

**Open Report on behalf of Acting Chief Fire Officer Nick Borrill**

Report to:	<b>Executive</b>
Date:	<b>6 September 2016</b>
Subject:	<b>Fire and Rescue Integrated Risk Management Planning - Results of Consultation 2016/17</b>
Decision Reference:	<b>I010919</b>
Key decision?	<b>Yes</b>

**Summary:**

The purpose of the report is to present the results of Lincolnshire Fire and Rescue's Integrated Risk Management Planning (IRMP) consultation for 2016/17. This year the Service consulted on the following proposals:

- A new IRMP Baseline Document for 2016 – 2020
- A potential savings option based on crewing changes at Lincoln South
- A reduction in the number of Rescue Support Units (RSU)
- The permanent relocation of an Aerial Ladder Platform to Boston
- Further development of the Joint Ambulance Conveyance Project
- The introduction of a cost recovery process for attendance to Unwanted Fire Signals
- Service Priorities for 2016/17

The consultation lasted for a period of 11 weeks and was made available, predominantly electronically, to a wide range of stakeholders including staff, partners, representative bodies and members of the community. A total of 322 feedback forms were received along with 22 separate written responses. In addition, a 5,337 signature petition against cuts to the fire service was submitted to the County Council along with an e-petition containing 417 names and 38 comments. The Service received one alternative savings option proposal from the Fire Brigades Union (FBU) for consideration.

**Recommendations:**

That Executive approve the following:

1. The new IRMP Baseline Document 2016 – 2020 in the form attached at Appendix A.
2. The proposal (as described in the IRMP Consultation Document at Appendix

B) for changes at the Lincoln South fire station not be implemented.

3. That the number of RSUs is not reduced at this time and options for alternative delivery of the RSU capability and potentially other specialist provision is considered. If appropriate this should be included in a future IRMP consultation.
4. The permanent relocation of an Aerial Ladder Platform to Boston.
5. Further development of the Joint Ambulance Conveyance Project. This includes maintaining the existing 3 locations and extending to another 5 assuming appropriate funding can be secured.
6. The introduction of a cost recovery process for attendance at Unwanted Fire Signals.
7. The Service priorities for 2016/17.
8. Delegation to the Chief Fire Officer in consultation with the Executive Councillor for Culture and Emergency Services of authority to take all decisions necessary to give effect to the above decisions.

**Alternatives Considered:**

During the consultation process, the Service received submissions from the public, staff and the representative bodies. In particular, the FBU presented a response that contained a number of issues for consideration. We reviewed this constructive feedback and recognised merit in exploring further. As a result we invited the FBU to explore with us a range of service delivery options.

A Joint Working Group was established to review these options, which has concluded with the development of a revised management proposal incorporating the findings of the group.

The revised proposal maintains a twenty four hour fire station within the City of Lincoln which will be crewed by 20 operational firefighters across 4 watches. It addresses the principal concerns raised during the consultation period around proposal 2, enabling current mobilisation times to be maintained at the Lincoln South fire station. The proposal includes changes to the duty systems at the other wholetime fire stations across the County and, to ensure resilience, is supported by changes to the duty systems of other staff groups. This has the overall effect of reducing wholetime duty system firefighter posts across the service by 12 compared with the 13 envisaged in the original proposal. It has been achieved through significant negotiation involving revised terms and conditions for staff.

It should be noted that under the proposed arrangements, fire engines crewed by wholetime duty personnel will respond to incidents with a crew of four on most occasions. Whilst this may limit the initial options available to the incident commander prior to the arrival of additional resources, crews are trained to

operate to a safe system of work. The proposal requires the continued support of the second fire engines at these locations and our network of (on-call) retained duty system crewed fire stations.

The staffing and operational changes necessary to implement the revised proposal can be effected under existing delegated powers. It is therefore proposed to make these changes and not to proceed with the original proposal set out in the IRMP consultation document.

The revised proposal, which provides an effective, efficient and balanced approach to service delivery, has been carefully considered against both the Service's requirements and the necessity to meet the savings target.

### **Reasons for Recommendations:**

1. The IRMP Baseline Document is an integral part of the Service's overall risk management planning process and will provide the foundation for effective planning to the year 2020.
2. The changes to Lincoln South as set out in the Alternatives Considered section will enable the savings target to be met with the least impact on front line service delivery, no additional capital expenditure and no adverse effect on the delivery of the Blue Light Collaboration Project. As a result it is not proposed that the changes set out in the IRMP Consultation Document are proceeded with.
3. Disposition of specialist resources such as those carried on the RSU can be reviewed in light of comments received and potential changes to national resources to ensure the most appropriate future delivery option.
4. Basing the Aerial Ladder Platform at Boston will improve the geographical cover across the County.
5. Continuing the Joint Ambulance Conveyance Project and increasing the number of fire stations with Fire Ambulances will help reduce the impact of cardiovascular related emergencies.
6. A cost recovery process for attendance at Unwanted Fire Signals will help to free up resources to deal with real emergencies, encourage businesses to take responsibility for the correct installation and maintenance of fire alarm systems and help to reduce the financial burden on the Fire Service.
7. Agreement of the annual Service priorities ensures the Service and members of the community have clarity on the key safety outcomes the Service is trying to achieve over the next 12 months.

## **1. Background**

The annual IRMP Consultation Document is the mechanism by which the Service consults on any new proposals which could impact on service delivery. It also provides an opportunity to feed back on progress from previous consultations. Key proposals included in the 2016/17 consultation were:

- A new IRMP Baseline Document for 2016 – 2020

- A potential savings option based on crewing changes at Lincoln South
- A reduction in the number of Rescue Support Units
- The permanent relocation of an Aerial Ladder Platform to Boston
- Further Development of the Joint Ambulance Conveyance Project
- The introduction of a cost recovery process for attendance to Unwanted Fire Signals
- Service Priorities for 2016/17

Each of these proposals is more fully described in the IRMP Consultation Document at Appendix B.

The consultation period lasted for 11 weeks and closed on the 16 May 2016. Stakeholders consulted included Lincolnshire Fire and Rescue (LFR) staff, representative bodies, partners and members of the public. Key methods of consultation included:

- Staff briefings
- Four public briefings (conducted at 3 locations)
- Lincolnshire Fire and Rescue website (1,849 visitors)
- Formal media briefings and interviews (BBC Radio Lincolnshire, Lincs FM, BBC Look North, ITV News, Lincolnshire Echo, The Lincolnite)
- Social media
- E-mail distribution to County councillors, District and Parish councils (via LALC), Involving Lincs and Healthwatch Lincolnshire

The consultation was formally considered at the Lincolnshire County Council (LCC) Community and Public Safety Scrutiny committee on 9<sup>th</sup> March 2016. Key points from the meeting are included at Appendix C. It was also considered by Lincoln City Council Community Leadership Scrutiny Committee on 12<sup>th</sup> May 2016. Comments from both committees are incorporated in this report as appropriate.

There was a good level of local media coverage around the consultation (10 stories in local papers, 11 mentions on the radio, 25 online stories and 5 TV mentions). Details will be available at [www.lincolnshire.gov.uk/lfr](http://www.lincolnshire.gov.uk/lfr). The proposals, particularly around the proposed savings option, were also drawn to the public's attention through activities undertaken by the 'Save Lincoln South Fire Station' campaign and the FBU. This included a:

- Public demonstration by the FBU outside the LCC offices on 20 May 2016
- Public demonstration by the FBU on Lincoln High Street on 9 April 2016
- Public demonstration at the site of the Lincoln public briefing on 11 April 2016

An e-petition on the LCC Website 'Save Lincoln South Fire Station' was supported with 417 signatures and 38 comments. The petition listed the following demands of the Council:

- No to Lincoln South Fire Station switching to Day Crewed meaning increased response times.
- No to the loss of 1 Rescue Support Unit.

- No to the permanent move of the Aerial Ladder Platform to Boston from Skegness.

A similar paper petition, led by the FBU and supported with 5,337 signatures, was submitted to the meeting of full Council on 20 May 2016 and referred to the Executive Councillor for Fire and Rescue. The Executive Councillor has decided to refer it to the Executive so it can be considered as part of this report prior to the Executive making their final decision on the recommended proposals. A transcript of the speech made by the spokesperson presenting the petition at Council is attached at Appendix D.

Of the responses received, respondents reported that they had heard about the consultation via the following means:

Fire and Rescue website	24%
Social Media	28%
Newspaper/ Radio	42%
Direct contact by Email	6%

There were also a small number of comments within the questionnaires that suggested other sources.

## 2. Feedback on Consultation

An improved level of feedback was received this year with a good number of responses. 77% of respondents provided their postcode. Of those, 71% were in Lincoln and surrounding villages, 7% in the Grantham area and less than 1% in the Skegness area. Most areas of the County were not well represented. This may relate to the relative proximity of the issues raised. The small percentage of representations from the Skegness and surrounding area was surprising given the nature of proposal 4 (location of the Aerial Ladder Platform).

The following is a demographic breakdown of responses received:

Member of Staff	16%
Member of the Public	72%
County Councillor	1%
District Councillor	1%
Parish Councillor	<1%
Public Sector Organisation	4%
Other	3%
Did not state	3%

Feedback on each of the main proposals is shown below. Given the number of individual comments these have been themed and a response provided as appropriate. The response aims to clarify some of the issues raised without replicating the detailed information presented in the main IRMP Consultation Document. Individual survey comments will be available at [www.lincolnshire.gov.uk/lfr](http://www.lincolnshire.gov.uk/lfr).

a. **Proposal 1 - Agree the IRMP Baseline Document 2016 – 2020**

The purpose of the IRMP Baseline Document is to outline Lincolnshire Fire and Rescue’s assessment of key risks and the strategies it will adopt to mitigate those risks. It is a core document covering at least a 3 year time span and is linked to the Service’s vision for the year 2020.

The consultation question was: *How do you feel about the proposed IRMP Baseline Document for 2016 – 2020?*

Of the 322 responses received the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
8%	22%	22%	48%

Key comments relating to this proposal focussed on the following themes:

- The budget reduction does not reflect growth in the County and therefore increases risk
- The scale and concurrency does not reflect the type of scenarios that could occur simultaneously
- Concerns for those living on the fringes of the County
- Concerns relating to cuts and consultation as a whole rather than the IRMP Baseline Document
- Concern that the document is written in terms that the public will not understand and does not specify how it will address risks
- Acknowledgement that it balances service delivery against risks

*Response:*

While responses to this proposal were, on the whole, unsupportive (70%) the result, evident from associated comments, appears to have been significantly influenced by the frustration around proposal 2 (the savings option) and the general financial and political climate rather than focusing on the Baseline Document itself. There was, however, some recognition of the balanced approach proposed and support for the document.

Concern was expressed around support for the communities on the fringes of the County although it is believed our more detailed planning and distribution of appliances and equipment takes account of this as far as is reasonably possible. Over recent years capability has been improved across all fire engines to ensure that our communities receive the best initial response possible in a timely manner. Clearly it is not cost effective to increase the number of specialist supporting vehicles and as such we aim to locate these at strategic points to best support response to risks across the County. It is also worthy of note that specialist supporting vehicles exist in our neighbouring counties and these are utilised where required. In planning the location of our resources we take the location of these vehicles into consideration.

Some concern was expressed around the reduction in budgets against a growing County and correlated this to an increase in risk. We accept that the proposal to change the Lincoln South duty system to the Lincoln Crewing System presents some increase in risk. However, we have little option than to work within the budget provided and believe this proposal represents the least impact on service delivery given the constraints imposed. The Council has made representation to Government in respect to reduced funding and has had some success in securing additional money. However, given the savings that must still be made the fire service is still expected to contribute.

Some comments were received around the style of the document and how it addressed the risks. It is important to recognise this is a strategic document and balance the ease of understanding against ensuring that there is sufficient detail. We believe that the document contains sufficient detail to be meaningful without over complicating matters. By way of example, to provide the breadth of scenarios that might reflect scale and concurrency as suggested would require a significant amount of detail and would not be overly helpful to most readers. In respect to further detail around how risks are addressed, this is covered in supporting Service Planning documents.

From the feedback, it is not clear whether the purpose of the document was fully understood with many of the comments received relating to the other proposals. The Baseline Document is a strategic document covering key risks and our general approach to reducing those risks. In light of this, it is recommended that this proposal is approved.

**b. Proposal 2 – Identify Potential Savings Options.**

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 impact on the way we deliver our front line service. Given the lead time to implement some of the potential options, we have had 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 consulted on this year to support anticipated savings was to change the wholetime crewing system at Lincoln South fire station. This 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 accommodation would need to be provided to support this option.

The consultation question was: *How do you feel about our proposals to change the duty system at Lincoln South fire station?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
6%	12%	7%	75%

Key comments relating to this proposal focussed on the following themes:

- General dissatisfaction with the proposal
- Concern that Lincoln fire cover needs to be maintained as it is a growing city with high rise, historic buildings and increasing congestion. Suggestion that the Council should use reserves to maintain the fire service
- Concern over increased response times to fires, Road Traffic Collisions (RTCs) and high risk premises such as hospitals
- Belief that the proposal places firefighters at greater risk
- Concern over lack of support from politicians (local and MPs) and that the public's views will not be listened to
- Concern that there were no options presented that can maintain the response standards
- Concern that Lincoln will be the only City without a round the clock response
- Belief that the proposal places an unreasonable burden on firefighter's families and that there is no alternative duty system for people that cannot work the Lincolnshire Crewing System
- Concerns over rest periods for firefighters on the Lincolnshire Crewing System. Belief that managers should be reduced and frontline services maintained
- Concern that congestion will prevent firefighters from getting to the station in 5 minutes and around the suitability of housing in the South Park area
- Belief that the proposal will cause increased staff sickness, low morale and diversity in the workforce
- Belief that Lincolnshire Crewing System will be overstretched in Lincoln
- Last year Lincoln South was quoted as mitigating risk in North Lincoln, how will that control measure be replaced
- Concerns over the effect on surrounding villages when their fire engines are not available
- Concern that no alternative options have been offered and the belief that there must be a better way of making the required savings such as: reducing managers, reducing bureaucracy, removing Lincoln based RDS crews, reducing 5 watches of 4, placing watch managers back on fire engines
- A better option than closing fire stations
- Need to align the fire service with a reducing risk profile and affordability

*Response:*

Whilst there was some acceptance that the proposal was reasonable in the difficult financial circumstances, the majority of responses (82%) were not in favour of the proposal.

