and deal with them. It must cover at least a three-year time period, be regularly reviewed, reflect local risk, be developed through consultation and be accessible and cost-effective. The planning process should also have regard for cross border, multi-agency risks and national incidents.

The Fire and Rescue National Framework for England states in more detail that an IRMP must:

- reflect up to date risk analysis including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources
- outline required service delivery outcomes including the allocation of resources for the mitigation of risks
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat

- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners
- be easily accessible and publicly available.

Our IRMP process fulfils our purpose of safer people, safer places and takes account of the risks faced by our communities, including the consequence of fires, road traffic collisions, flooding and collapsed buildings, amongst others. It's focused on how best our resources can be used to manage and/or reduce and limit the risks.

Our current IRMP was consulted on in 2016 and is valid until 2020. We've completed all of the agreed changes, including implementing the Day Crewing Plus (DCP) duty system in Wigston, the Day Crewing (DC) duty system at Market Harborough and Lutterworth and introducing the five Tactical Response Vehicles (TRVs) at various locations within the Service.

About Us

We have 20 fire stations and a fleet of fire engines and other operational vehicles. We employ just over 700 staff; 580 are firefighters, and the remainder are specialist support staff. We attend and resolve over 8,000 emergency incidents each year: fires in buildings, complex rescue incidents involving road traffic collisions, hazardous materials, buildings collapsing and rescuing people trapped in water.

Leicester, Leicestershire and Rutland cover an area of more than 979 square miles. It has a network of major motorways, an international airport, large scale businesses, buildings of historical importance and protected wildlife sites.

It has mix of urban, semi-rural and rural localities. The population is growing and ageing. At present it stands at just over 1.1 million people living in over 420,000 domestic properties. There are over 45,000 business premises.

Leicester, Leicestershire and Rutland is diverse and multicultural, with varying degrees of affluence and social deprivation. About 25% of the population are from minority ethnic communities, with Leicester City having the highest proportion of Black, Asian and mixed-race communities at 55%.

Our Fire Stations and Firefighting Vehicles



Wholetime

Birstall ***

Castle Donington

Central 🐺 🐺

Eastern 🐺 🐺

Loughborough 🐺 🐺

Southern ***

Western ***



On-Call

Ashby 🐺

Billesdon 🐺

Kibworth ***

Market Bosworth

Uppingham 🐺

Shepshed 🐺





Wholetime and On-Call

Coalville 🐺 🐺

Hinckley 755

Oakham 🐺 🐺

Wigston 🐺 🐺





Wholetime during day and

On-Call at night

Lutterworth

Market Harborough 🐺 🐺



Melton Mowbray 🐺 🐺





In total (as at 1 January 2019): 20 stations and 29 firefighting vehicles

Reviewing Our Risks

When we develop an IRMP we engage with multiple partners and use a variety of sources to review existing risks and identify new ones. These sources include historical incident data, demographic data, performance data, high risk location information and local development strategies. We also consider the impact of wider changes in society, including government policy, economic growth and technological progress.

For our emergency response capability, the key areas we look at are availability of resources, response times to incidents and the individual station demand profiles. We also consider our prevention and protection activities in our future planning, reviewing the use and allocation of our available resources to mitigate the impact of identified risks.

All this data and information helps us understand the needs of our communities, identify locations of potential peak demand, and assess our capacity to respond. It's also used to anticipate trends that may result in an increase in demand as well as opportunities to reduce the current levels.



Assessing Risks

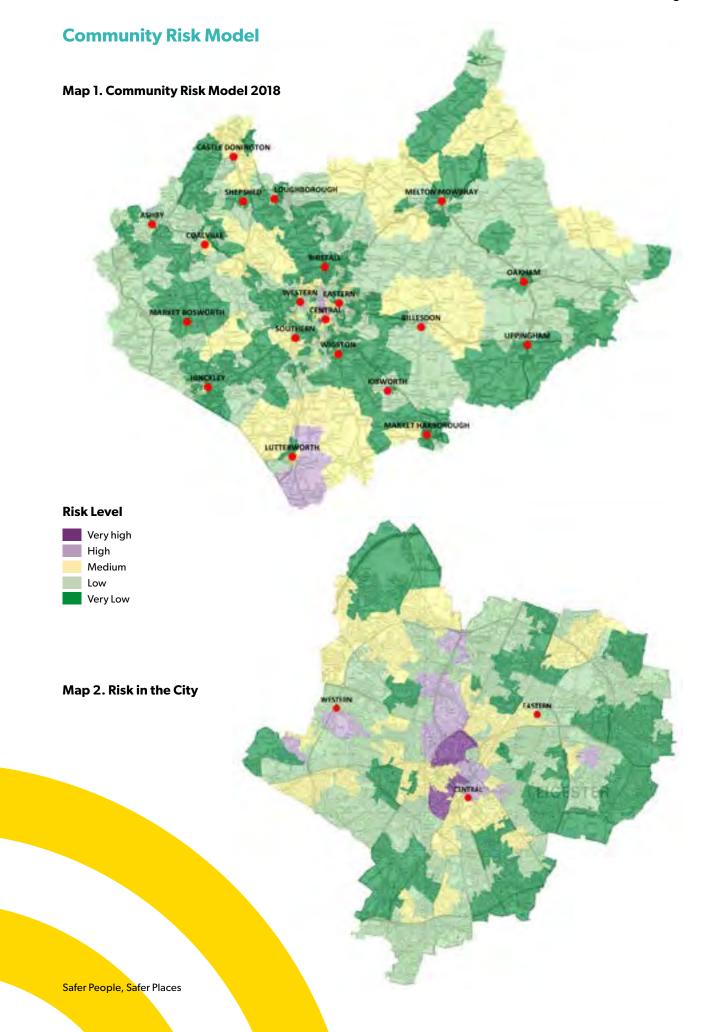
We use all this information to create a Community Risk Model (CRM) that shows areas where a serious incident is more likely to occur, relative to other locations within our area.

