

# Integrated Risk Management Plan 2016-2020 Year 2 Action Plan



Cumbria Fire  
& Rescue  
Service



## Introduction

Last year, Cumbria County Council approved a new four year strategy, the Integrated Risk Management Plan (IRMP) that outlined the challenges facing Cumbria Fire and Rescue Service (CFRS or the Service) and sets out how the Service would respond to those challenges.

Whilst the recent Brexit referendum result, and movement of overall responsibility for Fire to the Home Office raise some further questions, we are now able to plan ahead to deliver against the objectives set out in the IRMP in Year 2.

This document gives more detail on the approach CFRS is taking to the delivery of services within Cumbria, and also sets out a series of proposals to be delivered during 2017-2018



**Paul Hancock**  
Chief Fire Officer



**Cllr Barry Doughty**  
Cabinet Member for Fire and  
Rescue, Public Safety and  
Central Support Services



## National and Local Issues

The outcome of the recent referendum on the UK's membership of the European Union (EU) has created a degree of political and economic uncertainty.

Over the next few years, Cumbria County Council, along with all local government bodies, will have to navigate the challenges and opportunities resulting from the UK's decision to leave the EU and the resulting exit negotiations.

Aside from immediate changes in political leadership, including a new Prime Minister, it is not clear at this stage how these issues will materialise or whether they will materially impact the sector. However, the Council will continue to work within the agenda for Fire and Rescue Services (FRSs) set by the Home Office, including the latest national framework, as well as an ongoing programme of financial austerity.

In June 2016, Theresa May, as Home Secretary, set out a comprehensive Fire Reform Programme, which detailed how the Conservative's manifesto commitments on fire reform would be delivered. This focussed on three distinct pillars: efficiency and collaboration, accountability and transparency, and workforce reform.

The Government has also made it clear that it wants to see much greater Police and Fire collaboration, resilience and interoperability, as well as improved governance of the emergency services. The Policing and Crime Bill, which continues to make its way through Parliament, includes a new legal duty for Fire, Police and Ambulance services to collaborate, and enables Police and Crime Commissioners to take over the running of local Fire and Rescue Services, where a robust local case is made.

The next few years will also continue to see a wider focus on the way all public services are delivered, including those provided jointly by local and national agencies in the areas of health, wellbeing and social care. This includes experts from different agencies sharing data, the use of new and digital technology and working together in joint teams to tackle vulnerable individuals and collective issues, such as anti-social behaviour, the effects of poor mental health and alcohol misuse.

Cumbria County Council intends to influence these national and local issues and participate in the debates to ensure any changes do not compromise the provision of an effective Fire and Rescue Service for communities across Cumbria.

## Targeting most at risk

The Service's Prevention work is delivered on a risk assessed basis to ensure the community safety activities carried out across the County are focused and assist in supporting the strategic prevention objectives of:

- **Reducing the number of people killed or injured in dwelling fires in Cumbria.**

This will be achieved through a challenging programme of delivering Home Accident Reduction Interventions across Cumbria, targeted at those individuals most at risk from fire. These interventions will be complemented by the delivery of Public Health interventions, under the banner of "Safe and Well visits" which are outlined later in the Action Plan.

- **Reducing the number of people killed or seriously injured in road traffic collisions on Cumbria's Roads, with particular emphasis on young people's safety.**

This will be achieved by working through the Safer Roads for Cumbria Partnership and by delivering Road Awareness Training sessions that are tailored to meet the needs of the groups receiving them.

- **To work with partners to tackle the root causes of inequality in Cumbria and to promote social, health and economic wellbeing.**

The Service will play an active part in those partnerships that complement the County Council's vision for the people of Cumbria.

- **To support the national agenda to reduce anti-social behaviour and to tackle the growth of violent extremism.**

This will be achieved through the delivery of the County Council's obligations under the Government's Prevent Strategy, led by the Deputy Chief Fire Officer, and in working through local Community Safety Partnerships to tackle crime and disorder.