Those dissatisfied clearly do not wish to accept slower response times, believing that this will lead to lost lives in both fires and road traffic collisions. Whilst loss of life is often not linked to attendance times it is accepted that a slower response may affect survivability on some occasions. It also follows that response to surrounding villages not supported by another fire station will likewise be affected.

A number of suggestions were offered in respect to saving money without the need to affect Lincoln South response times, such as cutting bureaucracy, reducing managers or other services such as PCSOs and traffic wardens. Senior manager numbers have already been significantly reduced and other measures within the Service's remit already made. Further cuts in other areas would affect the service provided in other ways which could have a greater affect than the proposal identified. Some suggestions made are not within our control and others, such as removing Lincoln's second fire engine, would have an adverse effect on resilience and mobilisation of specialist vehicles such as the Lincoln Aerial Ladder Platform. It would also not deliver the savings required. The Lincoln second fire engine has an average response time of 5 minutes 30 seconds.

Frustration was displayed due to not offering a range of options, as was the case last year, or providing the detail of cost savings being made by implementing the proposal. The difficulty with offering a range of options is that, given previous rounds of savings, the options are now very limited and other options that could have been suggested would have led to a significant reduction in service delivery. Alternative crewing options are equally problematic as there are limited options that can be implemented without agreement with the FBU, which cannot be guaranteed. The suggested approach of returning watch managers to ride fire engines may appear, on the surface, to resolve the savings issue. However, what it does not consider is the detrimental effects to managing the Service that this action would bring about, thereby resolving one issue and creating another.

Staff at Lincoln South Fire Station raised a number of concerns around the duty system being proposed in respect to the effect on their lives. Whilst the points raised are acknowledged, the duty system is in place at 7 other stations and operates effectively with some of the concerns being voiced not having materialised at the other 7 stations. Many of the concerns relate to the family friendliness of the duty system and this is a matter for each individual. For some it would be more problematic than others and it is likely that for some staff it will cause serious difficulties. The point raised around there no longer being an alternative duty system, whilst true, is to some extent a moot point, as the demand for transfer to the wholetime duty system has invariably exceeded demand, effectively meaning that those working the Lincoln crewing system have likewise had no real alternative. Further, on the point around diversity, in our recent wholetime recruitment campaign we did not encounter difficulties attracting female

applicants and have twice as many female firefighters working the Lincolnshire Crewing System than we have across both Lincoln stations.

Concerns raised over not consulting officers are unfounded. Whilst it is true that not all staff were engaged before the formal consultation was launched, all managers at Group Manager level and above were aware of the options being considered and able to contribute alternative suggestions prior to the consultation being made public. All staff have had the opportunity to provide comment as part of the formal consultation process.

Concerns raised over Lincoln being a growing city with historic and high rise buildings are noted as are the issues of traffic congestion. However, despite a slight increase recently, the longer term trend is that of reducing numbers of incidents. Improvements in building standards, technological advancements, highest ever ownership of smoke alarms and improving safety standards in vehicles have all played their part in driving this reduction along with many years of community and fire safety interventions. The increase in the number of homes does not appear to be driving an increase in risk or response although this will continue to be monitored. Further concern has been raised over premises such as hospitals and the effect these proposals will have on safety and evacuation. Hospitals have a high level of safety built in when constructed and have trained staff well versed in what to do in the event of a fire. Whilst occasionally fires do occur in hospitals, they are the subject of regulation and are required to conduct risk assessments and take appropriate control measures for any significant risk. Any increase in risk identified by this proposal must be addressed by the Trust. This is also the case for other businesses.

A point was raised around last year's IRMP proposal in respect to Lincoln South offsetting the change to the duty system at Lincoln North fire station. Clearly if the Lincoln South proposal is accepted this will not be possible and this will be less effective as a control measure. This is acknowledged in our acceptance that the proposal will lead to an increase in risk.

A further point was raised in respect to the response maps that were published further to last year's IRMP consultation with the suggestion that these should have been revisited in this consultation. For ease of use the response map already assumes an average turn out time of 2 minutes for all the wholtime stations, including the two Lincoln stations, which takes into account the slightly quicker times during the day and slower times at night (associated with the Lincolnshire Crewing stations). In reality using the slightly different night/day times makes little difference on the drive time map. This means that should this proposal be taken forward there would be no change to the existing response map.

A number of requests were received relating to how the Lincoln Crewing System works. For clarity, the system requires fire fighters to work a rotating pattern of 4 days on 4 days off, 4 days on 4 days off followed by 5 days on 3 days off. Between the hours of 07.30 and 18.30 fire fighters are required to be at their place of work. After 18.30 fire fighters working the system and on duty are required to provide close availability either in the accommodation provided by the Service or in their own accommodation. In the event of an emergency call, personnel are

required to respond to the fire station within 4 minutes and 30 seconds. Those personnel who choose to live locally are free to spend their on-call time at home providing they maintain their availability. Those who choose not to live locally are offered provided accommodation close to the station which consists of 6 en-suite bedrooms, a communal kitchen, a lounge area and conservatory. During the evening time those who use Service accommodation are free to invite their families to spend time with them in the provided accommodation. The system provides enough flexibility for firefighters to either live within the catchment area or utilise the provided accommodation at no costs to themselves. Concern over congestion affecting the ability for firefighters to respond in a timely fashion has been considered. Our experience is that generally there is little congestion between the hours of 18:30 and 07:30 in the area where firefighters might wish to reside.

A range of comments were made around whether the Lincolnshire Crewing System was an appropriate crewing system for Lincoln South given the greater number of calls attended. Reference has also been made to safety, in respect to crews becoming over tired and drivers of fire engines being expected to work excessive hours and thus putting the public at risk whilst attending incidents. We believe that the number of calls attended by Lincoln South is not excessive and the Service has standard measures in place to ensure that crews do not pose a risk to themselves or others by becoming overly tired.

Comments have been logged that suggest that the Council should utilise its reserves to support maintaining the fire service. The Council's current financial strategy is to maintain the general reserve within a range of 2.5% to 3.5% of the Council's total budget. On an annual basis the Council reviews the financial risks it is facing when considering the level at which general reserves should be set at. This review was considered by the Overview and Scrutiny Management Committee in January 2016 and identified risks in excess of the 3.5% upper limit. The general reserve is meant for emergencies only, rather than meeting the costs of day to day expenditure. The Council has also set aside funding in the Financial Volatility Reserve to help smooth the effect of funding reductions in 2016/17 and future financial periods. The Financial Volatility Reserve has been drawn on heavily both last year and in the current year to support the Council's budget. Whilst the Council has not published its budget for 2017/18 and beyond it is expected that the remaining funding from that reserve will be exhausted next year in generally supporting the Council's budget. Unfortunately, the use of reserves is only time limited and does not prevent the need to make the significant budget savings.

To meet the Service's savings target the original intention, assuming the proposal was agreed, was to implement the changes by summer 2017. However, in light of developments around the Blue Light Collaboration project it is unlikely this timeframe could be met. This would impact directly on the Service's ability to meet its current savings profile.

Given the above comments and the viability of the alternative proposal presented, which is more fully described in the Alternatives Considered section of this Report, it is recommended that proposal 2, as currently described, is not taken forward.

### c. **Proposal 3 – Reduce the number of Rescue Support Units**

At present the Service has 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. Given the utilisation rate and the fact that some of the specialist equipment on the RSU is now available on front line fire engines, 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 consultation question was: *At present we have 2 Rescue Support Units (RSU) which are mobilised to support more complex incidents. These are located at Grantham and North Lincoln fire stations. This proposal would see the number of RSUs reduced from 2 to 1 and relocated to ensure operational efficiency and effectiveness. How do you feel about this proposal?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
10%	21%	22%	47%

Key comments relating to this proposal focussed on the following themes:

- Concern that there will be an increase in travel distance and therefore response times which will increase risk to life
- Suggestion to continue to maintain 2 RSUs due to concerns over resilience, should 2 incidents occur simultaneously
- Concern that the proposed location is not where it will be most used
- How can reducing to 1 RSU improve efficiency & effectiveness
- Relocate centrally at Sleaford
- Local risks suggest there is a need for an RSU at Grantham
- Misconception over what the RSU is for and that it is available for national deployment
- Consider replacing both with more appropriate or better equipped alternative
- The RSUs need to be better equipped
- Is there a requirement for any at all if most equipment is now available on fire engines
- Support but give crews losing the RSU another capability instead

*Response:*

There was a good range of responses to this question, some displaying support, but most in opposition (69%). There was also a degree of confusion around the purpose of the RSU. For clarity, the RSU is a support vehicle providing additional or specialist equipment to assist firefighters to resolve more complex or less

common incidents. The RSUs are always mobilised to support one or more fire engines at an incident and not mobilised alone. The main areas supported are:

- Road traffic collisions
- Animal Rescue
- Water Rescue
- Hazardous materials and environmental protection
- Breathing apparatus support

A number of respondents cited operational risks and felt that the presence of these risks justified maintaining both RSUs. Some felt that more equipment should be placed on the vehicles in order to justify or increase their use and others felt that both should be replaced with a more appropriate alternative.

Since the introduction of the RSUs a number of enhancements have taken place across the Service and these enhancements have had the effect of reducing the rate of utilisation of the vehicles. In 2014/15 the RSUs were mobilised to a total of 74 incidents. Of these, the vehicle only attended on 57% of occasions and equipment carried on these vehicles was only utilised on 25 occasions. The enhancements referred to above include:

- The introduction of heavy rescue equipment at Sleaford
- The upgrade of hydraulic rescue equipment on all first line fire engines
- The introduction of swift water rescue teams at Boston, Gainsborough, Lincoln, Louth, Sleaford and Spalding
- The introduction of animal rescue equipment at Corby Glen, Lincoln, Louth, Sleaford and Spalding
- The Introduction of rope rescue teams at Skegness and Sleaford
- The introduction of a mass decontamination facility at Lincoln

There was clear concern over how one RSU could be considered as a resilient arrangement and what would happen where 2 were required to be mobilised simultaneously when only one remained. There was also a concern that if the RSU was deployed nationally that there would be no resource remaining within the County. In respect to these concerns it is clear that one unit is less resilient than two but in light of the above enhancements and rates of utilisation the likelihood is low and similar capability exists in our bordering fire services which can be mobilised into the County when required.

A further concern surrounded turnout times particularly in the Grantham area if the proposals were to be put in place with a belief that this would put lives at risk. Again, the RSU is a supporting vehicle and fire crews will be in attendance and conducting early intervention whilst awaiting arrival of that support.

In light of potential changes to national assets (ie Incident Response Unit<sup>1</sup>) and the comments received, it is recommended that this proposal is not taken forward at this time. The disposition of specialist resources, including those carried on the

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<sup>1</sup> The Incident Response Unit provides facilities for mass decontamination, firefighter decontamination, gas tight suits and re-clothing packs .

RSU, will be further reviewed when more details around specialist national assets are available.

**d. Proposal 4 – Aerial Ladder Platform Permanently Stationed at Boston**

In June 2013 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.

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.

The consultation question was: *In 2013 we replaced 3 Hydraulic Platforms with 2 Aerial Ladder Platforms (ALP) and agreed that one would be located at Boston during the winter and Skegness during the summer. This proposal would see this ALP being permanently located at Boston providing improved geographical cover. How do you feel about this proposal?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
15%	34%	19%	32%

Key comments relating to this proposal focussed on the following themes:

- Belief that the proposal will risk lives in Skegness during the summer
- Hotel risk justifies keeping the ALP at Skegness in the summer
- Concerns over rescuing people from higher floors of hotels etc
- Concern over the ability to crew all year round at Boston and provide relief crews when required
- Concern for staff morale at the station where the ALP is no longer based
- Lack of understanding around the proposal including the misconception that the proposal is around cost savings or reducing the ALPs to one
- Belief that we should maintain 3 ALPs
- Proposal makes sense as Boston is more central
- Training will be improved by leaving the ALP in one place
- Need to keep under review in case of future demographic changes

*Response:*

Almost a half of respondents (49%) supported relocating the ALP to improve geographical cover, many clearly identifying the benefit to the County as a whole. Some questioned the reason for locating the ALP at Boston. The reason for this was explained in the earlier IRMP consultation (when considering reducing from 3 hydraulic platforms to 2 ALPs) which considered the risk and locations of other

high reach appliances in neighbouring Fire and Rescue service areas. A drive time mapping exercise was completed to evidence that this historic location remained appropriate. This exercise has been reviewed and Boston remains an appropriate location.

It was clear, however, there remains a belief there is an increased risk in the Skegness area during summer months due to the number of hotels and increased population and the proposal will therefore increase risk to life during that period. Whilst there is an increased population and the hotels will have higher occupancy levels over this period, it does not follow that the risk to occupants in hotels is significantly increased. There is a key difference between the levels of safety that are built into hotel premises when compared to dwellings and other holiday accommodation such as caravans. Hotels are designed to allow residents to escape in case of fire using the protected exit routes provided and are installed with fire warning systems to alert occupants in the early stages of a fire. This supports their safe evacuation. A campaign in the Skegness area over a period of 2 years focused on bringing the fire warning systems in hotels up to modern standards and this campaign saw major improvements in the protection afforded as some hotels had previously been fitted only with basic equipment. Our local fire safety officers also continue to audit the standards of hotels in the area and, whilst not having found any significant issues, have the power to resolve concerns should they be identified. This has helped maintain the risk in hotels at an acceptable level and supports the fact there have been no requirements to use an ALP to perform rescues from hotels since their introduction. In respect to the summer months, during 15/16 the ALP was mobilised to Skegness on 2 occasions whereas it was mobilised to Boston on 4 occasions.