It combines the overall level of deprivation with historic incident data and identifies localities which are more likely to require our response, relative to other areas. The result is a broad view of risk at a locality level, which informs our decisions about where we should best allocate our resources based on risk.

The following two maps show how each locality has been given a risk category depending on the level and types of incidents attended and overall levels of deprivation. Higher risk areas are more likely to result in incidents occurring that are life threatening or present a significant impact to the community.

We've mapped our station locations on to the CRM to show how they are currently placed to reflect the potential risks within our communities.

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Educating and advising communities on fire and other safety matters to prevent fires and other emergencies Responding efficiently and effectively to incidents and limiting the impact of an emergency on communities





Managing the Risks





Enforcing fire safety legislation amongst businesses and public bodies to protect them from harm in the event of an incident

Ensuring that we can continue to provide our services irrespective of major unplanned or unforeseen local or national risks



Prevention (Education)

We believe prevention is better than cure.
We recognise that risk reduction begins with safe behaviours at home, at work, or on the road.
We work with local organisations and partners to target those people who are more vulnerable and likely to be affected by fire and other emergencies.
This is done by sharing information and risk profiling.



Response

There are times when prevention and protection activity cannot stop incidents from occurring, and when they do, our priority is to ensure that we can respond effectively to them. We send the right number of people with the right skills and the right equipment to manage and resolve the incident.



Protection (Enforcement)

We have a legal duty to give advice and enforce fire safety standards across a wide range of commercial and public buildings to keep people safe. The focus of our protection activity is guided by a combination of the features of the building, risks of the premises type, local and national incident trends, or fire safety concerns from our communities. We carry out a programme of inspections at a variety of buildings based on risk. The level of enforcement action we take increases in line with the severity of risk at each building.





Resilience

We look to provide an effective emergency response service even when the levels of demand are high. To meet this requirement, we already have agreements in place with all our neighbouring fire and rescue services to provide mutual assistance and support. We are part of a national agreement and network of resources and can provide and receive support from all over the country.

In addition to the fire and rescue network of which we are a part, we are also members of the Local Resilience Forum (LRF) and play a key role in the development and exercising of plans to deal with major incidents and risks across Leicester, Leicestershire and Rutland and those highlighted in the Community and National Risk Registers. This multi-agency approach ensures high levels of confidence in the emergency plans and business continuity arrangements we've developed.

Work with the LRF also encourages Community Resilience, working in collaboration with our partners to make our communities self-reliant and resilient in the event of an incident or challenging scenario e.g. severe weather, floods, snow, or water shortages.

What Our Data Tells Us

We have gathered and analysed five years of historical demand data, risk data, our station location information, response times and our currently known budget constraints.

The location of our stations meets the foreseeable demand and risk that the Service has to respond to. As such we will not be suggesting any changes to the locations or number of our stations during the 2020-2024 IRMP. We will need to refurbish or redesign elements of them for our staff, partners and community needs.

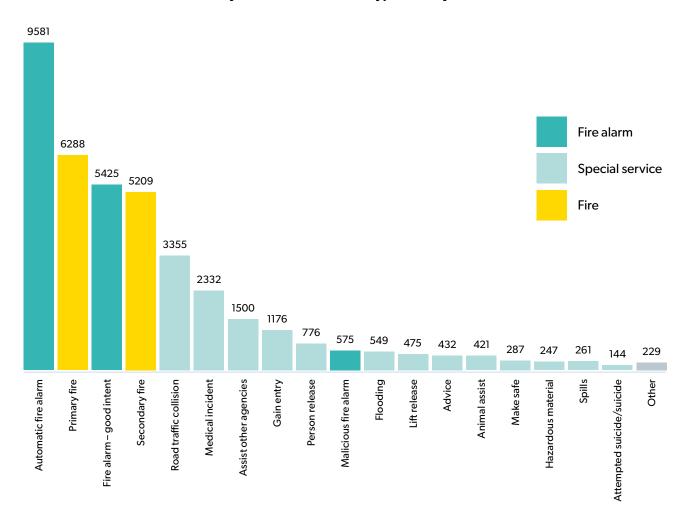
Historic Demand

During the period January 2014 to December 2018, 39,262 incidents were attended by fire and rescue services in Leicester, Leicestershire and Rutland. This is an average of 7,852 incidents per year.