- **To support youth work related to "Every Child Matters" particularly the "Staying Safe" and "Making a Positive" contribution themes.**

This will be achieved through our Young Firefighter Programme and Fire Cadets Scheme.

- **To support people to live independently and safely in their homes.**

This will be achieved through the Service using all the data at its disposal to support the most vulnerable both in terms of fire prevention and also health interventions.

## Enforcing Fire Safety

The Service's Fire Protection strategy is closely aligned with the objectives recently set out in the 2016-2020 IRMP. Key objectives for the Service in terms of our fire protection and enforcement activity are:

- Meeting the requirements of the Regulatory Reform (Fire Safety) Order 2005
- Arrangements for working with the business community across Cumbria for delivering risk based Protection activity
- Developing the resilience and business continuity, crisis and disaster management arrangements for businesses across Cumbria
- Arrangements for safeguarding the culture, heritage and environmental assets in Cumbria
- Reduce the commercial, economic and social impact of fires in non-residential premises through effective education

## Statutory Duties

The Fire Authority has a statutory duty to enforce the Regulatory Reform (Fire Safety) Order 2005 (FSO), which came into force on the 1st October 2006.

Since the introduction of the legislation in October 2006 CFRS has completed compliance audits of known high and medium risk premises in the county.

CFRS has a management strategy and risk based programme for enforcing the provisions of the FSO in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat. The Fire Protection structure has both Fire Inspectors and Officers who conduct inspections of low, medium and high risk premises throughout the county, in addition to conducting post-fire audits where appropriate.

CFRS will continue to carry out enforcement action as determined by the level of risk presented and will undertake our statutory responsibilities and consultations in partnership with other enforcing bodies (i.e. Environmental Health, Building Control and the Police) to ensure a joined up approach and consistency in the application and enforcement of the FSO.

## Response and Resilience

The Service will monitor operational response to incidents to ensure we are sending appropriate resources to efficiently and effectively deal with the risks presented in a safe and controlled manner.

Our emergency response standard is the maximum length of time we think it is acceptable to take to attend an incident; measured from the time of dispatch of fire engine resources to the time they arrive on scene.

The Service has set a single response standard across the county of 10 minutes to all 'primary' property fires, and a second standard of 15 minutes for all other incidents, aiming to achieve this level of performance on 80% of occasions. We continue to focus prevention and protection arrangements around known higher risk communities.

In order to free up valuable resources for fire engines to attend high risk incidents, the Service will explore the concept of Targeted Response Vehicles. These may be purpose-built, bespoke vehicles that can be crewed by two/three firefighters that can respond rapidly to incidents, or alternatively standard sized fire engines crewed with less firefighters for low risk incident response. In addition, the Service will review the current disposition of specialist resources across the county according to risk.

The responsibility for resilience within the County Council now rests with the Fire and Rescue Service. The Resilience Team role enables the Council to meet its statutory duties outlined under the Civil Contingencies Act. These are

- Risk assessment
- Business Continuity Management
- Emergency Planning
- Maintaining public awareness and arrangements to warn, inform and advise the public
- Provision of advice and assistance to the commercial sector and voluntary organisations
- Co-operation and information sharing





## Proposals

### Fire Service Reform

In January 2016, responsibility for the Fire and Rescue Service passed to the Home Office. In May 2016 The Home Secretary unveiled a programme of reform for FRSs, outlining the scale of the challenge still facing FRSs and underlined the need for reform.

A total of 263 people lost their lives to fire in England last year and 7,500 more were injured, with some of the most vulnerable groups in our society disproportionately represented among the victims, including older people, those living alone and people whose behaviours, lifestyle or housing places them at greater risk. Meanwhile, the insurance industry estimates that the annual cost which a fire places on businesses runs to hundreds of millions of pounds, and experience shows that many firms never recover.

Over the course of the Parliament the programme of reform intends to make the Fire and Rescue Service more accountable, more effective and more professional by building on the excellent progress in prevention and collaboration that Services have already made.