A further theme involved concern over the ability to crew the ALP at Boston. Clearly it is important that sufficient skilled operators are available and we will endeavour to ensure that there are sufficient personnel and that they are appropriately trained.

Given the comments received, the current level of risk and the potential improvement in geographic cover it is recommended that this proposal is approved. As with all our response capabilities we will continue to keep the location of the ALP under review to reflect any demographic changes and consequent change in risk.

**e. Proposal 5 – Further Develop the Joint Ambulance Conveyance Project**

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 County, has delivered significant benefits to a range of stakeholders.

Given its success and, assuming appropriate health funding can be identified, our proposal is that the Joint Ambulance Conveyance Project (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.

The consultation question was: *How do you feel about our proposal for the Joint Ambulance Conveyance Project to continue to operate from the 3 existing locations, and to expand it to 5 other fire stations around the County?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
30%	37%	14%	19%

Key comments relating to this proposal focussed on the following themes:

- Unconditional support
- Support, as seen as a way of improving patient outcomes
- Support, as seen to improve stretched ambulance Services
- Support for increasing the mobilising criteria for the service
- Support where it helps to maintain the fire service
- Support provided it is not funded through cuts to fire cover
- Preference for a better funded ambulance service
- Concern that fire and ambulance services are not receiving sufficient government funding
- Concerns that the fire service is propping up or diluting the ambulance service and supporting EMAS targets
- Concerns over reductions in local fire cover whilst conducting this activity
- Concerns that fire service cannot crew fire engines let alone ambulances
- Concern that merging services will confuse public and staff
- Concern, as would not want firefighters when in need of an ambulance
- Misconception that firefighters will be performing a paramedic's role
- Concern over care standards. Training needs to be high quality, tested and maintained
- Concern that the proposal will increase training costs
- What will happen if no funding is secured
- Complete rejection

*Response:*

Responses to this proposal were generally supportive (67%). Some respondents were of the opinion that the fire service should not be engaged in activities of this nature and alternatively the ambulance service should be enhanced. However, others could see the benefits of the local fire crew providing a broader range of support activities in the community and therefore fully support the proposal.

It is important to state that the driver for this activity is to support the health and wellbeing of our communities. Conducting this activity and the wider co-responder activity clearly increases the value that the fire station offers to the community. This was recognised and supported.

Funding was a concern to many, with a clear expectation that this proposal should not be funded from existing fire budgets. We are clear that this initiative will only continue if funded through the appropriate health channels. Funding for the project to date has been through a Government transformation grant.

Concern was raised around availability of fire cover whilst crews were engaged in the activity. This has been closely observed throughout the trial where there were no fire specific incidents missed by the 3 pilot stations due to JACP activity. If the fire engine had been unavailable to attend such an incident then the next nearest fire engine would have been mobilised as is currently the case. We will continue to monitor this and seek to ensure that there are sufficient personnel available to support both this activity and availability of the fire engine.

Some concern was evident around the competence of fire crews to conduct this activity. All crews involved in JACP have undertaken specific additional medical training provided by LIVES and EMAS. LIVES also provide the necessary clinical governance for the project. There is no intent to merge services or to train firefighters to be paramedics.

In light of the positive responses and the potential for enhanced ambulance provision within the County it is recommended this proposal is approved.

**f. 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, this is known as an Unwanted Fire Signal (UwFS).

The proposal was to recover some of the costs that we incur by attending UwFS through a charge that would be levied against repeat offenders where we continue to attend UwFS and the business fails to take reasonable measures to prevent them.

The consultation question was: *How do you feel about our proposal to put in place measures to recover costs incurred through attendance at false alarms caused by Unwanted Fire Signals?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
42%	33%	11%	14%

Key comments relating to this proposal focussed on the following themes:

- General support
- Support if saves the Service money
- Support provided that businesses are aware of costs in advance
- Should target all non-emergencies including hoax calls for cost recovery
- Should not charge if with good intent
- Should recover unrecovered costs through business rates
- False alarms give crews the opportunity to check fire safety measures and familiarise with premises layout
- Education is better than fines
- Concern over practicalities of implementation and administration costs
- Concern that purpose is to generate income to offset cuts and that it will do little to resolve the issue
- Concern that lives will be put at risk due to businesses not calling the fire service, not installing or isolating fire detectors or alarm systems
- Concern that lives will be put at risk due to businesses not employing alarm monitoring services

*Response:*

Whilst the proposal received general support (75%), there were a number of legitimate safety concerns identified. In drafting our proposed policy around charging for false alarms these matters were all carefully considered and sufficient checks and balances have been put in place to minimise the risk of those concerns being realised.

Concerns around the cost of implementing and administering the proposal outweighing the benefits are unfounded. Without such an option the only approach to resolving the issue is through formal enforcement measures and ultimately prosecution. This is far less cost effective than imposing a charge on persistent offenders. We also feel that it is inappropriate to penalise all businesses for the failings of the minority which rules out concepts such as offsetting costs through business rates.

It has been suggested that the intent is to generate income to offset cuts. This is not the case. If this was the intent all false alarms that we are able to charge for would be targeted. To do this would likely lead to some of the safety concerns cited being realised.

Suggestions were made that we should extend charging to a wider range of calls that we attend. Whilst this may, in some cases, be an attractive option, the legislation governing fire services is specific around charging, thus limiting our options. It is only recently that fire services have been able to charge in the way proposed.

In respect to fire crews familiarising themselves with premises through the attendance at false alarms, by reducing time spent attending false alarms we increase the time available for our wholtime crews to carry out prevention and

protection activities. This will lead to safer communities and enable crews to visit a greater number of premises rather than the same ones on multiple occasions.

Given the positive support and the perceived benefits it is recommended that this proposal is approved.

**g. Proposal 7 – Service Priorities for 2016/17**

This proposal considered our operational and improvement priorities for 2016/17. These were as follows:

**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

The consultation question was: *How do you feel about the proposed Service priorities for 2016/17?*

Of the 322 responses received, the results were as follows:

<b>Very positive</b>	<b>Reasonably positive</b>	<b>Reasonably negative</b>	<b>Very negative</b>
14%	26%	24%	36%

Key comments relating to this proposal focussed on the following themes:

- Concerned how it will be possible to deliver with reduced budgets or with the proposed changes in place
- Contradicts the savings proposal
- Is the Service moving away from supporting children & young people in preference for health & wellbeing
- Suggestion to increase RDS response times where it is hard to recruit staff
- RDS requires a better method of pay to secure recruitment
- General support

*Response:*

There was a reasonable level of support (40%) for the Service priorities, however concern was expressed over how achievable they were given the reduced budgets and other proposals in the consultation document. Whilst it is accepted that reduced budgets will make it harder to achieve our objectives, some comfort should be drawn from the Baseline Document which demonstrates a clear intent to

maintain a balanced service, thus allowing the preventative work that supports the operational priorities to continue.

As regards the improvement priorities, collaborative working and improved ICT capability will support more efficient working which is expected to mitigate the effect of reduced budgets to some extent.

Given the importance of the Retained Duty System in providing an effective fire service to our communities it is clear that we must strive to ensure it remains fit for purpose. Over the last year a significant amount of work has been completed in pursuit of this goal and the outcome of this is currently being considered.

Finally, we are not seeking to move away from working with young people and children. However, maintaining our existing provision is becoming more difficult as much of this work is grant funded. Given the general reduction in public sector funding, supporting those activities has become increasingly difficult and may cause some activities to cease in future. With respect to health and wellbeing, we consider that our workforce is well placed to provide additional support within the communities they serve.

The main concerns over this proposal were around the Service's ability to deliver them given potential budget reductions. Notwithstanding this, it is assessed they reflect our key priority areas and, as such, it is recommended they are approved.

### **3. General**

The consultation response form offered an opportunity to make any other comments around the consultation. Comments received focussed on the following themes:

- General opposition to cuts particularly to front line services
- Some views around risk to the communities if certain options are adopted
- Other ways of making savings including reducing pay, conditions, allowances, reducing money spent on contractors, charging for services, and raising council tax
- Making changes by reshaping the Service including reducing managers, removing 2<sup>nd</sup> fire engines, removing RDS crews from WDS stations and closing the least effective fire stations
- Viewpoints around efficiencies from integration of emergency services and sharing of estate
- General views around the consultation process, documents and ease of website access along with a belief by some that the public's view would not be properly considered
- Frustration over lack of information about savings not being consulted on and lack of options offered
- Disappointment over number of consultation events and elected member presence

*Response:*

Many of the general comments recorded were repeated from other questions and have therefore been addressed in the previous sections.

There were a few comments which suggested that the consultation was not easy to find on the website. This was investigated and, despite being easy to find through internet and LCC website searches, a number of minor changes were made in order to make accessibility as easy as possible. Some comments were also made in respect to the adequacy of the Equality Impact Assessment (EIA). On receiving these comments the EIA was reviewed in consultation with 2 Lincoln South fire crews and re-published.

The choice of public consultation event venues was questioned. When considering the venues we have looked to ensure that there has been a reasonable geographical spread across the County to ensure accessibility whilst concentrating on the communities that are likely to be most affected by our proposals. We agreed to present to parish and town councils and business groups on request.

A view was held by a number of respondents that the consultation document lacked information and a view was held by others that it was too complex. There are many ways in which a consultation document can be written and a balance has to be achieved. There was a call for more information around plans for collaborative working, particularly around sharing of premises. This information was not included in the document as it did not form part of the specific consultation.

Further alternative approaches to savings were outlined. A number of these related to the removal of second fire engines and closure of fire stations. These options were considered but not favoured at this stage on the basis that the second fire engines provide resilience for the wholtime duty system stations and closing fire stations would clearly also increase risk as the number of stations that would have to close to make comparable savings is significant.

#### **4. Legal Issues**

##### ***Equality Act 2010***

The Council's duty under the Equality Act 2010 needs to be taken into account by the Executive when coming to a decision.

The Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it: Equality Act 2010 section

149(1). The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation: section 149(7).

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in this section may involve treating some persons more favourably than others.

A reference to conduct that is prohibited by or under this Act includes a reference to:

- (a) A breach of an equality clause or rule
- (b) A breach of a non-discrimination rule

It is important that the Executive is aware of the special duties the Council owes to persons who have a protected characteristic as the duty cannot be delegated and must be discharged by the Executive. The duty applies to all decisions taken by public bodies including policy decisions and decisions on individual cases and includes this decision.

To discharge the statutory duty the Executive must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

An impact analysis has been undertaken and is attached at Appendix E.

The potential for negative impacts was identified from the proposal for changes in the operation of Lincoln South Fire Station. Those changes and the perceived

impact are set out in the impact analysis. The recommendation is now not to proceed with those changes and the service from Lincoln South Fire Station will not now change, in particular there will be no impact on response times and the proposed changes to staffing arrangements would not now be pursued. There is not therefore considered to be any negative impacts on people with a protected characteristic from the adoption of recommendation 2.

The potential impact of the other proposals and the Service Priorities on people with a protected characteristic is generally assessed to be neutral. The potential impact of maintaining and extending the JACP project is assessed to be positive.

### ***Child Poverty Strategy***

The Council is under a duty in the exercise of its functions to have regard to its Child Poverty Strategy. Child poverty is one of the key risk factors that can negatively influence a child's life chances. Children that live in poverty are at greater risk of social exclusion which, in turn, can lead to poor outcomes for the individual and for society as a whole.

In Lincolnshire we consider that poverty is not only a matter of having limited financial resources but that it is also about the ability of families to access the means of lifting themselves out of poverty and of having the aspiration to do so. The following four key strategic themes form the basis of Lincolnshire's Child Poverty strategy: Economic Poverty, Poverty of Access, Poverty of Aspiration and Best Use of Resources.

The Strategy has been taken into account in this instance and it is assessed that there are no direct implications resulting from the proposals.

### ***Health & Wellbeing Strategy***

The Council is also required to have regard to the Joint Health and Wellbeing Strategy and the Joint Strategic Needs Analysis on which it is based.

The Lincolnshire Health & Well Being Strategy includes five main themes, with an additional theme of "mental health" running throughout the document. This Report supports the theme of '*Delivering high quality systematic care for major causes of ill health and disability*' in that the continuation of the JACP project and potential increase in the number of fire stations which provide a JACP service will help to reduce mortality from cardiovascular diseases.

### ***Crime and Disorder***

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

These issues have been considered and the proposals in this Report are not considered to have any direct impact on such matters.

## **5. Conclusion**

The consultation included a variety of proposals impacting both positively and negatively on service delivery. The public responded supportively to proposal 5 (development of the JACP) and proposal 6 (introducing a cost recovery process for UwFS). Responses to proposal 4 (permanently stationing the ALP at Boston) were fairly balanced with views depending to some extent on the interests of the respondent. Views in respect to proposal 1 (agree new IRMP baseline Document) and proposal 7 (Service priorities) appeared to be significantly influenced by concern over cuts and the perceived effects of proposal 2 (changes to the crewing system at Lincoln South).

In general there was a considerable level of dissatisfaction expressed during the consultation, the majority of those responding being strongly opposed to further cuts to the fire service and specifically proposal 2 (changes to the crewing system at Lincoln South). In respect to proposal 2, a joint working group was established to consider alternative options. The outcome of this group was an alternative proposal which is considered viable and it is therefore recommended that the original proposal is not taken forward.

The level of consultation conducted was considered proportionate to the proposals being made. A marked increase in the number of responses was noted this year.

### **6. Legal Comments:**

The Council has the power to proceed in accordance with the recommendations. In particular the Council as Fire and Rescue Authority has power to recover the costs of responding to unwanted fire signals under section 18A to 18C of the Fire and Rescue Services Act 2004

The decision is consistent with the Policy Framework and within the remit of the Executive if it is within the budget.

### **7. Resource Comments:**

The Revised IRMP will enable the Service to deliver its savings targets.

## **8. Consultation**

### **a) Has Local Member Been Consulted?**

Yes

## b) Has Executive Councillor Been Consulted?

Yes

## c) Scrutiny Comments

The Community and Public Safety Scrutiny Committee met on 9<sup>th</sup> March 2016 to consider the Integrated Risk Management Planning Consultation proposal. Members of the Committee made the comments attached at Appendix C.