Incident Type

Overall, 40% of these are fire alarms, 29% are fires and 31% are special service incidents. 41% of all incidents occur in people's homes.

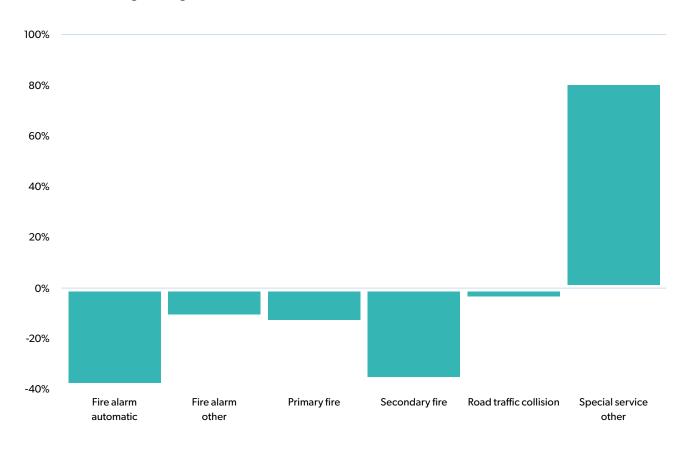
Chart 1. Breakdown of incidents by number and incident type over 5 years



Change Over 10 Years

For the period 2009-13, 45,770 incidents were attended and, in comparison with the current period, this represents a reduction of 16.6%. This is due to a reduction in fire and fire alarm incidents, however special service incidents have increased considerably. This is due to more gaining entry and assisting other service incidents, as well as the inclusion of medical incidents, which we do to serve our communities better. The reductions are despite the increase in population, road users and non-domestic properties.

Chart 2. Percentage change in incidents attended between 2009-13 and 2014-19





When Do We Respond to Incidents?

We respond to incidents around the clock, however there are fewer incidents from midnight to 7:00 hours. There is a noticeable increase between 07:00-08:59 hours and then again from 15:00-16:59 hours.

Chart 3. Incidents by day of the week and hour of the day over 5 years

Hour	Sun	Mon	Tues	Wed	Thu	Fri	Sat	All
0	218	180	161	170	181	181	210	1,301
1	178	137	120	138	160	167	160	1,060
2	141	104	139	157	121	131	180	973
3	156	104	101	112	129	103	139	844
4	154	118	117	93	98	123	150	853
5	118	92	110	111	95	100	136	762
6	128	97	113	100	100	113	113	764
7	119	152	134	156	154	155	126	996
8	137	193	209	215	172	222	181	1,329
9	188	209	216	250	235	257	187	1,542
10	215	226	265	271	240	261	252	1,730
11	227	259	232	255	263	282	244	1,762
12	276	303	264	278	263	255	267	1,906
13	278	283	276	259	279	276	314	1,965
14	292	262	257	276	267	274	311	1,939
15	325	286	306	305	284	283	286	2,075
16	336	325	341	327	316	313	321	2,279
17	354	330	370	335	323	326	320	2,358
18	332	364	354	378	345	365	389	2,527
19	360	372	325	348	340	318	359	2,422
20	354	328	316	325	353	306	333	2,315
21	308	340	294	310	306	293	311	2,162
22	269	250	242	248	260	282	281	1,832
23	212	220	201	223	215	242	253	1,566
All	5,675	5,534	5,463	5,640	5,499	5,628	5,823	39,262

There is a known seasonal element to incidents as outdoor fires tend to occur more in the summer months and this is evident in Chart 4.

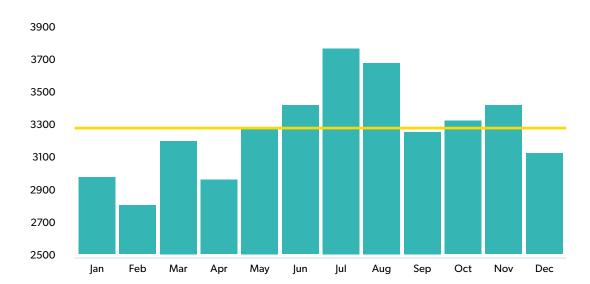


Chart 4. No. of incidents per month over 5 years with average 2014-18

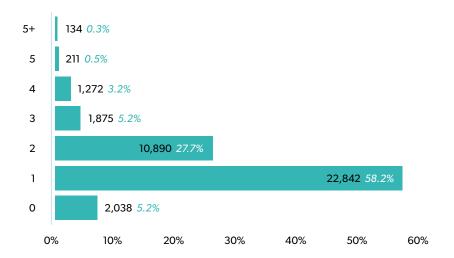
How many fire engines do we use at an incident?