The Home Secretary emphasised the potential to deliver efficiencies and savings which will not only save taxpayers' money but also improve the working lives of Fire Service employees.

Areas of focus for the reform programme are:

- Introducing a rigorous and independent inspection regime of Fire and Rescue Services to replace the current peer review system
- Challenging Services to transform the diversity of a Firefighter workforce that is nationally currently 96% white and 95% male (diversity data will be published to allow the public to gauge how representative their local Service currently is)
- Publishing comparative procurement data from every Fire and Rescue Authority in England to show how much each pays for common items like uniform, operational equipment and vehicles to encourage Services to pool their purchasing power and buy collectively

- Legislating to give Police and Crime Commissioners the ability to take on responsibility for Fire and Rescue Services where a robust local case is made to bring greater accountability to the work of local Fire and Rescue Services.

Within Cumbria the recent reshaping of the management team has created the opportunity to engage fully within the reform process. A dedicated team of officers, under the direction of a senior manager has been created, that will allow detailed recommendations to be made to the County Council that achieve the most benefit for the people of Cumbria.

### Accountability

The commitment and leadership of the Service Management Team (SMT) is essential to the continued effective management of CFRS. The IRMP sets out the strategic direction for the Service and also considers the resources it needs to deliver its goals, policies, objectives and standards.

Policies and procedures are in place to reflect that all the Service activities are part of an integrated approach to managing risk; thereby ensuring safe systems of work for all employees. Arrangements are in place for obtaining necessary information for the purposes of extinguishing fire and protecting lives and property from fires in its area, rescuing and protecting people from harm or for dealing with any other emergency within the County.

In accordance with its commitment to ensure a safe and competent workforce, CFRS has conducted a thorough review of policies, procedures and training programmes in response to tragic events nationally. The learning has come from the Services directly affected, information notices (Coroner 'Reports to Prevent Future Deaths, formally known as 'Rule 43' reports) issued as a result of inquests, and recommendations to all FRSs by the Health and Safety Executive (HSE).

CFRS is committed to take responsibility for its own improvement; the Service takes part in a number of 'Peer Reviews' each year in collaboration with other North West Fire and Rescue Services. Furthermore, the Council's corporate Audit Team are commissioned to undertake a number of focused internal audits on priority areas, providing recommendations for the Service to take forward.

Cumbria County Council will engage fully with the forthcoming inspection programme to be delivered as part of the Fire Reform agenda.

Fire and Rescue Authorities (in Cumbria this role is fulfilled by the County Council), are accountable for their performance and should be open to evaluation by the communities they serve. Information on their performance should be accessible, robust, fit-for-purpose and accurately report on effectiveness and value for money. One of the principal ways the Service is held to account is through the publication of a Statement of Assurance. This Statement provides assurance on financial, governance and operational matters and shows how the Service has had due regard to the expectations set out in their IRMP. A copy of the Service's latest Statement of Assurance and supporting documentation is available on our website.

During 2017-18 the Service intends to provide more current performance information through its website.

## Standards

Cumbria County Council's key behaviours are

- Take responsibility for our actions
- Demonstrate a positive, flexible attitude
- Act with honesty and respect for others
- Communicate in a clear and constructive way
- Be committed to 'One Team'

They set out how Members and Officers are expected to behave and explain how we need to perform our roles, rather than what we need to deliver. The adoption of these behaviours, and the expectation that staff will actively display these behaviours, will allow everyone to work together to deliver the best services they can for the people of Cumbria.

The key public expectation of a Fire and Rescue Service is concerned with frontline emergency response. Following extensive public consultation, the Service introduced new emergency response standards. These standards are monitored and reported on a quarterly basis and will be published on the Council's website for transparency.

The Service also uses risk information and data to target and drive the delivery of its fire prevention and protection services. It has a current target of carrying out 10,000 Home Fire Safety visits a year.

Targets are also set for the number of audits of business premises carried out by fire protection staff within the Service. Quarterly performance meetings are in place to monitor standards and targets across the organisation.