The Community and Public Safety Scrutiny Committee met on 26<sup>th</sup> July 2016 to consider the results of the Integrated Risk Management Planning Consultation. Members of the Committee made the following comments:

[To be included further to Scrutiny Committee meeting]

## d) Policy Proofing Actions Required

Considered as part of the Equality Impact Assessment (see appendix E).

## 9. Appendices

These are listed below and attached at the back of the report	
Appendix A	Integrated Risk Management Planning Baseline Document 2016-2020
Appendix B	Integrated Risk Management Planning Consultation Document 2016 - 2017
Appendix C	Comments from LCC Community and Public Safety Scrutiny Committee - 9 March 2016
Appendix D	Transcript of speech made by petition spokesperson
Appendix E	Equality Impact Assessment

## 10. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Integrated Risk Management Planning Consultation Document 2016-2017	LFR website at: <a href="http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/planning-and-performance/service-planning/120199.article">http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/planning-and-performance/service-planning/120199.article</a>

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*PREVENTING PROTECTING RESPONDING*

**LINCOLNSHIRE FIRE AND RESCUE**

*INTEGRATED RISK  
MANAGEMENT PLANNING*

*DRAFT BASELINE DOCUMENT 3  
2016 - 2020*

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**INTEGRATED RISK MANAGEMENT PLANNING  
BASELINE DOCUMENT 3  
2016 - 2020**

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17.	Strategies for Reducing Risk
	• Planning Strategy
	• Prevention Strategy
	• Protection Strategy
	• Response Strategy
	• Resourcing Strategy
Annex A	Lincolnshire Fire and Rescue - a Vision for 2020
Annex B	Summary of Key Risks and Strategies

**Document Control**

Version	Release Date	Comments
1.0	Sep 15	Initial draft
1.2	Jan 16	Second draft
1.7	Feb 16	Final draft

# INTEGRATED RISK MANAGEMENT PLANNING

## BASELINE DOCUMENT 3

2016 - 2020

### INTRODUCTION

1. Integrated Risk Management Planning (IRMP) is a holistic and flexible process that enables Fire and Rescue Authorities (FRAs) to identify, measure and mitigate the social and economic impact of fires and other emergencies. Its application helps to ensure we are well positioned to meet the duties and responsibilities placed on us by Government and deliver services to our communities which are properly focused on reducing risks.

### PURPOSE

2. The purpose of this IRMP Baseline Document is to outline Lincolnshire Fire and Rescue's assessment of key risks over the next 4 years and the strategies we will adopt to mitigate those risks. It forms part of our overall IRMP process and provides the foundation on which to develop further detailed plans ensuring we can fulfil our mission *'to make our communities safer, healthier and more resilient'* in order to improve wellbeing.

### IRMP PROCESS

3. The stages of our IRMP process are shown in figure 1 with a fuller

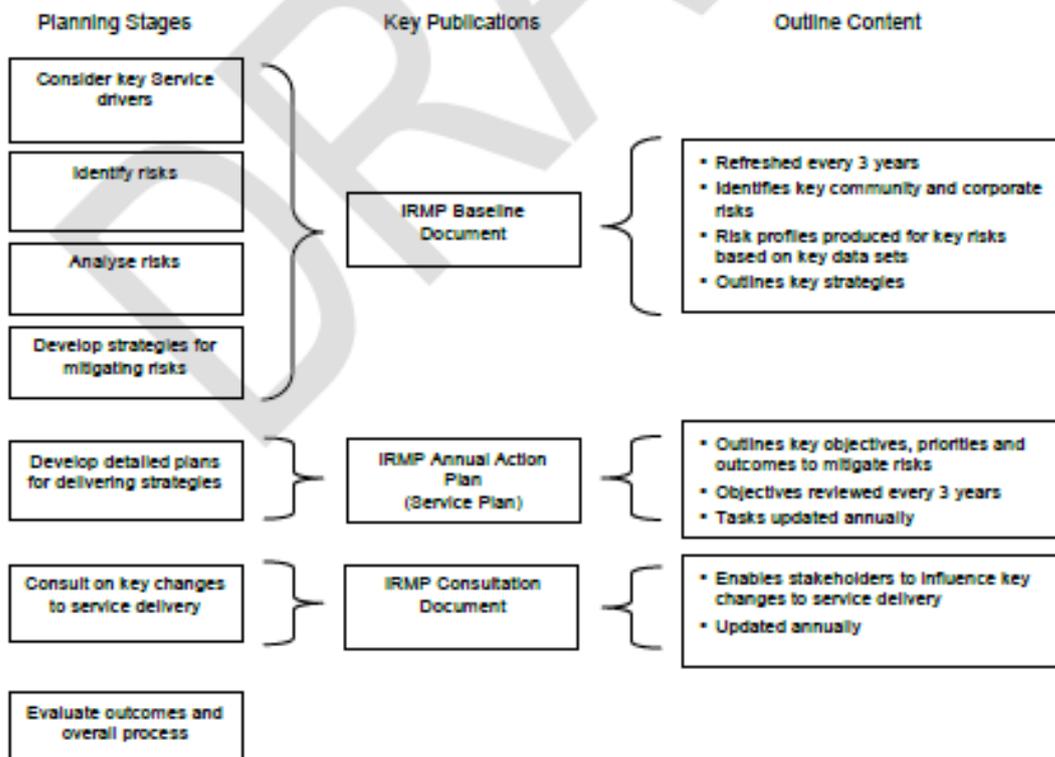


Figure 1 – IRMP Planning Stages

explanation of each stage provided in the following pages. The outputs of the process are captured in 3 key planning publications as follows:

- a. IRMP Baseline Document (this document) - The IRMP Baseline Document covers a period of at least 3 years. It identifies our key risks, describes how we analyse those risks and outlines the key strategies for mitigating those risks.
- b. Annual Service Plan - The Service Plan provides the detail on how we deliver our strategies. It outlines our key objectives, outcomes and priorities and is the mechanism by which we manage our performance. It is refreshed annually with a major review being conducted in line with the IRMP Baseline Document.
- c. IRMP Consultation Document - The IRMP Consultation Document allows us to seek the views and opinions of our stakeholders on any proposed key changes to service delivery.

#### LINKING IN WITH OUR VISION

4. While our mission is about 'what we do' our vision is all about 'where we want to be' in the future. Having a clear understanding of our vision enables us to shape the Service to meet future challenges, ensuring it remains fit for purpose. Our vision for 2020 is for *'a Lincolnshire which is safe and in which Fire and Rescue plays a key role in helping everyone to find and enjoy the Lifestyle that suits them best'*<sup>1</sup>. It supports the County Council's current vision as described in their business plan and will be reviewed during the next planning cycle to ensure relevance is maintained. What our vision looks like and the key differences we are aiming to make are described in more detail at Annex A.

5. Delivery of our vision will be achieved through a staged approach as indicated in figure 2. Our strategy for each stage is captured in the relevant IRMP Baseline Document with this document describing our strategy for Stage 3.

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<sup>1</sup> Designed to support the wider County vision as agreed in 2008 by a range of partner organisations.

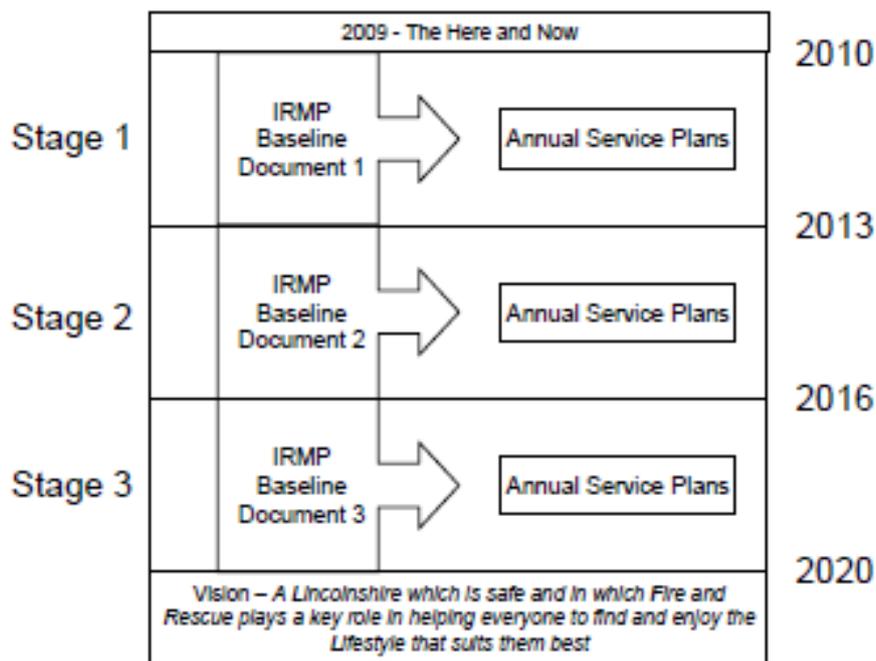


Figure 2 – Planning Framework for 2020 Vision

## THE COUNTY

6. Lincolnshire is the fourth largest county in England covering 5,921 square kilometres. The County is classified as one of the most rural in England by the Department for Environment, Food and Rural Affairs (DEFRA). Five of the 7 Local Authority Districts in Lincolnshire are classified as either 'mainly' or 'largely' rural, with Boston being classified as 'urban with significant rural' and Lincoln as 'urban with city and town'<sup>2</sup>.

7. Estimates for 2014 place the County population at 731,500, an increase of 8.8% since 2004. Current projections suggest the population will increase by 10% by 2027. Notwithstanding this, population density remains low with 124 people per square kilometre compared with an average for England of 417 people per square kilometre.

8. Not only is the population increasing but it is also ageing with the proportion of people age 65 and over projected to increase from 22% in 2012 to 31% in 2037. The proportion of people over 75 years of age is predicted to increase by 101% over the same period. Further information about the County can be found on the Lincolnshire Research Observatory website<sup>3</sup>.

<sup>2</sup> Further information on rural-urban classifications can be found at [www.gov.uk](http://www.gov.uk).

<sup>3</sup> See [www.research-lincs.org.uk](http://www.research-lincs.org.uk).

## SERVICE DRIVERS

9. There are a number of key drivers for the Service, some of which are statutory, which impact on our risks and therefore influence how we deliver our service. Our primary drivers include:

Key Driver	What it covers
Fire and Rescue Services Act 2004	Outlines the statutory responsibilities for Fire and Rescue Services (FRSs) including the requirement to make provision for the extinguishing of fires, protection of life and property from fire, promote fire safety, rescue people from road traffic collisions and respond to other emergencies such as flooding and terrorist attacks.
Fire and Rescue National Framework for England <sup>4</sup>	Sets out the Government's strategic priorities and objectives for the Fire and Rescue Service.
Regulatory Reform (Fire Safety) Order 2005	Applies to all non-domestic premises in England and Wales and requires all responsible persons in those premises to carry out a fire risk assessment and implement and maintain a fire management plan. FRSs are responsible for the enforcement of this legislation.
Civil Contingencies Act 2004	Lays down duties for specified Category 1 responders, including FRAs, to assess, plan and advise in relation to emergencies. Includes the requirement to produce a Community Risk Register <sup>5</sup> under the direction of the Local Resilience Forum.
Fire and Rescue Services (Emergencies) (England) Order 2007	Makes it mandatory for FRS to: make provision for decontaminating people following the release of chemical, biological, radiological or nuclear (CBRN) substances; make provision for freeing people from collapsed structures and non-road transport wreckages; use, on request, specialist CBRN or Urban Search and Rescue resources outside their own areas.
Cabinet Office National Risk Register of Civil Emergencies	Provides the public version of the Government's assessment of the most significant emergencies that the UK could face over the next 5 years.
Lincolnshire County Council's Business Plan	Sets out how the Council uses its resources to deliver its priorities.
Joint Health and Wellbeing Strategy for Lincolnshire 2013 - 2018	Informs decisions about health and social care services in the County identifying the 5 health and wellbeing priorities based on the Joint Strategic Needs Assessment.
Health and Safety at Work etc Act 1974	Places a duty on all employers to ensure, so far as it is reasonable practicable, the health, safety and welfare at work of all employees.
Fire and Rescue Equality and Diversity Strategy 2008 - 2018	Requires action by FRAs on Equality and Diversity in 5 priority areas: leadership, accountability, workforce diversity, service delivery and evaluation and dissemination of good practice.
European Working Time Directive	Implemented through the Working Time Regulations (1998) it provides direction on organisation of working time.

Analysis of these drivers allows us to determine the key risks and responsibilities for the Service. These are described in the following section.

<sup>4</sup> Department for Communities and Local Government dated Jul 12.

<sup>5</sup> Community Risk Register for Lincolnshire 2012-2015.

## KEY RISKS

10. As a result of examining the above influences we have identified 2 broad categories of risk, community and corporate risks.

- a. **Community Risks.** We have classified community risks as those risks to life, property or the environment that, as a fire and rescue service, we can help to mitigate. Our key community risks are shown below:

Community Risks <sup>6</sup>	
1	Fires
2	Road traffic collisions
3	Anti-social behaviour
4	East coast flooding
5	Inland flooding
6	Medical emergencies
7	Environmental pollution and major accidents <sup>7</sup>
8	Severe weather <sup>8</sup>
9	Chemical, Biological, Radiological, Nuclear and terrorist related incidents

- b. **Corporate Risks.** We have classified corporate risks as those risks which have the potential to impact on the Service internally preventing us from conducting our business effectively. Our key corporate risks are shown below.

Corporate Risks <sup>6</sup>	
1	Failure to maintain and develop the competencies and skills of the workforce
2	Failure to maintain adequate Equality and Diversity policies
3	Failure to maintain an appropriately structured workforce
4	Failure to ensure effective financial and performance management in the planning and delivery of Service activities
5	Failure to ensure appropriate Safeguarding procedures are in place
6	Failure to respond to a major disruption of service <sup>9</sup>
7	Failure to manage and discharge Health and Safety responsibilities effectively
8	Failure to communicate and consult with all internal and external stakeholders
9	Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-Service and inter-agency operations

## ANALYSING THE RISK

11. Having identified our risks it is important that we analyse these effectively in order to ensure we have the right resources available and that these are targeted appropriately. We use a number of risk analysis tools and sources of data to support this analysis.