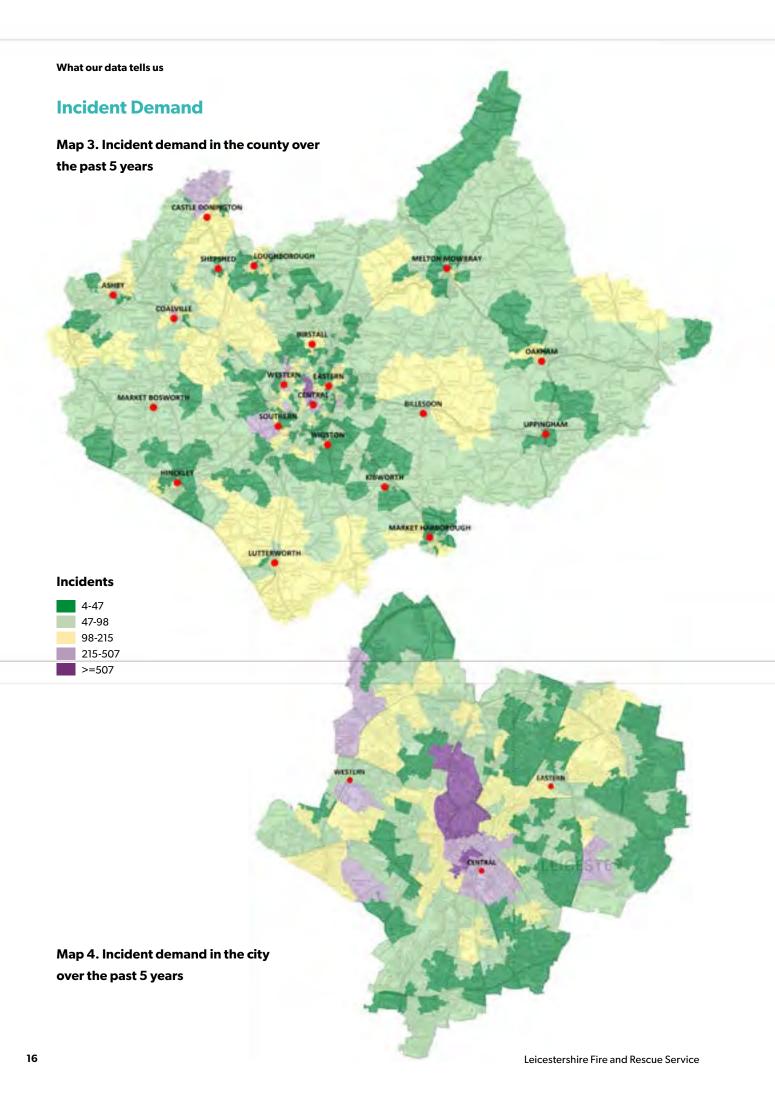
The number of fire engines required for each incident is based on the predetermined attendance (PDA) which is a reflection of the risk to life and property encountered by the incident type. In some cases, more appliances are needed once the initial PDA has arrived at the scene.

Chart 5 shows that over the past 5 years over half of incidents only require one fire engine.

In 2,038 (5.2%) cases, a fire engine wasn't mobilised, however we sent a different resource instead.



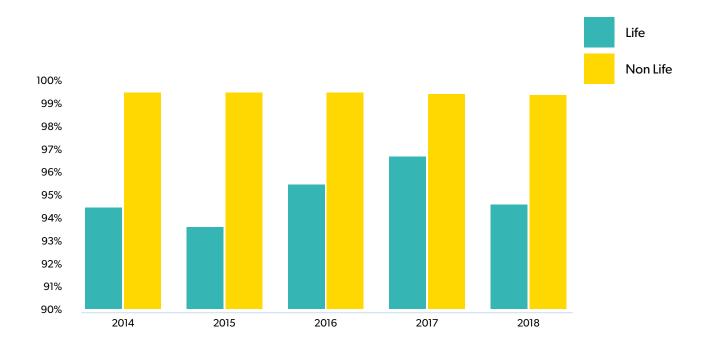




Response Times

In 2018/2019, we attended 95.52% of life threatening incidents within 10 minutes and 99.38% of non-life threatening incidents within 20 minutes. Both of these measures are from the time the first fire engine starts its journey to when it arrives at the incident.

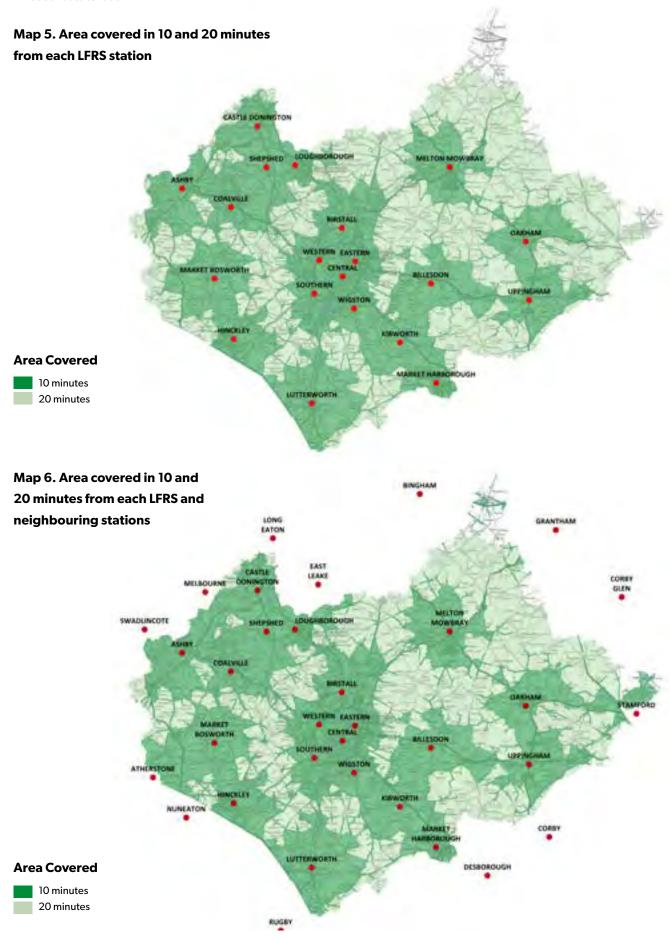
Chart 6. Percentage of incidents attended within 10 and 20 minute response times (calendar years)