## Efficiency

According to CIPFA statistics 2015/16 estimates, CFRS had a net expenditure per head of population of £43.34 which, unsurprisingly given the sparse geography of the county, places it 12th out of 13 County FRSs with an average for County FRSs of £35.21.

Compared to all FRSs who provided data, CFRS was placed 37th out of 44 FRSs in respect of net expenditure per head of population, again attributed to the large geographical area the county covers.

A true measure of the efficiency of CFRS is achieved by looking at the actual net expenditure figures versus the net expenditure per hectare. Looking just at net expenditure, Cumbria had a net expenditure of £21,580,000 which placed it 4th out of 13 County FRSs with an average net spend of £25,464,000 and a highest of £42,312,000. The net cost per hectare shows CFRS 1st out of 13 County FRSs with a figure of £31.89 compared to an average of £72.41.

As part of its annual programme, CFRS will continue to review its structures and operational procedures to ensure it is delivering efficiently without compromising on both firefighter and public safety.

In 2017-2018 Cumbria County Council will also be supporting national moves to improve procurement across the Fire and Rescue sector through the development of initiatives such as a national Research, Development and Procurement Hubs.

Details of the Council's overall approach to efficiency will be set out in a formal efficiency statement that will be published on its website. This will be submitted to the Government as part of the approach to confirmation of funding arrangements for the next four years.

## Blue Light Collaboration

Blue Light collaboration is at the centre of the Government's plans for Fire Service Reform, driven in part by a number of recent reports such as Sir Ken Knight's review 'Facing the Future' and Tobias Ellwood's 'Improving Efficiency, Interoperability and Resilience of our Blue Light Services'.

Cumbria County Council is supportive of the Government's long standing commitment to a local approach in public service provision, and believes that Ambulance, Police and Fire Services should have the freedom to integrate and collaborate in a way that meets local needs.

Within Cumbria there is an excellent relationship between the blue light services that has led to recent collaborations such as the development of a joint training facility that can be used by the Fire Service to train its firefighters, and by the Constabulary to deliver public order training, and the planning and implementation of Cumbria's first tri-service building in Ulverston for CFRS, Cumbria Police and North West Ambulance Service (NWAS).

One other example of where the blue light services are already working together is the Joint Emergency Services Interoperability Programme (JESIP), which is looking at how Services can work closer together at serious and major incidents.

In order to facilitate collaboration, the Fire and Rescue Service will actively take part in a new countywide group set up to explore future opportunities for joint working, and has recently agreed the terms of reference.

One opportunity that is currently being explored is the delivery of a joint emergency medical response arrangement with NWS to improve patient outcomes in out of hospital medical emergencies. The scheme is designed to supplement the ambulance response and provide a quick emergency medical response, as Service personnel mobilise alongside Ambulance Service partners. Cumbrian firefighters can help to save lives through early defibrillation of patients experiencing cardiac arrest, whilst waiting for the arrival of the specialist Ambulance crews.

### Safe and Well

Very few agencies play as an important a role in helping older people remain safe and well in their own homes as the Fire and Rescue Service. Firefighters and community safety teams come into



contact with older people every single day. Through improved data sharing arrangements, CFRS will continue to target the elderly by expanding the existing Home Fire Safety assessments to incorporate other health prevention initiatives.

Our brand and the esteem in which the Service is held gives us access to people's homes that others cannot achieve; people seem more likely to engage in difficult conversations with our staff than with others.

A number of FRSs have begun working more closely with colleagues in health and local authorities to explore how the FRS might work to support them in improving health and quality of life outcomes for those most at risk in their communities.

This work, and the piloting of a number of initiatives throughout the country has led to the development of the concept of a 'Safe and Well' visit. It is envisaged that, through their interactions with people in their homes, and with the necessary additional awareness training, Firefighters will be able to identify and act upon a significantly wider range of risks, not only fire risks, but those that predispose people to a number of health issues that can significantly reduce life expectancy and/or quality of life.