<sup>6</sup> Not listed in priority order.

<sup>7</sup> Includes major industrial and transport accidents.

<sup>8</sup> Severe weather includes: storms and gales, low temperatures and heavy snow, heat waves and drought.

<sup>9</sup> Resulting from staff shortage, loss of premises, technology failure, loss of information or loss of suppliers and partners.

## Community Risk

12. We will continue to develop our fire risk modelling to support analysis of our community risks. This modelling takes into account a number of different factors such as Census data, historical incident data, socio-demographic factors and intervention activities to establish the levels of risk across the County. The process is supported by a number of tools such as the Fire Service Emergency Cover (FSEC) toolkit<sup>10</sup>. This provides a robust and validated approach to risk assessment for a number of types of risk faced by the FRS. In addition, we have developed local station area profiles which use information from Mosaic<sup>11</sup> and Census data to further inform our risk profile mapping of the County. This enables us to target our most at risk groups and prioritise our resources appropriately.

13. Risk profiles associated with our community risks are maintained by our Community Risk and Intelligence department. These will be updated and audited on a regular basis and are fundamental to the development of our risk reduction strategies.

14. We recognise the importance of sharing data with other agencies, particularly in the delivery of wider community outcomes, and will continue to build on our links with the Lincolnshire Research Observatory, Lincolnshire Police, Road Safety Partnership, Clinical Commissioning Groups, Adult Social Care and Children's Services.

## Corporate Risk

15. Corporate risks will be reviewed on a regular basis by Service managers and the FRA to assess the likelihood of a risk occurring and the impact it may have. This will be informed by a number of prevailing factors, both national and local. A lead officer will be responsible for each corporate risk ensuring appropriate control measures are in place.

## Risk Register

16. Our assessment of risk will be recorded on corporate and community risk registers. This will help to ensure our risks are properly prioritised and resources allocated appropriately. Both risk registers will be reviewed on a monthly basis at our Service Management Board.

## STRATEGIES FOR REDUCING RISK

17. We have a range of complementary strategies which are designed to mitigate our corporate and community risks. These include our Prevention, Protection and Response strategies, which cover the core business of Fire and Rescue Authorities, and our Planning and Resourcing strategies<sup>12</sup>. Maintaining the right balance between these and ensuring our approach to risk reduction is fully integrated is key to the delivery of an effective service. This balance will be reviewed on a regular basis and informed by our risk assessments. Where appropriate, we will use relevant County Council strategies to support our business. Our key strategies are described below and summarised, along with our key risks, at Annex B.

<sup>10</sup> Nationally developed computer based planning tool.

<sup>11</sup> Mosaic is a customer classification dataset which groups customers by demographics, behaviours and lifestyle characteristics.

<sup>12</sup> Each Strategy will be complemented by separate supporting papers where necessary.

18. All our strategies are underpinned by our commitment to equality and diversity and reflect the 5 performance areas identified in the FRS Equality Framework<sup>13</sup>. These include: leadership and promoting inclusion; accountability; effective service delivery and community engagement; employment and training; and evaluation and sharing good practice.

### Planning Strategy

19. Risk-Based Approach. Our planning strategy aims to ensure we are clear on what needs to be done, how we intend to do it, what resources are required and, once implemented, what effect we have had. Our 2020 vision planning framework and IRMP process are at the heart of this strategy; both are described in the previous section.

20. Working with Partners. We recognise our mission and longer term vision can only be fully achieved through joint working with organisations and groups that share common goals and objectives. Effective partnerships add both value and capacity enabling organisations to achieve far more than they could do independently<sup>14</sup>. In helping to deliver our mission we will remain active members of the Lincolnshire Community Safety Partnership and continue to support the work of the Children and Young People's Strategic Partnership and the Health and Wellbeing Board<sup>15</sup>. We will continue to play a lead role in the County's Local Resilience Forum. This multi-agency partnership, established under the authority of the Civil Contingencies Act 2004, brings together the emergency services and other key organisations and agencies in order to plan for and respond to emergencies which may have a significant impact on the community. We will continue to embed the principles identified as part of the Joint Emergency Services Interoperability Programme and contribute to other relevant community and commercial partnerships which help reduce our community risks and improve value for money. Our key partnerships are listed within our partnership register<sup>16</sup> and form an integral part of our prevention, protection, response and resourcing strategies.

21. Setting Priorities. Our annual Service priorities are shaped by the assessment of our key drivers, risks and performance. These are reviewed each year and consulted on as part of our IRMP process. Once agreed, they are reflected in our annual Service Plan.

22. Business Continuity Planning. Having robust Business Continuity Plans (BCPs) is essential if we are to minimise the impact of a disruption on our ability to deliver an effective service to the community. We will continue to maintain, develop and test BCPs to deal with major disruptions of service resulting from staff shortage, loss of premises, technology failure, loss of information or loss of a key supplier or partner.

23. Evaluating Outcomes. Measuring the effectiveness of our plans and the outcomes we achieve is a key component of the planning process. Within our performance management framework progress will be reported formally on a quarterly basis to the Service Performance Management Board<sup>17</sup> and to Members at

<sup>13</sup> CFOA and I&DeA FRS Equality Framework dated Nov 2009.

<sup>14</sup> See Service Order 53 - Partnerships.

<sup>15</sup> See Joint Health and Wellbeing Strategy for Lincolnshire 2013-2018.

<sup>16</sup> Lincolnshire Fire and Rescue partnership register dated Dec 15.

<sup>17</sup> See Service Order 1 - Organisational Management.

the Community and Public Safety Scrutiny Committee. We will undertake an external assessment on a periodic basis in the form of a Local Government Association and Chief Fire Officers Association (CFOA) sponsored operational assessment and fire peer challenge.

24. Statement of Assurance. The Fire and Rescue National Framework for England sets out the requirement for fire and rescue authorities to provide an annual Statement of Assurance on financial, governance and operational matters and to show how they have had due regard to the expectations set out in their integrated risk management plan and the requirements included in the Framework. Our Statement of Assurance document will reference existing plans, reports and public web pages as appropriate. It will be made available on our website in November each year.

25. Engaging the Community. In order to meet the needs of the community it is essential that we are open and transparent about our understanding of the risks to the public and about the process we follow to mitigate those risks. To that end we will continue to engage with a wide range of stakeholders who have a legitimate interest in any proposals under consideration or who may be affected by those proposals. Doing so ensures the decisions we take are appropriately informed and the service we provide can be continuously improved. The 2 main planning documents on which we will consult are:

- a. The IRMP Baseline Document (this document). We will seek views on the Baseline Document following a major refresh.
- b. IRMP Consultation Document. We will consult on our annual Service priorities and any proposed key changes in service delivery such as response standards or provision of resources for intervention services. Depending on the outcome of the consultation, resultant actions will be included in our Service Plan as appropriate. We will also report on the progress we have made against any proposals from the previous year's consultation.

26. In addition to the above planning consultation we will, in conjunction with the County Council, continue to develop our processes to ensure engagement with our stakeholders is both meaningful and effective.

### **Prevention Strategy**

27. The aim of our prevention strategy is to reduce the likelihood of fires and other emergencies occurring in the first place. Education remains central to our approach with the aim of changing the behaviour of those people assessed as most vulnerable. We use the outcomes of our risk analysis to target our prevention activities to ensure maximum impact. Our prevention strategy is built around the following themes:

#### **28. Home Safety**

- a. Every year in the UK more than 6,000 people die in accidents in the home and 2.7 million seek treatment at accident and emergency departments<sup>18</sup>. We are committed, working in partnership, to ensuring people are as safe as possible

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<sup>18</sup> The Royal Society for the Prevention of Accidents (ROSPA) webpage.

in their homes and will continue to educate and inform them how to minimise the risks<sup>19</sup>.

- b. We will continue to deliver targeted Home Safety Checks (HSC) and work with partners to signpost the residents of Lincolnshire to the most appropriate services for their needs. By sharing data and information with partners we will enhance our community risk profiles thereby improving the way in which we identify and reach those most vulnerable within the community to fires and other accidents in the home.
- c. We will focus on the reduction of cooking fires, the primary cause of dwelling fires in the County, and continue to encourage people to take responsibility for their own safety.

## 29. Health and Wellbeing

- a. In October 2015 a joint Consensus Statement<sup>20</sup> was published which set out how health, public health, the fire and rescue service and Age UK can work together to encourage local action to prevent and minimise service demand and improve the quality of life of persons with long term conditions. Following publication of the Statement, CFOA, as part of its Health Strategy<sup>21</sup>, has identified a number of priorities for developing FRS as a health asset. We fully support the strategy and will aim to implement key aspects where it delivers benefits to our communities. Our focus will be on making effective use of shared data, encouraging the uptake of 'Safe and Well' visits and exploring other areas where we can improve health outcomes by investing in upstream prevention activity.

## 30. Arson Reduction

- a. Arson and related anti-social behaviour have a significant impact on communities in Lincolnshire. The cost of arson in England in 2008 was estimated to be £1.7 billion which was approximately 14% of the total cost of fire in that year<sup>22</sup>. In Lincolnshire, arson accounted for 25% of all fire calls within the County in 2015<sup>23</sup>.
- b. We are committed to driving down the incidence of arson and will remain fully engaged with the Local Authority Community Safety Partnerships to achieve this. Working together with Lincolnshire Police, our Arson Task Force (ATF) will, through education, visibility and, where necessary enforcement, reduce the impact on communities of arson and anti-social behaviour.

## 31. Youth Engagement

- a. Our youth engagement activities support the vision and aims set out within the CFOA guidance note on working with Children and Young People<sup>24</sup> and the strategic outcomes agreed by Lincolnshire's Children and Young People's Strategic Partnership (CYPSP)<sup>25</sup> both of which aim to ensure our children and

<sup>19</sup> CFOA Home Safety Strategy 2013-16.

<sup>20</sup> [www.england.nhs.uk](http://www.england.nhs.uk)

<sup>21</sup> CFOA Health Strategy 2015-19 - Fire and Rescue Services as a Health Asset.

<sup>22</sup> DCLG - The economic cost of fire: estimates for 2008 - Fire Research Report 3/2011

<sup>23</sup> 2014 calendar year.

<sup>24</sup> CFOA Guidance Note - Working with Children and Young People 2014.

<sup>25</sup> CYPSP Children & Young People's Plan 2013 - 2016.

young people are healthy and safe and can succeed and enjoy life. As a member of the Lincolnshire Safeguarding Children Board we will continue to promote, and ensure the effectiveness of, our child protection arrangements.

- b. In support of the above we will continue to run a number of initiatives including our schools intervention programme, multi-agency 'Stay Safe' days and fire-setter intervention scheme aimed at reducing the risk of harm to children and young people. Through our BTEC award scheme, Fire Cadets and programmes to support young people back into employment, education or training we will continue to help children and young people build self-esteem, improve resilience and achieve their potential.

### 32. Road Safety

- a. Although the number of road fatalities in Great Britain has been falling for many years, in 2014 there were still 1,775 fatalities on Great Britain's roads, a 4% increase on the previous year. While the general downward trend in fatalities has been reflected in Lincolnshire, in 2014 there were 42 people killed and 355 seriously injured on the County's roads.
- b. We are committed, working in conjunction with the Lincolnshire Road Safety Partnership, to '*making Lincolnshire's roads safer for all*'. Our approach, in line with the road safety strategy<sup>26</sup>, is one of targeted education focused on a number of agreed priority action groups and aimed at embedding responsible attitudes towards driving within our communities. We will continue to help develop innovative and effective delivery methods such as the '*2fast2soon*' programme combined with local campaigns delivered through our fire stations.

### Protection Strategy

33. The aim of our protection strategy is to educate and regulate the built environment to protect people, property and the environment from harm. Our approach is based around the following themes:

- a. Support to the Business Community. Securing compliance with legal regulatory requirements is an important element of mitigating risk. Our aim, in accordance with current policy<sup>27</sup>, is to achieve compliance with fire safety legislation through education, by providing advice and guidance and by formal enforcement action where appropriate. Our approach is focussed on a risk-based inspection framework, with a prioritised inspection programme designed to ensure inspections of non-domestic properties and heritage buildings<sup>28</sup> are targeted according to risk.
- b. Unwanted Fire Signals (UwFS)<sup>29</sup>. UwFS from Automatic Fire Alarms in commercial buildings place an unnecessary burden on the Service and can divert critical operational resources away from real emergencies. Our aim is to continue to reduce the number of UwFS by working together with businesses, alarm receiving centres and Telecare providers ensuring that calls are filtered prior to an appliance being mobilised in line with our current

<sup>26</sup> Lincolnshire Road Safety Strategy 2015 - 2025.

<sup>27</sup> CFA Fire Safety Policy Directive dated 28 May 09.

<sup>28</sup> CLG IRMP Policy Guidance: Protection of Heritage Buildings and Structures.

<sup>29</sup> An UwFS is a false alarm from an Automatic Fire Alarm system that has been passed through to the fire and rescue service.



policy<sup>30</sup>. We will maintain our close working relationships with the 'responsible person' for premises identified as being repeat offenders.