We use our modelling software to highlight how far we can travel from our station locations. Maps 5 and 6 show 10 and 20 minute travel distances based on usual road conditions. It confirms our belief that our stations, and those of our neighbouring services are well positioned based on foreseeable risk and demand information to meet the needs of our communities.



What our data tells us



Lighter green shading shows areas reached in 10 minutes travel time from each station.

Darker green shading shows areas reached in 10 minutes taking into account turn out times. For wholetime (2 minutes) and On-Call Stations (7 minutes) respectively. Map 7. Area covered in 10 minutes including turnout times from each LFRS station (day-time) **Area Covered in 10 minutes** With turnout time No turnout time Map 8. Area covered in 10 minutes including turnout times from each LFRS station (night-time) **Area Covered in 10 minutes** With turnout time LUTTERWORTH No turnout time



Over the Border

Our resilience arrangements allow us to use fire engines and special appliances from our neighbouring fire and rescue services. We do this when our nearest fire engines are being used at other incidents or when another fire and rescue service can get to the incident quicker than we can.

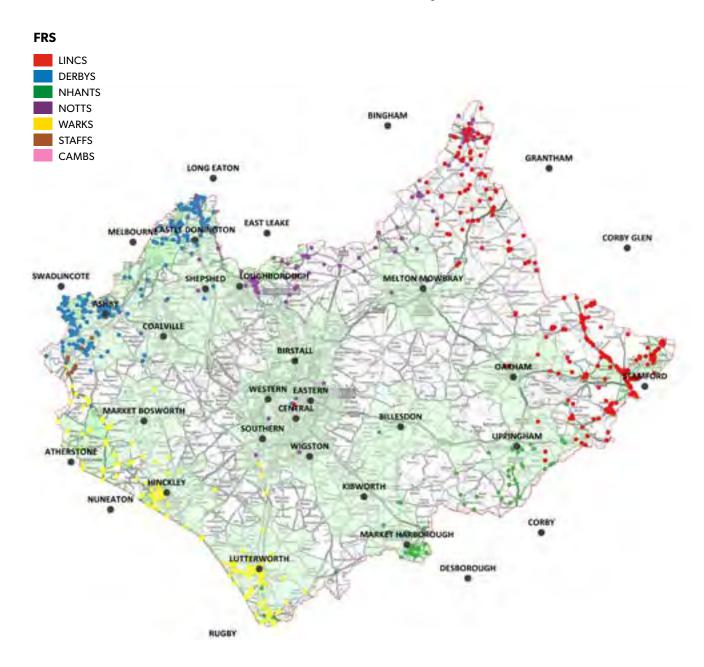
In the past five years, there were 1,283 mobilisations from neighbouring services into Leicester, Leicestershire and Rutland and this represents about 2% of all mobilisations. The main contributors are Lincolnshire (460 times), Derbyshire (355), Warwickshire (214), Nottinghamshire (131), and Northamptonshire (102).

Stamford Fire Station in Lincolnshire was mobilised 289 times, the highest of any over the border station. On average this happens approximately once a week.

In the same period, we have provided support to other neighbouring services on 391 occasions, with Market Harborough Fire Station (111 times) and Lutterworth Fire Station (87) providing the most frequent over the border support.

When creating IRMPs, services actively engage with each other to understand if proposed changes will have any impact on the over the border support they provide. Currently, we are aware of potential changes in Warwickshire. They are proposing a second station in Rugby and placing one of the two fire engines from the current Rugby Fire Station there. They are also proposing an options analysis for a new station in North Warwickshire or Nuneaton during 2022. Other neighbouring services are yet to publish any proposals but we will remain vigilant to any changes. None of their proposals or the ones we are suggesting will impact the over the border support we are able to provide to each other.