To assist in the underpinning of the concept of a 'Safe and Well' visit, National Health Service England (NHSE), Public Health England (PHE), the Local Government Association (LGA) and the Chief Fire Officers Association (CFOA) have agreed to produce a framework/set of principles that will inform the design of locally agreed 'Safe and Well' visits.

CFRS will work with colleagues in the Health, Care and Community Services directorate to deliver added value when carrying out home safety visits. Initially, the Safe and Well element of the visits will include smoking cessation and alcohol reduction, slips, trips and falls and loneliness/social isolation, and will contribute to the delivery of the Health agenda in Cumbria.

## **Workforce Reform**

Cumbria County Council is committed to listening to and responding to its staff, and providing them with training and equipment they need to deliver a safe and effective Fire and Rescue Service. At the same time it continually reviews models of service delivery to ensure they are fit for purpose.

## **Regular Firefighters**

There are currently 8 stations that operate either wholly or in part with staff working the regular duty system (full time firefighters). The traditional model of crewing full time Fire Stations has been in place for some 40 years and is based on a '2 days, 2 nights, 4 days off' duty system. Across the country, this historical model includes excess resources built in to cover sickness absence and annual leave.

Over the last few years CFRS has introduced new crewing arrangements and duty systems on fire stations. Going forward the Service will establish a joint working group to engage staff and respective Trade Unions on further opportunities to redesign the duty system on regular fire stations. Any new duty system would need to have due regard to the safety of firefighters and requirements of relevant legislation and guidance (Working Time and HSE guidance). It would also need to have due regard to the requirements of the Scheme of Conditions of Service of the National Joint Council for Local Authority Fire and Rescue services (the Grey Book).

## **On-Call Firefighters**

On-call (part time) firefighters are a vital part of CFRS. Nationwide, approximately 18,000 On-call Firefighters provide efficient, cost effective and reliable Fire and Rescue cover to around 60% of the UK, and across Cumbria they provide cover at 35 of our 38 Fire Stations.

Due to the challenges in recruitment and retention of On-call firefighters nationally, including competition with the Reserve Forces, and in particular in small rural towns and villages, extending the time limit that a firefighter is allowed to attend the Fire Station in the event of an emergency may increase the availability of the Fire Engine to respond and therefore provide an overall improved response to local communities.

CFRS will commission an external review of the Service leading to an evaluation of On-call firefighter "turn in time" at all stations. This review will provide the service with analytical data that can be used to make informed decisions about the way the Service is structured in the future, with the ultimate aim being to improve the availability of our 44 fire engines.

## Appendix 1: IRMP Year 2 Action Plan

### Priority: Developing the Organisation

We will	Activity	Target Date
<b>We will continue to develop Cumbria Fire and Rescue Service to ensure a safe and efficient service is delivered to the people of Cumbria</b>	Respond to and support the Home Office, Fire Reform Programme, including taking part in any new national inspection regime and supporting national research and procurement hubs	Ongoing
	Publish the latest performance data on the Service website	April 2017

### Priority: Protecting local communities

We will	Activity	Target Date
<b>We will continue to innovate and deliver services that contribute to the protection of local communities in Cumbria</b>	Roll out the Fire Service's programme of Safe and Well visits, delivered in partnership with colleagues from the Health, Care and Communities directorate	April 2017
	Commit to, and expand further, blue light collaboration opportunities for the benefit of the people of Cumbria	Ongoing
	Implement the use of more appropriate vehicles / response arrangements for low risk incidents	Sept 2017

### Priority: Responding to emergencies

We will	Activity	Target Date
<b>We will ensure the provision of an emergency response that meets the needs of the people of Cumbria</b>	Work with the North West Ambulance Service to pilot a joint emergency medical response	April 2017
	Carry out an independent review of the service leading to an evaluation of on call firefighters "turn-in" times to stations, with the aim of increasing fire engine availability	April 2017
	Establish a joint working group to engage staff and respective Trade Unions on further opportunities to redesign the duty system on regular fire stations.	Ongoing