- c. Fire Protection Systems. Sprinkler systems can play a major role in saving lives, reducing fire losses and enhancing firefighter safety. We will continue to actively encourage the use of residential and non-domestic sprinkler systems particularly to those people residing in the most vulnerable households. We will use the Department for Children, Schools and Families (DCSF) Fire Risk Assessment tool for all new school construction projects where appropriate.
- d. Safe Systems of Work. The effective discharge of responsibility under the auspices of the Health & Safety at Work Act enables organisations to identify and mitigate risks to its personnel and the public. We will continue to develop, monitor and evaluate our safe systems of work to ensure we provide suitable equipment and adequate protection to our personnel and members of the public likely to be affected whilst undertaking our statutory duties.
- e. Environmental Protection<sup>31</sup>. FRSs attend incidents that have the potential to pollute air, land and water. Water courses and other aquatic environments are considered to be the most vulnerable to pollution from emergency incidents and the area the FRS can protect most readily. Consequently, pollution prevention and control measures in the FRS concentrate primarily on the protection of the aquatic environment. However, the development of pollution prevention and control in all areas is seen as important and is designed to improve the safety of the community. We will work with our Category 1 responders and the business community to identify environmentally sensitive areas and produce plans to mitigate the effect of dealing with emergency incidents that have the potential for environmental harm.
- f. Business Continuity Management<sup>32</sup>. Almost 1 in 5 businesses suffer a major disruption every year and 80% of those go out of business within 18 months<sup>33</sup>. The consequences of such an event not only affect the business itself, but can also impact on the socio-economic well being of the wider community. The development of a business continuity plan as part of an organisation's planning cycle can help mitigate the effects of such a disruption and will be key to its successful recovery. We recognise the benefits to both the Fire Service and the community as a whole of effective business continuity management and will continue to educate and encourage the local business community to plan accordingly.
- g. Primary Authority Schemes (PAS). A PAS is a partnership between a business and a local authority. Introduced by the Regulatory Enforcement and Sanctions Act, the scheme is aimed at Local Authority Regulators with the aim of reducing the regulatory burden on business through better co-ordinated and more efficient activity. PAS commenced with 18 different categories of regulation and were first made available to fire safety regulators in April 2014. We have been actively engaged in this scheme and will continue to support it through our partnerships with the British Frozen Food Federation, the National

<sup>30</sup> CFOA Policy for the Reduction of False Alarms and Unwanted Fire Signals dated Sep 08.

<sup>31</sup> CLG IRMP Policy Guidance: Environmental Protection dated Aug 08.

<sup>32</sup> CLG IRMP Policy Guidance: Business Continuity Management dated Aug 08.

<sup>33</sup> British Insurance Brokers Association.

Association for Safety & Health in Care Services and their members. We will also look to establish other partnerships where considered appropriate.

## Response Strategy

34. The aim of our response strategy is to ensure that, should an incident occur, we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability. Our response strategy comprises a number of key elements as described below.

35. Command and Control.

- a. Fire Control. On receipt of emergency calls we will assess requirements and, where appropriate, deploy the most suitable assets. We will look to maintain contact with callers to provide support, gain further information and, where applicable, provide immediate lifesaving guidance. Contact will also be established and maintained with all assigned operational assets throughout the emergency event. We will continue to drive down hoax calls through our call challenge procedures.
- b. Incident Command. We will utilise the nationally recognised Incident Command System (ICS) which provides a framework for managing operational incidents and ensuring the Health, Safety and Welfare of all personnel on the incident ground. There are 4 incident command levels covering initial, intermediate, advanced and strategic incident command<sup>34</sup>.
- c. FRS National Coordination Centre (NCC). The FRSNCC facilitates the deployment of national resilience assets (see below) to major incidents around the Country. We will both provide and request assistance through the NCC as required.

36. Response Levels. We have identified 5 levels of response which provide a framework for how we respond to incidents. Associated with each level are a number of capabilities. For all but the simplest type of incident, it is likely that a combination of response level capabilities will be utilised. The response levels are as follows:

- a. Level 1 - Operator Response. Our level 1 response capability is designed to deal with the initial stages of any incident. This capability is delivered by both our retained duty system and wholtime firefighters operating from a number of fire stations around the County. All our firefighters are trained to operator<sup>35</sup> level in order to support this capability.
- b. Level 2 - Technician Response. Our level 2 response capability provides additional technical support to incidents as required<sup>36</sup>. This is provided by firefighters trained to technician level operating from our wholtime fire stations.

<sup>34</sup> CFA Command Training, Assessment and Qualification - FRB Guidance dated Nov 13.

<sup>35</sup> Training requirements defined as part of our Training Needs Analysis process.

<sup>36</sup> Examples of additional support include use of gas tight suits, guide lines and rope rescue.

- c. **Level 3 - Specialist Response.** We will maintain a number of special appliances including our aerial ladder platforms, rescue support units and command support unit. We will also provide the specialist capabilities listed below. Specialist teams are formed from within our existing staff who receive additional skills training as appropriate.
- i. **Water Rescue.** We will maintain a water rescue and flood response capability across the County. This will be deployed to support both local and national (see level 4 below) risks.
  - ii. **Medical Response.** We will respond to medical emergencies in support of the wider health and wellbeing agenda and the FRS Health Strategy. Key elements include:
    - **Co-responder.** The co-responder scheme is a partnership between Lincolnshire Fire and Rescue, East Midlands Ambulance Service (EMAS) and Lincolnshire Integrated Voluntary Emergency Services (LIVES). Within this role the duties of our personnel include delivering first aid, providing oxygen therapy and administering defibrillation and cardiopulmonary resuscitation<sup>37</sup>. We will continue to review the number of fire stations which provide this service based on demand and available funding.
    - **Ambulance Conveyance.** During 2015 we conducted a pilot project aimed at improving patient care through enhanced ambulance provision. The Joint Ambulance Conveyance Project was run from 3 fire stations and saw 'fire' ambulances being used to transport patients to hospital. We will look to continue with this scheme should appropriate funding be identified.
    - **Bariatric Support.** We will provide specialist advice and response in support of bariatric patients in partnership with Adult Social Care and EMAS.
  - iii. **Animal and Technical Rope Rescue.** We will provide both specialist animal and technical rope rescue capabilities to deal with specific risks within the County.
- d. **Level 4 - National Response.** The FRS has a vital role to play in providing a national resilience capability against risks such as chemical, biological, radiological or nuclear incidents, terrorist attacks or other major emergencies. Within Lincolnshire we will maintain an Urban Search and Rescue, High Volume Pumping and Mass Decontamination capability in support of this requirement<sup>38</sup>. We will also continue to support a regional response to Detection Identification and Monitoring of potentially harmful substances through enhanced training of our Hazardous Materials Officers. These capabilities will also be used to support our local level 3 response when required.
- e. **Level 5 - International Response.** We will provide support to the United Kingdom's International Search and Rescue (ISAR) capability on a voluntary

<sup>37</sup> Service Level Agreement for the Co-responder scheme dated Sep 15.

<sup>38</sup> Dependent on government funding.

basis. The mechanism for provision of this capability is outlined in a memorandum of understanding between the Department for International Development, the Department for Communities and Local Government and CFA National Resilience.

37. Response Standards. We set response standards for our higher life risks as follows:

- a. Dwelling Fires and RTCs. Based on good practice and supporting evidence<sup>39</sup>, balanced against the challenges of operating within a large rural county, our response capability is designed to support an average response time to dwelling fires of less than 10 minutes. The response time that can be expected for a given dwelling location in the County is indicated on the response map on our website<sup>40</sup>. The map shows the areas that can be covered by a 10, 15 and 20 minute response by one of our fire engines and is the mechanism by which we measure our performance. The map is also used to indicate expected response times to RTCs.
- b. Co-responder. We have set a response standard for medical emergencies that are immediately life threatening<sup>41</sup> of 8 minutes from the time of call on 75% of occasions. This standard applies to those incidents that are within an 8 minute turnout area of the co-responder station.

38. Weight of Attack. Ensuring our initial response is appropriate to the incident type, is sustainable and that firefighters can operate within safe systems of work is essential to our response capability. Our initial response is described within our Pre-Determined Attendance procedures which have been derived from operational experience, scenario planning and best practice. They are reviewed on a regular basis to reflect changes in risk and national guidance.

39. Scale and Concurrency. Historical analysis of incident types provides an indication of the scale and concurrency of incidents we attend. Based on this information we have assessed that, at any one time, we should plan to be able to respond to one large scale incident (9 plus fire engines), 1 medium scale incident (4 - 8 fire engines) and 4 small scale incidents (1 - 3 fire engines)<sup>42</sup>. In the event of spate<sup>43</sup>, incidents exceeding 48 hours duration or the declaration of a major incident or emergency we would consider, where appropriate, requesting regional or national assistance.

40. Operational Risk Information. We recognise the importance of providing accurate and timely risk information to our operational crews. This process is overseen by our Operational Risk Information Group which ensures generic, site specific and community fire protection risk information is shared and disseminated as appropriate<sup>44</sup>.

41. Operational Assurance. We regularly review our performance at operational incidents to identify good practice and areas for improvement. This information is

<sup>39</sup> ENTEC UK Ltd research data and other FRAs.

<sup>40</sup> Standard adopted following our IRMP consultation 2014/15.

<sup>41</sup> Medical emergencies are classified as Red 1 (Immediately life threatening and requiring a defibrillator) and Red 2 (Immediately life threatening).

<sup>42</sup> LFR ICS Concept paper dated Jun 15.

<sup>43</sup> Spate is when there is a larger number of incidents than usual ie widespread flooding

<sup>44</sup> Operational risk process detailed in Service Order 64.

used to amend policies and procedures where appropriate, inform training delivery or influence the design and purchase of new equipment.

42. **Operational Doctrine.** We will continue to review emerging operational concepts, practices and technology assessing its impact and potential for the Service. We recognise the benefits of the National Operational Guidance programme and will continue to update our operational procedures in line with the programme framework. We will also work to ensure our operational doctrine reflects the national Joint Emergency Services Interoperability Principles.

### **Resourcing Strategy**

43. The aim of our resourcing strategy is to ensure the correct assets and resources are available, in a way which maximises value, to allow the Service to meet its aims and objectives and deliver its vision for future service provision in Lincolnshire. There are 3 elements to our resourcing strategy; financial planning, asset management and people planning.

### **Financial Planning**

44. Our financial plan is based on the Lincolnshire County Council Medium Term Financial Plan which is informed by Central Government's Comprehensive Spending Review (CSR) programme. This aims to provide clarity on our financial parameters for the specified period. In the current climate the County Council have set a one year budget only which includes proposed savings for fire and rescue of 4.3%.

<b>Year</b>	<b>Revenue<sup>45</sup></b>	<b>Capital</b>
2016/17	£19.4m (tbc)	£5.83m (tbc)
2017/18	tbc	tbc
2018/19	tbc	tbc

Further budget reductions are anticipated in subsequent years. We will continue to review how best to minimise the impact of any proposed savings on service delivery.

### **Asset Management**

45. Asset management focuses on managing the life cycle of infrastructure assets to achieve defined service level outcomes. The objective is to optimise the whole life business impact of costs, performance and risks of the Service's physical assets. It encompasses management, procurement, financial, customer, engineering and other business processes. Key elements of our Asset Management Plan are:

- a. Provision and maintenance of our vehicle fleet and operational equipment. The aim of our fleet management programme is to ensure all our operational equipment is appropriate, tested and fit for purpose. The way in which we manage our fleet to ensure robustness and value for money was revised in 2014 and the processes are now well embedded. We have an approved 13 year fleet capital programme<sup>46</sup> which includes funding for the replacement of around 30 new pumping appliances starting in 2018.

<sup>45</sup> Excludes fire revenue grants and other income.

<sup>46</sup> Fleet capital plan dated Jun 12.

- b. Provision, laundry and maintenance of our Personal Protective Equipment (PPE) and other clothing through a contracted out fully managed service renewable on a five yearly cycle. Our PPE is due for renewal in 2016.
- c. Provision and maintenance of our building stock. We will continue to review our building priorities as a result of current financial constraints and in order to support our service delivery model. Priorities for 2016 include the building of a new fire station at Sleaford and completion of accommodation at Lincoln North fire station. We will consider all opportunities to renew our stations through working in partnership with developers when they arise and will minimise the impact of our buildings and their use on the environment. We will also work closely with other blue light services with a view to sharing facilities where it makes operational and economic sense to do so.
- d. Maintenance and development of our training site at Waddington to provide enhanced and realistic operational training facilities within the County. We will seek to further develop our commercial activities based at Waddington to lessen the impact of potential budget reductions.
- e. Maximisation of the use of information communication technology (ICT) to ensure we deliver the most effective service to our communities. Over the next 4 years we will continue to look at processes that can be improved through the use of ICT and implement ICT based solutions where appropriate.

#### People Planning

46. Our People Planning will reflect the Fire Professional Framework for the UK Fire and Rescue Sector<sup>47</sup>, the Fire and Rescue Service Equality and Diversity Strategy 2008 - 2018<sup>48</sup> and the LCC People Strategy 2012 - 2015<sup>49</sup>. It is our ambition that Lincolnshire Fire and Rescue is recognised as an employer of choice, who achieves its objectives by getting the best from its people. Over the next 4 years we will aim to have a workforce that demonstrates:

- a. Operational Competence. We will continue to improve the level and quality of training our staff receive ensuring all staff receive regular training in accordance with our structured maintenance programme. We will ensure that all operational staff are assessed to Operator or Technician level against the National Occupational Standards appropriate to the role. We will also continue to develop and implement our electronic competence recording system.
- b. Outstanding Leadership. We will continue to develop our leadership and management development programmes including the implementation of the Core Progression Framework to build visionary, ambitious and effective leadership committed to delivering high-performing services.
- c. Professionalism. We want our staff to feel valued and enabled. We will continue to ensure our Service is managed and delivered in line with the Fire and Rescue Service National Core Values. We will continue to identify and develop key non-operational skills and knowledge through our Performance

<sup>47</sup> <http://fireprofessionalframework.co.uk>

<sup>48</sup> DCLG published May 2008

<sup>49</sup> LCC published August 2012

and Development Review process. We will further develop our Service values to address the wider cultural aspects of the LCC 'People Make it Happen' initiative.

- d. Organisational Excellence. We will address the workforce dimensions of organisational change to deliver citizen-focused and value for money services through the use of appropriate quality assurance tools including Investment in People, Peer Review and the FRS Equality and Diversity framework.
- e. Sustainability. We will ensure the Service is appropriately structured to meet the future demands of the Service. We will continue to take action to: recruit and retain the right workforce; address key future and occupational skill shortages; identify, develop and motivate talent; and ensure we have a process of fitness assessment and development to support operational personnel<sup>50</sup>. We will maintain our commitment to promote good employee relations and engagement, tackle any aspects of inequality in the workplace and develop a resilient organisation through programmes for change management.

