



LINCOLNSHIRE FIRE AND RESCUE

**INTEGRATED RISK
MANAGEMENT PLANNING**

**CONSULTATION DOCUMENT
2016 - 2017**



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**OFFICIAL LINCOLNSHIRE
FIRE AND RESCUE**

INTEGRATED RISK MANAGEMENT PLANNING CONSULTATION DOCUMENT FOR 2016/17

PART 1 - INTRODUCTION

This Consultation Document forms part of Lincolnshire Fire and Rescue's overall Integrated Risk Management Planning (IRMP) process¹. It describes the progress we have made against the proposals included in the 2015/16 consultation document. It also provides an opportunity to comment on a number of new proposals which will have some impact on the way in which we deliver the service in the future. The Document is in 5 parts as follows:

- Part 1 - Introduction
- Part 2 - Background and context
- Part 3 - Progress against the 2015/16 proposals
- Part 4 - Proposals for 2016/17
- Part 5 - Feedback

We welcome any feedback on our proposals for 2016/17 which will be used to help prioritise our plans and ensure we can continue to deliver an effective service to the communities of Lincolnshire.

PART 2 – BACKGROUND AND CONTEXT

As part of the County Council, Lincolnshire Fire and Rescue is not immune to the financial challenges faced by Local Government and the public sector in particular. Notwithstanding the £129m savings already made by the Council over the last 4 years, it is expected the Council will have to find a further £130m by 2018/19. Although fire and rescue remains a high priority service, the scale of the overall savings required are such that further reductions in the Service's budget will be necessary. While, due to the significant reductions in government funding and growing cost pressures the Council has only been able to set a one year budget, Lincolnshire Fire and Rescue is having to put plans in place now to meet its anticipated 3-year savings target.

In this context the potential savings target for fire and rescue by 2018/19 is 8% of its current budget which equates to £1.67m. Of this, £0.308m needs to be saved in 2016/17 with the remaining savings delivered within the following 2 years. In order to deliver this the Service has conducted a further internal review to look at how the savings could be met while minimising the impact on service provision. A range of savings options have been considered resulting in a number of proposals being identified. Those that will impact directly on the way in which we deliver the front line service are included as part of our IRMP consultation process and described in Part 4 of this document.

Despite the potential for reductions in service delivery in certain areas, it is vital that Lincolnshire Fire and Rescue remains innovative in its approach if it is to continue to deliver positive outcomes to the community. Working more collaboratively, focusing our efforts on those most at risk and looking at how fire and rescue can expand its role by supporting improved community health outcomes will remain core principles of that approach. And it is an approach which has enabled us to continue to '*make Lincolnshire a safer place to live, work and visit*'. Some of the key differences we made last year are highlighted in Part 3 below.

PART 3 - PROGRESS AGAINST THE 2015/16 PROPOSALS

As part of last year's consultation we sought views on a number of proposals including a range of potential savings options. Following consideration of the consultation responses, a report was submitted to Lincolnshire County Council's Executive in April 2015. The report recommendations were agreed and an implementation plan to deliver the changes subsequently developed.

¹ See IRMP Baseline Document 2013-2016.

Progress against each of the recommendations is shown below. Details of the original proposals are included in the 2015/16 consultation document².

- **Savings Options**

Change Lincoln North fire station from the Shift Duty System to the Lincolnshire Crewing System. The wholetime Shift Duty System at Lincoln North comprises 4 shifts of 5 firefighters. This allows the fire engine to mobilise with 4 firefighters and provide round-the-clock availability. This option involved changing to the Lincolnshire Crewing System comprising 2 shifts of 5 firefighters. It still means the fire engine mobilises with 4 wholetime firefighters round-the-clock; the key difference is that they provide on-call cover at night. The plan was for this change to take effect by summer 2016 and we are still on track to achieve this.

Reduce the number of Station Managers on the Flexible Duty System. The Flexible Duty System (FDS) is a rota system which enables Lincolnshire Fire and Rescue to provide adequate supervision on the incident ground to meet the requirements of both health and safety and the national Fire and Rescue Service Incident Command System. The proposal was to reduce the number of Station Managers who undertake this duty from 20 to 16. This has now been completed.

Reduce the firefighter staffing level across the wholetime shift systems. The intent was to implement this change from October 2015. However, due to a number of unforeseen circumstances the implementation has been delayed until March 2016.