Map 9. 10-minute travel times from home and over the border stations with over the border appliance mobilisations into Leicester, Leicestershire and Rutland shaded by fire and rescue service



How Often We Use Our High Reach Appliances

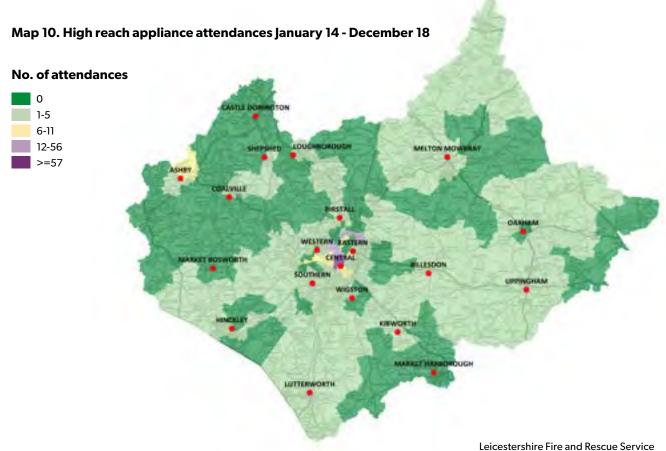
A high reach appliance is a vehicle with an extendable ladder platform for fighting fires and facilitating rescues. These rescues are predominately at height, but it can also be used for situations involving water or awkward access, where it is safer than using ropes, floatation devices or traditional ladders.

Over the past 5 years, we've used high reach appliances at incidents on 478 occasions. 160 of these were for life risk incidents and 318 were non-life risk. On seven occasions we've received the support of a high reach appliance from a neighbouring service.

Chart 7. Number of mobilisations by high reach appliances

Station	2014	2015	2016	2017	2018	Total
Central (Leicestershire)	252	25	28	34	31	370
Birstall (Leicestershire)	3	12	29	14	43	101
Ascot Drive (Derbyshire)	0	1	1	2	0	4
London Road (Nottinghamshire)	0	0	1	1	1	3
Total	255	38	59	51	75	478

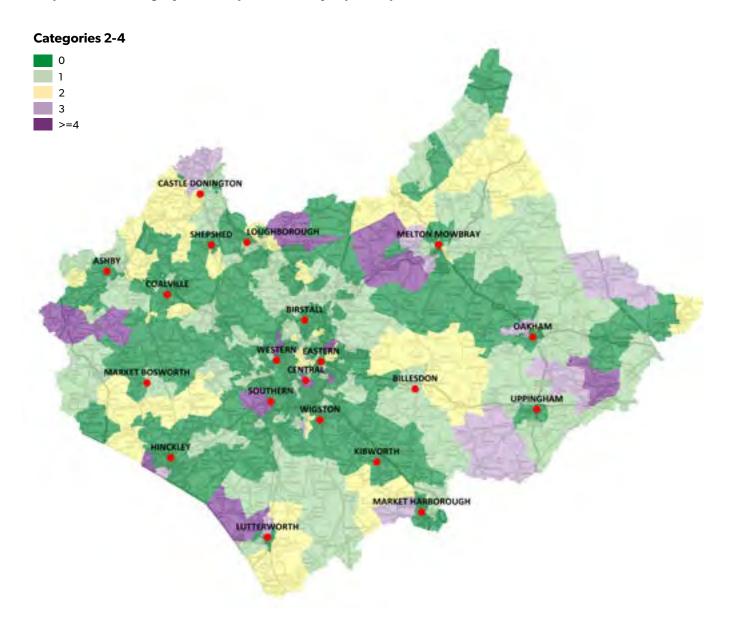
There have been 13 occasions when two high reach appliances have been used at the same time. Eight of these were at the same incident, with five being at two separate incidents happening concurrently.



Site Specific Risks

There are currently 264 site specific risks at Categories 2-4, of which 163 (61.7%) are Category 2, 68 (25.8%) are Category 3 and 33 (12.5%) are Category 4 risks. These range from buildings of historic importance, industrial and manufacturing premises, public buildings, sporting venues and transportation hubs, with Category 4 representing the highest risk. The map shows that our station locations provide good coverage for these risks.