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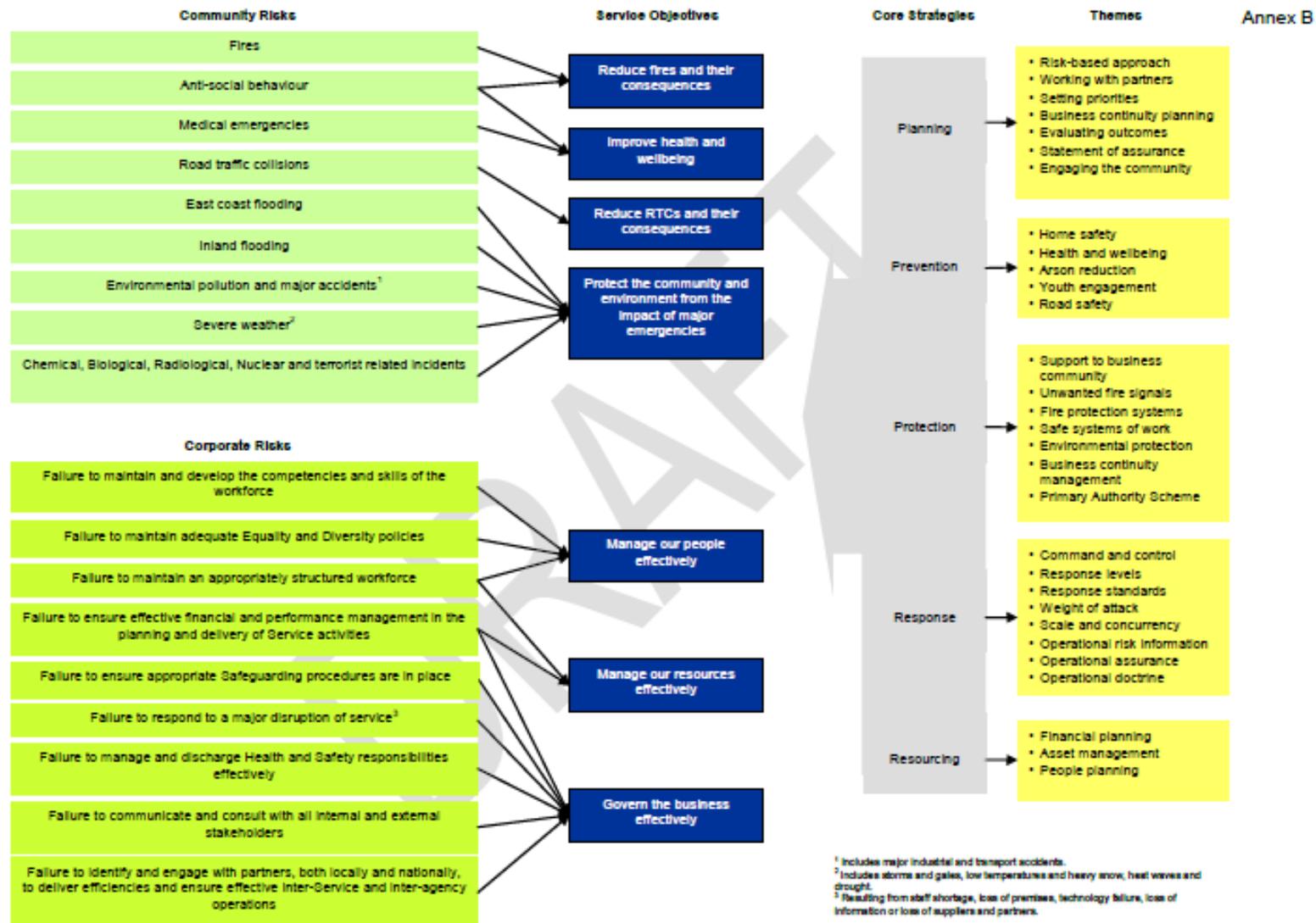
<sup>50</sup> Addendum to the FRS National framework for England dated 2014.

## Lincolnshire Fire and Rescue – a Vision for 2020

<p><i>Where we want to be (Our vision)</i></p>	<p><i>A Lincolnshire which is safe and in which Fire and Rescue plays a key role in helping everyone to find and enjoy the Lifestyle that suits them best</i></p>			
<p><i>What it looks like (the headlines)</i></p>	<p>Fewer people will have been killed or injured</p>	<p>Anti-social behaviour will have been reduced</p>	<p>The impact of environmental change on our community will have been reduced</p>	<p>Our partnerships will be effective and deliver value for money</p>
<p><i>How we know we're there (the difference)</i></p>	<p>The average number of deaths and injuries in fires has reduced by 30% from the 2005/10 baseline average</p>	<p>The average number of arson incidents has reduced by 30% from the 2005/10 baseline average</p>	<p>Our capability to respond to major emergencies, such as East coast flooding, is recognised as one of the best in the country</p>	<p>Our strategic partnerships deliver demonstrable improvements in the community and score 'Good' in our external assessment</p>
	<p>The average number of deaths and injuries in Road Traffic Collisions (RTC) has reduced by 40% from the 2005/09 baseline average<sup>1</sup></p>	<p>As part of the Lincolnshire Community Safety Partnership we have helped reduce the number of anti-social behaviour incidents compared with the 2005/10 baseline average<sup>2</sup></p>	<p>Through the work of the Local Resilience Forum 80% of the community feel better prepared and informed about what to do in a major emergency</p>	<p>We have a network of local volunteers to conduct 25% of our Home Safety Checks</p>
	<p>We have helped reduce the impact of cardiovascular disease by increasing the number of occasions we render assistance at co-responder incidents by 10% compared with the 2005/10 baseline average</p>	<p>Our youth engagement work has influenced the behaviour of young people with an average of 70% of those attending our programmes since 2009/10 moving into employment, education or training</p>	<p>25% of our stations are considered to be energy efficient</p>	
<p><i>How we do things (Our values)</i></p>	<p>We value all our people by practicing and promoting...</p> <ul style="list-style-type: none"> <li>• Fairness, respect and a willingness to forgive</li> <li>• Recognition of merit and acceptance of challenge</li> <li>• Honesty, integrity and mutual trust</li> <li>• Personal development and learning</li> <li>• Co-operative and inclusive working and empowering everyone to do their job</li> <li>• A positive attitude and remembering to have fun at work</li> </ul>	<p>We value diversity in the service and the community by...</p> <ul style="list-style-type: none"> <li>• Treating everyone with dignity and respect</li> <li>• Being innovative, providing varying solutions for different needs and expectations</li> <li>• Promoting equality of opportunity in employment and progression within the Service</li> <li>• Challenging prejudice and discrimination and celebrating our differences</li> </ul>	<p>We value service to the community by...</p> <ul style="list-style-type: none"> <li>• Working with all groups to reduce risks</li> <li>• By being committed and working together in unity</li> <li>• Treating everyone fairly and with respect</li> <li>• Being accountable to those we serve</li> <li>• Providing dynamic and effective Leadership</li> </ul>	<p>We value improvement at all levels of the Service by...</p> <ul style="list-style-type: none"> <li>• Taking responsibility for our performance and celebrating our success</li> <li>• Being open-minded and visionary</li> <li>• Listening and responding to feedback positively</li> <li>• Considering criticism thoughtfully and learning from others</li> <li>• Consulting, communicating and engaging with others</li> <li>• Being courageous in all we do</li> </ul>
<p><i>What we do (Our mission)</i></p>	<p><i>Make our communities safer, healthier and more resilient</i></p>			

<sup>1</sup> Aligned with Lincolnshire Road Safety Partnership target.

<sup>2</sup> As recorded by Lincolnshire police.



*PREVENTING PROTECTING RESPONDING*



*LINCOLNSHIRE FIRE AND RESCUE*

**INTEGRATED RISK  
MANAGEMENT PLANNING**

**CONSULTATION DOCUMENT  
2016 - 2017**



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Lincolnshire  
COUNTY COUNCIL  
*Working for a better future*

# **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) process<sup>2</sup>. 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

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<sup>2</sup> See IRMP Baseline Document 2013-2016.

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. Progress against each of the recommendations is shown below. Details of the original proposals are included in the 2015/16 consultation document<sup>3</sup>.

- **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

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<sup>3</sup> See IRMP Consultation Document 2015-16 for further details.

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 website<sup>4</sup> 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 website<sup>5</sup>.

### **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 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 2015<sup>6</sup>. 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

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<sup>4</sup> <http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/response-times/128348.article>

<sup>5</sup> <http://www.lincolnshire.gov.uk/lincolnshire-fire-and-rescue/about-us/planning-and-performance/service-planning/120199.article>

<sup>6</sup> Figures are provisional.

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 as well as 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 System<sup>7</sup> 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.

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<sup>7</sup> 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 England<sup>8</sup>. 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.

<b>Proposal</b>	<b>Change Lincoln South fire station from the Shift Duty System to the Lincolnshire Crewing System</b>
Description of proposal	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

<sup>8</sup> DCLG Fire and Rescue National Framework for England dated Jul 12.

	<p>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 night<sup>9</sup>.</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 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.</p>
<p>Impact on Service Delivery</p>	<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 minutes<sup>10</sup>.</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 hours<sup>11</sup>. 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 County<sup>12</sup>.</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>

<sup>9</sup> This is the time it takes for the fire engine to be mobile to the incident. Based on 2014/15 response times.

<sup>10</sup> The average mobilisation time is 3 minutes 25 seconds based on 2014/15 data from the 7 existing Lincolnshire Crewing Stations.

<sup>11</sup> Based on the last 3 years data and between 1830 and 0730 hrs.

<sup>12</sup> Based on 2014/15 response times to dwelling fires.

### **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 engines<sup>13</sup>, 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 2013<sup>14</sup> 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.

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 Skegness<sup>15</sup> and Boston<sup>16</sup> 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 County<sup>17</sup>, has delivered significant benefits to a range of stakeholders including:

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<sup>13</sup> Example being the animal rescue equipment.

<sup>14</sup> Further to IRMP consultation 2012/13.

<sup>15</sup> Alford, Louth, Mablethorpe, North Somercotes, Skegness, Spilsby, Wainfleet fire station areas.

<sup>16</sup> Boston, Donington, Holbeach, Kirton, Leverton, Long Sutton, Spalding fire station areas.

<sup>17</sup> Long Sutton, Woodhall Spa and Stamford.

- 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).

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 Act<sup>18</sup> 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.

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<sup>18</sup> Section 18C of the Fire and Rescue Services Act 2004 as amended by the Localism Act 2011.

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 UwFS<sup>19</sup>.

Based on our proposed policy<sup>20</sup>, 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 towards 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.

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<sup>19</sup> London Fire Brigade & West Yorkshire Fire & Rescue Service.

<sup>20</sup> 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](http://www.lincolnshire.gov.uk/lfr)

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

Knowledge and Information Manager  
Lincolnshire Fire and Rescue  
South Park Avenue  
Lincoln  
LN5 8EL  
Telephone: 01522 582222

E-mail: [communications@lincoln.fire-uk.org](mailto:communications@lincoln.fire-uk.org)

## APPENDIX C

### COMMENTS ON IRMP CONSULTATION PROPOSALS FROM LCC COMMUNITY AND PUBLIC SAFETY SCRUTINY COMMITTEE - 9 MARCH 2016 (extracted from minutes dated 9 Mar 16)

The Committee considered the Integrated Risk Management Planning (IRMP) consultation document which outlined the proposed changes for 2016/17. The Committee discussed the options at length and the following points were noted:

1. There was strong opposition to the reduction of funding for LFR and the consequences to the public. Some Members felt the Council should lobby for more funding for the service. Officers had to deliver the best service possible with the available funding;
2. Changing Lincoln South Fire Station to the Lincolnshire Crewing System was discussed and it was noted that with this system, firefighters would be required to live within 5 minutes of the station during night time hours. They would be required to work a rotating pattern of 4 days on 4 days off, 4 days on, 4 days off followed by 5 days on 3 days off. It was already in action at other stations and worked well;

At this point in the meeting, the following motion was proposed;

The Committee are of the view that the Executive takes every step to acquire more funding for LFR before the Community and Public Safety Scrutiny Committee consider it further.

This motion was not carried.

At this point in the meeting, the following motion was proposed and carried:

#### RESOLVED

That if *Proposal 2 – Savings Option – Change Lincoln South Fire station from the Shift Duty System to the Lincolnshire Crewing System* was implemented, the Executive must inform the Government that the consequences of their decision to cut funding would adversely affect the people of Lincolnshire.

There was discussion and support for Proposal 5 to further develop the Joint Ambulance Conveyance Project, the pilot of which had been successful.

It was noted that the consultation ended on 16 May 2016 and a further update would be brought back to the Committee at a later date.

#### RESOLVED

That the proposals within the consultation document and comments made be noted.

## **APPENDIX D**

### **TRANSCRIPT OF SPEECH MADE BY PETITION SPOKESPERSON DAN TAYLOR (FBU)**

Council members, Chairman.

I'm the FBU secretary representing the members of Lincolnshire Fire and Rescue. I'm here today to raise your awareness regarding the further proposed cuts that will, in our opinion, have a dramatic effect on the operation of our service and therefore the safety of those living, working, visiting and travelling in Lincolnshire. We've been campaigning locally for a number of weeks. This has resulted in a petition being signed by over 5,000 concerned members of the public. Our written response has been sent to all council members. If you have not received a copy please contact me after this meeting.

This is the second time in as many years that the members of the FBU have had to respond to cuts to our service. And we feel that the risks now far outweigh the value of the cuts. In 1984, firefighter Colin Kemp was killed whilst firefighting in Lincoln. He died following a fall from a hydraulic platform whilst trying to escape the effects of fire following a warehouse roof collapse. In 1992, firefighter Malcom Kirton was killed whilst firefighting in Gainsborough. He died after becoming disorientated whilst searching a carpet shop unit in BA for persons reported trapped.