- **Implementation of Alternative Crewing Arrangement for Retained Duty System Stations.** The Alternative Crewing Arrangement is used as a short term management tool to make best use of our resources at those (on-call) retained duty system stations which have difficulty in maintaining a crew of 4 firefighters over a sustained period. This proposal was for the Alternative Crewing Arrangement to be introduced, operating within specific guidelines, as core business. This has now been completed.
- **Introduction of a Revised Response Standard for Dwelling Fires and Road Traffic Collisions.** This proposal was to adopt a response standard based on the modelling of drive times and displaying the anticipated response times on a map. This has now been achieved. The map is available on our website³ and we routinely measure and report our performance against the standards, investigating any occasion where we have not met anticipated response targets.
- **Increase the number of Fire Stations which provide a Co-responder Service.** This proposal was to roll out our co-responder scheme to a further 5 fire stations around the County. This has now been completed and includes the stations at Donington, Mablethorpe, Saxilby, Skegness and Sleaford.
- **Service Priorities for 2015/16.** A summary of performance against our operational and improvement priorities to date is shown below. Further details around the activities supporting these priorities are included in our Service Plan which is available on the Lincolnshire Fire and Rescue website⁴.

Our Operational Priorities

- **Reduce fires and their consequences.** Between April and December 2015 we have seen a 12% increase in primary fires (equates to 93 incidents) compared to the same period the previous year, although the longer term trend remains positive. The total

² See IRMP Consultation Document 2015-16 for further details.

³ <http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/response-times/128348.article>

⁴ <http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/planning-and-performance/service-planning/120199.article>

number of deaths caused by fire over the same period is slightly higher than the previous year although recorded fire injuries have reduced.

- **Reduce road traffic collisions and their consequences.** There have been 238 people killed or seriously injured on Lincolnshire's roads between April and December 2015⁵. This represents a 12% reduction on the previous year (equates to 32 fewer people). This continues the longer term trend of reducing the numbers of people killed or seriously injured on our roads.
- **Improve health and wellbeing.** Between April and December 2015 we attended 3,314 co-responder incidents. Of those incidents attended, fire and rescue rendered assistance on 86% of occasions.

Our Improvement Priorities

- **Ensure our (on-call) Retained Duty System remains fit for purpose.** We have continued to engage with our (on-call) retained duty system workforce to understand the challenges faced by both the Service and staff. A number of enhancements have already been implemented as part of this project. The final report is due by the end of March.
- **Continue to enhance the effectiveness of our collaborative working.** Working in partnership we have increased by 5 the number of fire stations which provide an emergency medical response capability through our co-responder scheme. We have also successfully piloted a Joint Ambulance Conveyance Project providing 3 fire ambulances across the County. We have also undertaken work with the police and ambulance service to look at other potential ways in which we could work more collaboratively.
- **Continue to develop our Information Communications Technology capability to ensure it meets the needs of the Service.** We have seen increased functionality and wider usage of our Management Information System⁶ and its further implementation remains a priority. Our Future Control project, which is being delivered as part of a joint consortium, remains broadly on track.

⁵ Figures are provisional.

⁶ Firewatch/Flosuite.

PART 4 - PROPOSALS FOR 2016/17

Proposal 1 - Agree new IRMP Baseline Document 2016 - 2020

Each Fire and Rescue Authority is required to produce and publish an Integrated Risk Management Plan (IRMP), covering at least a 3 year time span, in line with the Fire and Rescue National Framework for England⁷. For Lincolnshire Fire and Rescue we refer to this plan as our IRMP Baseline Document. This is a core document which identifies those risks to the community that we, as a fire and rescue service, can do something about. It also outlines the key strategies we will adopt over the period to reduce those risks. Our draft IRMP Baseline Document 2016-2020 is now available for comment on our website at <http://www.lincolnshire.gov.uk/lfr>. It forms part of our overall risk management planning process and provides the foundation on which to develop further detailed plans.

Our proposal is for our IRMP Baseline Document 2016 - 2020 to be introduced by June this year.

Proposal 2 – Savings Option

As described in Part 2, Lincolnshire Fire and Rescue has a savings target of £0.308m in 2016/17 and total anticipated savings of £1.67m over the next 3 years. It is proposed that around 60% of the total savings will be delivered through internal restructures, changes to the way in which we deliver our Control capability and the reduction of some of our prevention and operational support activities.

In order to find the remaining savings we have had to consider a number of potential measures which will have an impact on the way we deliver our front line service. Given the lead time to implement some of the potential options, we have to consult on these now. Other options will need to be considered in due course, and an appropriate consultation undertaken, once our final savings target has been confirmed. In defining these options the aim is to:

- minimise the impact on front line service delivery as far as possible
- maintain a balanced delivery of service across our 3 core areas of activity, namely: prevention, protection and response

The proposal we are consulting on this year to support anticipated savings is described below.

