

28 September 2020

In accordance with the powers granted by the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 this will be a virtual meeting.

Executive

A meeting of the Executive will be held on **Tuesday, 6 October 2020 at 10.30 am as a Virtual - Online Meeting via Microsoft Teams** for the transaction of the business set out on the attached Agenda.

Access to the meeting is as follows:

Members of the Executive and officers of the County Council supporting the meeting will access the meeting via Microsoft Teams.

Members of the public and the press may access the meeting via the following link: <https://lincolnshire.moderngov.co.uk/ie/ListDocuments.aspx?CId=121&MId=5522&Ver=4> where a live feed will be made available on the day of the meeting.

Yours sincerely



Debbie Barnes OBE
Chief Executive

Membership of the Executive
(8 Members of the Council)

Councillor M J Hill OBE, Executive Councillor for Resources and Communications (Leader of the Council)

Councillor Mrs P A Bradwell OBE, Executive Councillor for Adult Care, Health and Children's Services (Deputy Leader)

Councillor C J Davie, Executive Councillor for Economy and Place

Councillor R G Davies, Executive Councillor for Highways, Transport and IT

Councillor E J Poll, Executive Councillor for Commercial and Environmental Management

Councillor Mrs S Woolley, Executive Councillor for NHS Liaison and Community Engagement

Councillor C N Worth, Executive Councillor for Culture and Emergency Services

Councillor B Young, Executive Councillor for Community Safety and People Management

**EXECUTIVE AGENDA
TUESDAY, 6 OCTOBER 2020**

Item	Title	Forward Plan Decision Reference	Pages
1	Apologies for Absence		
2	Declarations of Councillors' Interests		
3	Announcements by the Leader, Executive Councillors and Executive Directors		
4	Minutes of the Meeting of the Executive held on 2 September 2020		5 - 8

KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE

5	Payment Arrangements for Residential Care <i>(To receive a report from the Executive Director – Adult Care and Community Wellbeing which seeks approval to a change in payment arrangements from a "net" to "gross" basis for both Resident Contributions and Third Party Contributions for all categories of adult residential care)</i>	I020572	9 - 30
6	Integrated Risk Management Plan 2020-2024 <i>(To receive a report from the Director of Fire, Rescue and Public Protection which seeks approval of the Lincolnshire Fire and Rescue Service Integrated Risk Management Plan (IRMP), to cover the period 2020 to 2024)</i>	I020764	31 - 240

NON KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE

7	Performance Reporting against the Council Business Plan 2019/2020 - Quarter 4 <i>(To receive a report from the Executive Director – Commercial which presents the 2019/2020 Quarter 4 performance)</i>	I020532	241 - 258
8	Corporate Plan Performance Framework <i>(To receive a report from the Executive Director – Commercial which seeks approval of the Corporate Plan Performance Framework, as set out at Appendices A – C of the report)</i>	I020747	259 - 282

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Please Note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

All papers for council meetings are available on:

<https://www.lincolnshire.gov.uk/council-business/search-committee-records>



**EXECUTIVE
2 SEPTEMBER 2020**

PRESENT: COUNCILLOR M J HILL OBE (LEADER OF THE COUNCIL)

Councillors Mrs P A Bradwell OBE (Executive Councillor for Adult Care, Health and Children's Services) (Deputy Leader), C J Davie (Executive Councillor for Economy and Place), R G Davies (Executive Councillor for Highways, Transport and IT), E J Poll (Executive Councillor for Commercial and Environmental Management), Mrs S Woolley (Executive Councillor for NHS Liaison and Community Engagement) and C N Worth (Executive Councillor for Culture and Emergency Services).

Councillor R B Parker (Chairman of the Overview and Scrutiny Management Board) was also in attendance.

Officers in attendance:-

Debbie Barnes OBE (Chief Executive), Les Britzman (Chief Fire Officer), James Drury (Executive Director Commercial), Cheryl Evans (Democratic Services Officer), Glen Garrod (Executive Director - Adult Care and Community Wellbeing), Michelle Grady (Assistant Director for Strategic Finance), Andy Gutherson (Executive Director Place), Kevin Kendall (Assistant Director - Corporate Property), Carolyn Nice (Assistant Director, Adult Frailty & Long Term Conditions), Emma Rowitt (Project Manager), Heather Sandy (Executive Director of Children's Services) and Nigel West (Head of Democratic Services and Statutory Scrutiny Officer).