Map 11. No. of Category 2-4 site specific risks by super output area

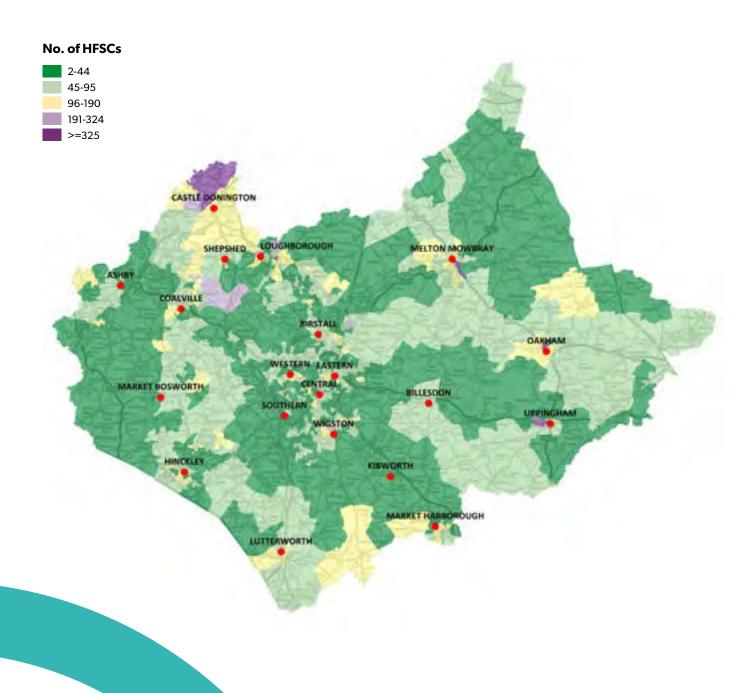


What our data tells us

Prevention

In the past 5 years, we have undertaken 38,000 Home Fire Safety Checks, which equates to over 53,300 visits as many involve multiple attendances. About 28,000 (74%) were successful, which is defined as entry gained or doorstep advice given. Around 22,000 (58%) were generated from an over 65s dataset we use or were people identified as higher risk by other organisations. Of partner referrals, the NHS are our largest contributor. 939 (9%) were from EMAS and 907 (8%) were from Air Liquide who are responsible for providing home oxygen.

Map 12. Home Fire Safety Checks in Leicester, Leicestershire and Rutland





What Are We Aiming to Achieve in the IRMP?

The data we have analysed supports our view that we should use our staff and fire engines efficiently and effectively in undertaking our prevention, protection and response activities.

Our IRMP will provide us with the flexibility to do this in a way that ensures we maximise the use of these resources.

We will continue with our workforce planning over the next four years to maintain the right number of staff within our Service, proactively monitoring to ensure recruitment is timely. Recruitment will continue to be focused to work towards our workforce being reflective of our communities. This will include work focused on underrepresented groups and will draw from a combination of new arrivals, transfers in from other services and the migration of On-Call firefighters in to Wholetime positions.

On-Call recruitment and retention remains a challenge and we will continue to explore a variety of options in an attempt to increase the number of On-Call staff we have available.

We remain committed to the understanding that prevention and protection are better than response. We are monitoring the changes to the regulations around building construction and occupation following the Grenfell Tower tragedy and anticipate that our prevention and protection expectations will increase, and we will need to look at our capability and capacity to do this work.

Following a series of training events in 2019, our Wholetime firefighters are now better equipped to undertake a wider range of prevention activities, complementing the work undertaken by our Community Educators.

We will continue to work with partners by sharing information to target those most vulnerable, we will securely use and share information and look to increase the number of referrals.

We will positively use our prevention and protection teams to educate and assist those further afield from our station locations to stay safe and reduce the impact of emergency incidents.

We will respond to the outcomes of the HMICFRS (Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services) inspection and develop action plans to address any recommendations or identified areas for improvement.

We want to be clearer in the way that we report our response times. We think that the time it takes a fire engine to get to an incident should be recorded from the time you call 999. We will aim to attend life threatening incidents in an average of 10 minutes, and we will report on how long it takes us to get there.



Risks

We are content that we have a robust medium term financial plan in place to meet the needs of the Service in 2019/2020. We do still require clarity on future financial settlements from the Government before we can be confident of our position for the duration of this IRMP. This position will be influenced by external factors not in our control, including reduced income or increased costs as a result of pay awards or pension contributions. We remain mindful that our Band D Council Tax cost is £66.64 per year, this is the cheapest in the East Midlands and is in the lowest quartile of combined fire authorities in England.

The future of our Day Crewing Plus (DCP) duty system is at risk following a High Court ruling on a similar duty system in South Yorkshire Fire and Rescue Service.

The case centred on a duty system known as close proximity crewing (CPC) and the judgement could affect a number of fire and rescue services that operate similar shift systems, including LFRS.

The DCP duty system was introduced to save money, whilst enhancing operational capability. If we have to find an alternative duty system we may incur additional cost or require additional resource to respond to incidents.



Our 2020-2024 IRMP Proposals

The following section provides the information behind each of the proposals which were approved by the Combined Fire Authority (CFA) for public consultation. We would like to:



Use our fire engines flexibly, aiming to attend life threatening incidents in an average of 10 minutes







- Our fire engines are based at their 'home' station and are moved into other areas to backfill when required. This approach delivers the response standards we publish, but we believe there is the opportunity to dynamically reposition fire engines to improve these standards.
- We aim to continue to provide the immediate response to incidents that we currently do across all of our 20 fire and rescue stations by utilising all our fire engines. However on occasions, either due to them being committed at other incidents, the availability of our crews or vehicle maintenance, we are not always able to do this.
- We would like you to support the flexible use of our operational assets (fire engines and other specialist vehicles) and the flexible use of stations or other locations to position ourselves to be able to respond to foreseeable risk or demand. This might mean operating with a different level of immediately available fire engines, but these fire engines would be located or moved as required to maintain the best geographical coverage.
- Depending on our risk and demand profile data, we may wish to amend the start and finish times or shift change times at some of our stations or within our Control Room.
- We will then report our response time performance as an average against the target of 10 minutes for life threatening incidents from the time the call was received.