Proposal	Change Lincoln South fire station from the Shift Duty System to the Lincolnshire Crewing System
Description of proposal	<p>There are currently 2 fire engines based at Lincoln South fire station, the first being crewed by wholetime firefighters on the Shift Duty System, the second being crewed by (on-call) retained duty system firefighters. This proposal looks at changing the crewing arrangements of the wholetime fire engine only. The wholetime Shift Duty System at Lincoln South comprises 4 shifts of 6 firefighters with firefighters being available on the fire station 24 hours a day. This provides round-the-clock availability with an average mobilisation time during the day of 1 minute 18 seconds and 1 minute 20 seconds during the night⁸.</p> <p>This proposal would see the wholetime crew at Lincoln South moving onto the Lincolnshire Crewing System. This would comprise 2 shifts and a total of 11 firefighters with wholetime firefighters being available on the fire station during the day and available 'on call' within 5 minutes at night. It would still mean the fire engine is crewed with wholetime firefighters round-the-clock; the key difference is that they would be providing on-call cover at night. Suitable</p>

⁷ DCLG Fire and Rescue National Framework for England dated Jul 12.

⁸ This is the time it takes for the fire engine to be mobile to the incident. Based on 2014/15 response times.

	accommodation would need to be provided to support this option. The Lincolnshire Crewing System is already in operation at 7 other stations around the County; this will increase to 8 later this year.
Impact on Service Delivery	<p>The main impact of this change would be an increase in mobilisation time from the fire station at night (between 1830 - 0730 hours) of around 2 minutes⁹.</p> <p>Over the last 3 years there has been an average of 41 dwelling fires a year in the Lincoln South station ground area. During this period a fire engine attended in less than 10 minutes on 88% of occasions. If this change had been in place a fire engine would have arrived in less than 10 minutes on 83% of occasions.</p> <p>Lincoln South attends on average 341 incidents a year during night time hours¹⁰. Of these around 35% are to fires, 1% to road traffic collisions, 12% to special service calls and 52% to false alarms.</p> <p>This change is likely to have only a marginal impact on the overall percentage of times a first fire engine is able to arrive within 10 minutes to a dwelling fire within the County¹¹.</p> <p>A one-off capital cost would be required to provide appropriate accommodation. It is anticipated the reduction in firefighters would be managed through normal retirements and the filling of existing vacancies.</p>

Proposal 3 - Reduce the Number of Rescue Support Units

At present we have 2 Rescue Support Units (RSU) serving the County. These vehicles are mobilised to provide additional support for more complex incidents including Breathing Apparatus, Chemical Decontamination and Road Traffic Collisions. The vehicles are currently located at our Grantham and Lincoln North fire stations.

Over the last 2 years an RSU has been mobilised, on average, to 99 incidents a year. Of these, it was required to provide support to operations on just over 50% of occasions. Given the utilisation rate and the fact that some of the specialist equipment on the RSU is now available on front line fire engines¹², it is considered that only one RSU is now required in the Service.

This proposal would see the number of RSUs within the Service reduced to one. The intent would be to locate the remaining RSU within the County to ensure maximum operational effectiveness. The risk associated with this proposal is unlikely to be significant.

Proposal 4 - Permanently Relocate an Aerial Ladder Platform to Boston

In June 2013¹³ we replaced our 3 ageing Hydraulic Platforms with 2 Aerial Ladder Platforms (ALP). As part of that change it was agreed that one of the ALPs would be located at Lincoln South fire station with the second located at Boston during the winter and Skegness during the summer.

⁹ The average mobilisation time is 3 minutes 25 seconds based on 2014/15 data from the 7 existing Lincolnshire Crewing Stations.

¹⁰ Based on the last 3 years data and between 1830 and 0730 hrs.

¹¹ Based on 2014/15 response times to dwelling fires.

¹² Example being the animal rescue equipment.

¹³ Further to IRMP consultation 2012/13.

During the period since the ALPs have been deployed in this configuration, they have been mobilised to 112 incidents. Of these they attended similar numbers of incidents in the Skegness¹⁴ and Boston¹⁵ areas.

Given that there is little evidence to support the perceived greater risk in the Skegness area during the summer months, this proposal would see the second ALP being permanently located at Boston. It is believed this will provide more equitable and improved geographical cover across the County. It would also reduce training costs as it would only be necessary to provide training to firefighters at 2 fire stations rather than the current 3.