6 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor B Young.

It was noted that Michelle Grady (Assistant Director – Strategic Finance) was attending the meeting on behalf of Andrew Crookham (Executive Director – Resources).

7 DECLARATIONS OF COUNCILLORS' INTERESTS

No interests were declared.

8 ANNOUNCEMENTS BY THE LEADER, EXECUTIVE COUNCILLORS AND EXECUTIVE DIRECTORS

Councillor M J Hill, OBE, the Leader of the Council, stated that formal statements were awaited from the Government on the devolution proposals for Greater Lincolnshire.

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The incidence of coronavirus had remained relatively low in Lincolnshire, but preparations had been made for any increase in cases.

9 MINUTES OF THE MEETING OF THE EXECUTIVE HELD ON 7 JULY 2020

RESOLVED

That the minutes of the meeting of the Executive on 7 July 2020 be confirmed as a correct record.

10 EXTRA CARE HOUSING DEVELOPMENT AT THE LINELANDS, NETTLEHAM, WITH LACE HOUSING LIMITED

Following an introduction from Councillor Mrs P A Bradwell, OBE, the Executive Councillor for Adult Care, Health and Children Services, the Assistant Director, Corporate Property and the Assistant Director, Frailty and Long Terms Conditions, presented the report.

The Executive considered proposals to release £1.99 million from the capital programme, to develop an extra care housing scheme of 43 units at the Linelands site in Nettleham, via a partnership between Lincolnshire County Council and LACE Housing Limited. The County Council would have nominations rights for 20 of the units for a 30-year period, with no void risk. It was reported that since the report had been published, LACE Housing Ltd had confirmed its approval of the scheme.

The proposal would provide choice and help older adult residents to live independently for as long as possible within their communities. Work was expected to commence in the spring of 2021, subject to the approval of the Executive.

The Chairman of the Overview and Scrutiny Management Board presented the comments of the Adults and Community Wellbeing Scrutiny Committee, which had considered the proposals on 1 September 2020. The Committee had wholeheartedly supported the proposal and looked forward to further extra care housing schemes being developed.

The Executive also recorded its support for the proposal, in particular as it would support independent living and the officers responsible for the scheme were thanked for bringing it forward.

RESOLVED

- (1) That the payment of a sum of £1.99m from the Extra Care Housing Capital Programme for Lincolnshire to LACE Housing Ltd through a Funding Agreement to support the development of The Linelands be approved. Lincolnshire County Council and LACE Housing Ltd will enter into a Nominations Agreement and Funding Agreement to secure nomination rights for Lincolnshire County Council on 20 units, through a process of first refusal with no void risk.

- (2) That the Executive Director for Adult Care and Community Wellbeing, in consultation with the Executive Councillor for Adult Care, Health and Children's Services, be delegated authority to determine the final form, and approve the entering into of all legal documentation necessary to give effect to the above decision.

11 REVENUE BUDGET MONITORING REPORT 2020/21 - QUARTER 1 TO 30 JUNE 2020

A report by the Assistant Director – Strategic Finance on Revenue Budget Monitoring set out the Council's expenditure of the approved budget for quarter 1 of 2020-21, with explanations for any significant variations.

A revenue overspend of £3.555 million (excluding schools) for 2020-21 had been forecast, although an underspend of £6.948 million on capital financing charges had not been included in the forecast.

The financial impact of the Covid-19 pandemic was reported by service area had been summarised in Appendix K to the report. Up to 30 June 2020, costs and losses of approximately £7 million had been reported, with forecast costs and losses of up to £43 million, which included one-off, ongoing and contingency sums, such as the supply of personal protective equipment. Approximately £40 million of specific emergency grant for the council's Covid-19 response had been received.