Use our firefighters efficiently and flexibly to maximise our appliance availability

- Currently our Wholetime and On-Call firefighters are based at their 'home' station and undertake their response activities in that area.
- When risk or demand dictates, we want to flexibly reposition our firefighters to proactively meet the needs of the Service. We will relocate them to other stations to support fire engine availability and community safety.
- We want to use our On-Call staff differently and not always expect them to respond immediately, instead extending their response time to provide resilience at incidents or other stations. This could widen the pool of On-Call staff available as they will not have to live or work as close to the station.
- We believe this flexible approach, particularly for On-Call firefighters, will assist recruitment and retention from a broader section of the community. It will provide opportunities for those who struggle to meet the current criteria based on their personal circumstances.





Purchase a second high reach appliance to replace the older one of the two vehicles

- The Service currently has two high reach appliances. The newest was purchased in 2015, the second is 18 years old and due to be decommissioned as part of our Fleet Management Plan.

 The design and build timescales for a high
- The design and build timescales for a high reach appliance can be up to two years.
- The cost for a like for like replacement is approximately £700,000 and is included in our capital budget.
- High reach appliances offer a unique capability and reassures the public in our ability to deal with a variety of incidents.
- Our mutual assistance and support arrangements allow us to use additional appliances from a neighbouring service where available.
- A second high reach appliance provides improved response capability and resilience and removes our reliance on other Services.





We want to continue to undertake our education and enforcement activities, targeting those most at risk

- We could provide generic advice to everyone, but we don't believe this is an effective use of our resources.
- We want to continue to provide education in homes, schools and other venues, using shared data and working with other organisations.
- Education and enforcement is vital in our larger urban areas. We want to continue with this and also work with those located furthest away from our stations, who we know we cannot reach in 10 minutes.
- We want to identify and implement 'community resilience' initiatives in support of reducing incident numbers and harm.

 Making communities aware of potential risks and encouraging them to help themselves in managing and reducing the impact.
- We want to continue to ensure our enforcement activities are robust and effective, looking to prosecute those who do not conform to fire regulations and show little regard to public and employee safety.



Continue to collaborate with other blue light services and our partner agencies to support our purpose of safer people, safer places

- The number of non-fire related life risk rescues has increased substantially. We are gaining entry for, and assisting other services as well as dealing with more medical related incidents.
- The Police and Crime Act 2017 created a duty for emergency services to consider collaboration in the interests of 'efficiency or effectiveness'.
- We will continue with these activities, and review our approach to dealing with them.

 Gaining entry to a building for example may be provided by a dedicated resource rather than a traditional fire engine.



We want to enable our staff to do the right thing to help our communities

- We have rules and operating standards that our staff must follow to keep themselves and our communities safe.
- We often face situations where early intervention or a pragmatic approach to a situation leads to a better outcome for all.
- We'd like all of our staff to do the right thing and take a helpful approach in order to benefit our communities.
- This may mean the boundaries of what we do are flexible, which will strengthen relationships and enhance confidence and satisfaction in our staff and communities.
- Our expectation would be that, as long as staff were not disadvantaged, any activities would be undertaken without any additional financial burden to the Service.





We want to implement alternative crewing arrangements in the event of the Service moving away from the current Day Crewing Plus duty system

- There is a risk that the DCP duty system will no longer be able to be used. We therefore need to identify affordable crewing options.
- During the lifecycle of this IRMP, we will implement affordable alternatives as required.

Consultation

The scope and approach of the IRMP was approved by the CFA in February 2019. Following detailed data and information analysis, a number of proposals were presented to the CFA in June 2019. The proposals were agreed by the CFA will now be subject to public consultation which will run for 12 weeks between 3 September and 25 November 2019.

A consultation summary report will be presented to the CFA in February 2020 where they will agree which proposals should be progressed.



Please Tell Us What You Think.

To participate in our IRMP consultation please complete the online questionnaire which can be found on our website: www.leics-fire.gov.uk

Alternatively if you require a paper based questionnaire or assistance in completing or providing your feedback, please contact us.

Note: Your questionnaire responses will anonymous and be used solely for the purpose of informing the Combined Fire Authority of your views in relation to the IRMP 2020-2024. Your information will not be shared with any other parties or used for any other purposes.



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Glossary

High Reach Appliance

A vehicle with an extendable ladder platform for fighting fires and facilitating rescues at height

Day Crewing Plus

Fire engine crewed by Wholetime employees who work a self-rostered 24-hour shift system and are immediately available to respond to emergency incidents

Day Crewing

Fire engine crewed by Wholetime employees who work a self-rostered 24-hour shift system and are immediately available to respond to emergency incidents

Firefighting Vehicle

Either a traditional fire engine or tactical response vehicle

On-Call

Fire engine crewed by employees who are available to respond to emergency incidents from home or work, alerted by a pager

Primary Fires

Fires involving casualties, property or any other items that are insurable

Secondary Fires

Small fires, such as grass, rubbish, derelict or abandoned vehicles

Tactical Response Vehicle

A smaller fire engine designed to deal entirely with smaller incidents, but also able to undertake initial actions at larger incidents prior to the arrival of supporting fire engines

Wholetime

Fire engine crewed by employees who work a shift system and are immediately available to respond to emergency incidents

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