Following these incidents training practices and incident command procedures were improved and no charges were instigated by the HSE. Consequently since 1992, we've had no operational firefighter deaths in Lincolnshire Fire and Rescue. In 2007, four firefighters were killed at a major fire in a food processing factory in Warwickshire. A building and process which is all too common in many areas of this county. As a result of this, the HSE was heavily involved and several members, including the chief fire officer, faced serious charges which could have resulted in large fines and imprisonment. Again, improved levels of training and control were introduced – this had an effect on all fire authorities in the British Isles. And indeed, this Brigade embodies a three year training plan derived from this tragic event.

It is our concern that the introduction of these proposals – reducing the budget affecting the training and provision of services are beginning to seriously affect the health and safety of county council employees in the fire service and ultimately members of the public. These reductions could mean that members of the service and even yourselves could face criminal charges by the HSE because of the stretching of safety provisions.

The public has a perceived view of a firefighter's role. There is an expectation that we will risk our lives for them. As crewing is reduced, we are increasingly facing the situation where there are not enough firefighters arriving together at an incident, so in order to be safe they need to wait for further support when members of the public are expecting them to do something – what do you think you would do?

On the first of May this year at 5 past midnight the brigade was alerted to a house fire in Spalding. The first crew of four firefighters arrived within nine minutes to the call. Finding the property well alight with persons reported missing. The second appliance did not arrive until 12.30. This meant that the first crew would be waiting 15 minutes before they would enter the building with all procedures in place. Because of the pressures mentioned earlier, the officers in charge committed his crew. One person was located and brought out showing signs of life. The fire actually resulted in the loss of life of three occupants of the property and major fire damage. I may suggest at this point, that the whole scenario could have ended quite differently and I have no need to emphasise the ongoing effects on this authority.

Finally, I would like to point out that Lincoln, with its growing popularity and infrastructure, would be the only city in the country which would have these reduced crewing arrangements resulting in no 24 hour cover crewed station.

I therefore urge you all to read our response in depth. Take note of the consequences and make the right decision in protecting your firefighting employees and members of the public.

I would like to thank you for your time and giving me the opportunity to hear me speak to this full council meeting.

Thank you.

## Equality Impact Analysis to enable informed decisions

### The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

### Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

**\*\*Please make sure you read the information below so that you understand what is required under the Equality Act 2010\*\***

### Equality Act 2010

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

### Protected characteristics

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

### Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by/or under the Act
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

### **Decision makers duty under the Act**

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

## **Conducting an Impact Analysis**

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

### **The Lead Officer responsibility**

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

### **Summary of findings**

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

## Impact – definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

### How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions “Who might be affected by this decision?” “Which protected characteristics might be affected?” and “How might they be affected?” will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

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**Proposals for more than one option** If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

**The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.**

## Evidencing the impacts

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics. To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

### Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

#### Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <http://www.research-lincs.org.uk> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

#### Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the [Council's website](#). As of 1<sup>st</sup> April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

### Describe the proposed change

The IRMP consultation document provides an opportunity for stakeholders to comment on any proposed changes to service delivery. The main proposals for consultation for 2016/17 are:

- IRMP Baseline Document 2016-2020
- Potential Savings Options
- Reduce the Number of Rescue Support Units
- Permanently Relocate an Aerial Ladder Platform to Boston
- Further Develop the Joint Ambulance Conveyance Project
- Initiate a cost recovery process for attendance to Unwanted Fire Signals
- Service priorities for 2015/16



**Positive impacts**

The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state 'no positive impact'.

<b>Age</b>	<ul style="list-style-type: none"> <li>• We believe our proposal to permanently relocate an Aerial Ladder Platform to Boston will provide more equitable and improved geographical cover across the County which will support mobilising of this specialist vehicle to assist where necessary with rescues for older persons with mobility issues.</li> <li>• We believe our proposal, subject to funding, to continue with our Joint Ambulance Conveyance Project at 3 existing locations and expand this to 5 other fire stations around the County will offer a positive impact to almost all age groups by reducing patient transport times which results in improved prognosis of those patients requiring speedy clinical intervention in hospital. It will also offer a positive impact to all age groups by securing increased availability of ambulances to those requiring assistance.</li> </ul>
<b>Disability</b>	<ul style="list-style-type: none"> <li>• We believe our proposal to permanently relocate an Aerial Ladder Platform to Boston will provide more equitable and improved geographical cover across the County which will support mobilising of this specialist vehicle to assist where necessary with rescues for disabled persons.</li> <li>• We believe our proposal, subject to funding, to continue with our Joint Ambulance Conveyance Project at 3 existing locations and expand this to 5 other fire stations around the County will offer a positive impact to almost all age groups by reducing patient transport times which results in improved prognosis of those patients requiring speedy clinical intervention in hospital. It will also offer a positive impact to all disability groups by securing increased availability of ambulances to those requiring assistance.</li> </ul>
<b>Gender reassignment</b>	No gender reassignment specific positive impact
<b>Marriage and civil partnership</b>	No marriage & civil partnership specific positive impact

<b>Pregnancy and maternity</b>	<ul style="list-style-type: none"> <li>We believe our proposal to permanently relocate an Aerial Ladder Platform to Boston will provide more equitable and improved geographical cover across the County which will support mobilising of this specialist vehicle to assist where necessary with rescues for pregnant women. We believe our proposal, subject to funding, to continue with our Joint Ambulance Conveyance Project at 3 existing locations and expand this to 5 other fire stations around the County will offer a positive impact to almost all age groups by reducing patient transport times which results in improved prognosis of those patients requiring speedy clinical intervention in hospital. It will also offer a positive impact to pregnant women by securing increased availability of ambulances to those requiring assistance.</li> </ul>
<b>Race</b>	No race specific positive impact
<b>Religion or belief</b>	No religion or belief specific positive impact
<b>Sex</b>	No sex specific positive impact
<b>Sexual orientation</b>	No sexual orientation specific positive impact

**If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.**

- We believe our proposal to permanently relocate an Aerial Ladder Platform to Boston will provide more equitable and improved geographical cover across the County which will support mobilising of this specialist vehicle to assist where necessary for all groups regardless of protected characteristics, there would be an additional positive impact in the Boston area given that the ALP would be stationed there permanently.
- We believe our proposal, subject to funding, to continue with our Joint Ambulance Conveyance Project at 3 existing locations and expand this to 5 other fire stations around the County will offer a positive impact to almost all age groups by reducing patient transport times which results in improved prognosis of those patients requiring speedy clinical intervention in hospital. It will also offer a positive impact to all groups by securing increased availability of ambulances to those requiring assistance regardless of protected characteristics.
- We believe that our proposal to Introduce a cost recovery process for attendance to Unwanted Fire Signals will have a positive impact to all groups regardless of protected characteristics by offering an improvement in the availability of fire engines to attend real emergencies and any costs recovered offsetting the impact of future budget reductions.

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#### **Adverse/negative impacts**

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

**Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state 'No mitigating action identified'.**

Age

- Our potential savings options proposal may increase our response times to incidents from Lincoln South fire station between 1830 - 0730 hours by around 2 minutes. Any increased risk will be offset through our fire prevention activities which are focused on the most vulnerable people.
- Our potential savings options proposal which would see the WDS fire engine at our Lincoln South fire station change from the Shift duty system to the Lincolnshire Crewing duty system, would leave no alternative duty system for our wholetime firefighters. This may have a negative impact on some firefighters with carer responsibilities due to the requirement to live locally whilst on duty, we will consider alternative posts and flexible working where possible to offset this impact.
- Our potential savings options proposal which would see the WDS fire engine at our Lincoln South fire station change from the Shift duty system to the Lincolnshire Crewing duty system, would leave no alternative duty system for our wholetime firefighters. This may have a negative impact on firefighters children, who, where a firefighter needs to resort to Service provided accommodation, may have less access to a parent during their formative years. This impact is offset as far as is possible by allowing access for partners and family members to visit and spend time with crews at the provided accommodation.
- Our proposal to permanently relocate an aerial ladder platform to Boston may increase response times in the Skegness area during the summer months. Any increased risk will be offset through our fire prevention activities which are focused on improving the safety of the most vulnerable people in their homes and our fire protection activities which focus on safety of occupants in sleeping risk premises such as hospitals, hotels, boarding houses and residential care.
- Our proposal to continue with and further develop the Joint Ambulance Conveyance Project could have a negative impact on the response times of some of our fire engines if there is insufficient fire crew available to crew both fire engine and ambulance, evidence suggests that this occurs on few occasions. Any additional risk will be offset through our fire prevention, protection and road safety activities.

<b>Disability</b>	<ul style="list-style-type: none"> <li>• Our potential savings options proposal would increase our response times to incidents from Lincoln South fire station between 1830 - 0730 hours by around 2 minutes. Any increased risk will be offset through our fire prevention activities which are focused on the most vulnerable people.</li> <li>• Our proposal to permanently relocate an aerial ladder platform to Boston may increase response times in the Skegness area during the summer months. Any increased risk will be offset through our fire prevention activities which are focused on the most vulnerable people in their homes and our fire protection activities which focus on safety of occupants in sleeping risk premises such as hospitals, hotels, boarding houses and residential care.</li> <li>• Our proposal to continue with and further develop the Joint Ambulance Conveyance Project could have a negative impact on the response times of some of our fire engines if there is insufficient fire crew available to crew both fire engine and ambulance, evidence suggests that this occurs on few occasions. Any additional risk will be offset through our fire prevention and fire protection activities.</li> </ul>
<b>Gender reassignment</b>	No gender reassignment specific negative impact.
<b>Marriage and civil partnership</b>	Our potential savings options proposal which would see the WDS fire engine at our Lincoln South fire station change from the Shift duty system to the Lincolnshire Crewing duty system, would leave no alternative duty system for our wholtime firefighters. This may have a negative impact on some firefighters as, for those not living within the prescribed distance from the fire station, the changes may reduce available time with partners and family members. It is permitted for partners and family members to visit and spend time with crews at the provided accommodation, this may reduce the impact although it is acknowledged that there may be issues around practicality for some. It is also acknowledged that this may place some strain on marital/civil partner relationships.
<b>Pregnancy and maternity</b>	No pregnancy and maternity specific negative impact.
<b>Race</b>	No race specific negative impact.

<b>Religion or belief</b>	No religion or belief specific negative impact.
<b>Sex</b>	<ul style="list-style-type: none"> <li>• Our potential savings options proposal which would see the WDS fire engine at our Lincoln South fire station change from the Shift duty system to the Lincolnshire Crewing duty system, would leave no alternative duty system for our wholetime firefighters. This may have a negative impact on recruitment of a diverse workforce as it may be unfriendly toward women with or planning to have families.</li> </ul>
<b>Sexual orientation</b>	No sexual orientation specific negative impact.

**If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.**

- Our potential savings options proposal which would see the WDS fire engine at our Lincoln South fire station change from the Shift duty system to the Lincolnshire Crewing duty system, would leave no alternative duty system for our wholetime firefighters. This may have a negative impact on some firefighters regardless of protected characteristics due to the requirement to live locally whilst on duty, given the location of Lincoln South fire station and the requirement to live within a specified distance from the fire station whilst on duty a negative impact may exist if no suitable housing is available within the specified area. To offset this impact we will plan to provide suitable and good quality accommodation for firefighters to utilise whilst on duty, which will allow them to continue to live in a location of their choice whilst off duty.
- Our potential savings options proposal would increase our response times to incidents from Lincoln South fire station between 1830 - 0730 hours by around 2 minutes. Any increased risk will be offset through our fire prevention activities which are focused on the most vulnerable people.
- Our proposal to permanently relocate an aerial ladder platform to Boston may increase response times in the Skegness area during the summer months. Any increased risk will be offset through our fire prevention activities which are focused on the most vulnerable people in their homes and our fire protection activities which focus on safety of occupants in sleeping risk premises such as hospitals, hotels, boarding houses and residential care.
- Our proposal to continue with and further develop the Joint Ambulance Conveyance Project could have a negative impact on the response times of some of our fire engines if there is insufficient fire crew available to crew both fire engine and ambulance, evidence suggests that this occurs on few occasions. Any additional risk will be offset through our fire prevention and fire protection activities.

### Stakeholders

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at [consultation@lincolnshire.gov.uk](mailto:consultation@lincolnshire.gov.uk)

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

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### Objective(s) of the EIA consultation/engagement activity

22/10/15 Meeting with Serco Organisation Development Adviser to ensure appropriate knowledge and skills to complete a suitable and sufficient EIA  
18/2/16 CFO & DCFO consulted  
18/2/16 LCC Community Engagement team consulted  
19/2/16 Area Managers consulted  
29/4/16 Discussion with Station 20 White Watch  
3/4/16 Discussion with Station 20 Red Watch

**Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic**

<b>Age</b>	Station 20 White/Red Watch – some potential effects on firefighters children
<b>Disability</b>	Not Involved
<b>Gender reassignment</b>	Not Involved
<b>Marriage and civil partnership</b>	Station 20 White/Red Watch – a number of potential effects on the families of those married or in civil partnerships
<b>Pregnancy and maternity</b>	Mary Bronwen Baxter
<b>Race</b>	Not Involved
<b>Religion or belief</b>	Not Involved

<b>Sex</b>	Area Manager Debbie Yeates, Area Manager Jo Beresford-Robinson, Mary Bronwen Baxter Station 20 White/Red Watch – potential effect on diversity of workforce due to implications on lifestyle.
<b>Sexual orientation</b>	Not Involved
<b>Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way?</b> The purpose is to make sure you have got the perspective of all the protected characteristics.	Yes
<b>Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?</b>	We are actively consulting on the proposed changes and will note any feedback received which could impact on this EIA. If we need to obtain better perspective from any of the protected characteristics we will engage further with them prior to any implementation.

### Further Details

<b>Are you handling personal data?</b>	<p>No</p> <p>If yes, please give details.</p>
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<b>Actions required</b>	<b>Action</b>	<b>Lead officer</b>	<b>Timescale</b>
Include any actions identified in this analysis for on-going monitoring of impacts.	Review comments received during and once the consultation has ended	John Cook	1 March 2016 – 16 May 2016
<b>Signed off by</b>	John Cook Assistant Chief Fire Officer Lincolnshire Fire & Rescue	<b>Date</b>	03/05/2016