Proposal 5 - Further Develop the Joint Ambulance Conveyance Project

The first 'fire' ambulance was despatched to a life-threatening emergency on 17th September 2014 as part of Lincolnshire's Joint Ambulance Conveyance Project (JACP). Designed to improve patient care through enhanced ambulance provision, this innovative joint project involving Lincolnshire Fire and Rescue, East Midlands Ambulance Service (EMAS) and Lincolnshire Integrated Voluntary Emergency Service (LIVES) has demonstrated how closer integration between partners can help improve services to the local community in a cost effective way. The 12 month pilot, which has run from 3 fire stations around the County¹⁶, has delivered significant benefits to a range of stakeholders including:

- Reduced patient transport times resulting in improved prognosis of those patients requiring speedy clinical intervention in hospital
- Increased availability of EMAS Dual Crewed Ambulances (DCA) enabling EMAS DCAs to attend more high acuity patients
- Provision of a cost effective method of meeting demand for the growing number of ambulance calls as the scheme builds on the existing fire co-responder infrastructure
- Improved patient care at the initial scene as a result of enhanced firefighter co-responder medical skills
- Strong support from service users with 95% of users rating the service as excellent or good
- Substantial returns of social value for the investment made which can be translated into real tangible financial savings
- Alignment with the national drive for closer collaboration between blue light services

Given its success and, assuming appropriate health funding can be identified, our proposal is that the JACP continues to operate from the 3 existing locations and is further expanded to 5 other fire stations around the County. The location of the additional fire stations would be selected on the basis of EMAS' priorities and the availability of the (on-call) retained duty system firefighters to undertake this activity.

Proposal 6 - Introduce a cost recovery process for attendance to Unwanted Fire Signals

Over time there has been a sustained increase in the installation of automatic fire alarm and detection systems in both commercial and domestic premises. Whilst the increase in these systems is welcomed from a public safety point of view, the rise in false alarms they generate is not.

Many false alarms go unnoticed by the fire service as the person managing the premises takes appropriate action, resulting in the fire service not being notified. Where the false alarm is not appropriately managed and the fire service is called, either directly or through an automated system, this is known as an Unwanted Fire Signal (UwFS).

¹⁴ Alford, Louth, Mablethorpe, North Somercotes, Skegness, Spilsby, Wainfleet fire station areas.

¹⁵ Boston, Donington, Holbeach, Kirton, Leverton, Long Sutton, Spalding fire station areas.

¹⁶ Long Sutton, Woodhall Spa and Stamford.

We have been taking steps to address the problem of UwFS for many years and over that time our actions have helped to reduce the number of false alarms. However, the figure remains relatively high and has started to rise again.

Historically we have not been able to recover the costs incurred through attending UwFS. However, following changes to the Fire and Rescue Services Act¹⁷ this is now possible and we may now charge for attendance to UwFS at non-domestic premises where there is a persistent problem due to automatic fire alarm and detection systems having malfunctioned or been incorrectly installed.

We recognise that most businesses take their premise management responsibilities seriously and we do not wish to place any additional burden on those organisations. It is those which are responsible for repeated UwFS, and thereby impose a significant burden on the fire service, that this proposal aims to target. By way of example, last year 13% of UwFS received were caused by as few as 25 premises.

We have established that the cost of attending an UwFS is approximately £250 plus VAT (based on staffing, vehicle, fuel and administrative costs). This is favourable in comparison with other fire services currently charging for attendance at UwFS¹⁸.

Based on our proposed policy¹⁹, last year there were 77 attendances that we could have made a charge for. This would have supported us to recover over £19,000. While the main aim of this proposal is to deter businesses from generating repeated UwFS, any cost recovery would be used to help offset the impact of future budget reductions within the Service.

Our proposal is to recover some of the costs that we incur by attending UwFS through a charge that would be levied against repeat offenders. To reassure responsible businesses that this will not generate an additional burden, following a false alarm we will work with the business and advise them on how to reduce further UwFS. It will only be where we continue to attend UwFS and the business fails to take reasonable measures to prevent them that we will look toward levying a charge.

Proposal 7 - Service Priorities for 2016/17

Based on our key service drivers and our assessment of community risks, we believe our Service priorities for 2016/17 should remain the same as last year, namely:

Operational Priorities

- Reduce fires and their consequences
- Reduce road traffic collisions and their consequences
- Improve health and wellbeing

Improvement Priorities

- Ensure our Retained Duty System remains fit for purpose
- Continue to enhance the effectiveness of our collaborative working
- Continue to develop our Information Communications Technology capability

Our proposal is to continue with these Service priorities through 2016/17.

¹⁷ Section 18C of the Fire and Rescue Services Act 2004 as amended by the Localism Act 2011.

¹⁸ London Fire Brigade & West Yorkshire Fire & Rescue Service.

¹⁹ Draft Fire Safety Guidance Note 11.

PART 5 - FEEDBACK – WE WANT TO HEAR WHAT YOU THINK

We would welcome your feedback on any of the proposals described in Part 4 of this document. If you would like to provide feedback the easiest way to do this is by completing the electronic feedback form available at www.lincolnshire.gov.uk/lfr

Alternatively you can request a paper copy of the feedback form by contacting Lincolnshire Fire and Rescue at:

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