The Chairman of the Overview and Scrutiny Management Board presented the comments from the Board's consideration of the report on 27 August 2020. These included a request for more information on savings which had accrued as a result of the Covid-19 pandemic; and the activities of the Local Government Association in seeking increased funding for local government.

The Executive raised the following points:

- The reported overspend on children's social care had arisen as a result of the plans to open new care homes in Lincolnshire, which had been planned prior to the Covid-19 pandemic, had not yet been progressed owing to the impact of the pandemic.
- The home to school transport overspend specifically related to the impact of the required social distancing requirements as a result of Covid-19.
- It was confirmed that the £40 million of specific emergency grant had included a contingency sum for any impact of Covid-19 during the autumn and winter of 2020.
- The County Council's strong financial position reflected its prudent approach to managing its budgets, compared to other local authorities, many of which relied on income generated by commercial assets, such as car parks or property, which were currently providing limited income.
- The Government's comprehensive spending review had been expected during the autumn of 2020, with a three-year spending settlement. However, the impact of the Covid-19 pandemic could delay this. It was noted that the medium term financial strategy would be considered by the Executive on 3 November 2020, prior to the County Council on 11 December 2020.

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RESOLVED

That the current position on the revenue budget be noted.

12 CAPITAL BUDGET MONITORING REPORT 2020/21 - QUARTER 1 TO 30 JUNE 2020

Consideration was given to a report by the Assistant Director – Strategic Finance on Capital Budget Monitoring, which provided an update on capital spending for quarter 1 of 2020-21, with explanation for any significant variations.

There had been a forecast underspend of £23.352 million owing to a slippage in some of the capital schemes, as opposed to funding which was not required. Capital programme costs arising from the Covid-19 pandemic had been reported in the revenue budget monitoring report, as detailed in Minute 11 above.

The Chairman of the Overview and Scrutiny Management Board presented the comments from the Board's consideration of the report on 27 August 2020. These included reference to whether there was any further scope to limit overspending on highways schemes, through improvements to forecasting the cost of capital programme projects. In response, it was stated that work was in hand to managing pressures to match the profiling and smooth the capital financing costs.

During consideration of this item, the following points were noted:

- The slippage in the Fire and Rescue fleet renewal scheme was being recovered and would be completed by January 2021.
- Congratulations were recorded for the funding obtained to enable the delivery of the Spalding Western Relief Road scheme, including the contributions from all the partners.
- It was noted that on rare occasions there were exceptional circumstances, which could not have been foreseen by the County Council, leading to increased expenditure on capital schemes. An example of this was the insolvency of the original contractor for the Lincoln Eastern Bypass.
- Improvements had been made to the oversight of expenditure on the capital programme, including the establishment of an officer review group, which provided internal challenge to programme lead officers.
- Any increases in costs for any capital scheme was challenged.

RESOLVED

That the current position on the capital programme be noted.

The meeting closed at 11.20 am.

Open Report on behalf of Glen Garrod, Executive Director - Adult Care and Community Wellbeing

Report to:	Executive
Date:	06 October 2020
Subject:	Payment Arrangements for Residential Care
Decision Reference:	I020572
Key decision?	Yes

Summary:

This Report:-

- places before the Executive the latest report from the Local Government and Social Care Ombudsman (LGO) relating to the Council's payment arrangements for residential care.
- sets out the results of a review of the payment arrangements in light of the changes which have taken place since they were last reviewed in 2018.
- makes recommendations as to how to respond to the LGO's latest report and as to the payment arrangements moving forward.

Recommendation(s):

That the Executive:-

1. Receives and notes the second Report of the Local Government and Social Care Ombudsman at Appendix A to this Report and considers the recommendations made therein;
2. Notes the improvements in systems and processes since this matter was last considered in 2018 and the improvement programme in progress to continue the journey;
3. Approves the change in payment arrangements from a "net" to "gross" basis for both Resident Contributions and Third Party Contributions for all categories of adult residential care; and
4. Delegates to the Executive Director for Adult Care and Community Wellbeing in consultation with the Executive Councillor for Adult Care, Health and Children's Services authority to make decisions as to the implementation of the change including determining all necessary changes to contractual documentation and the final implementation date for the change.

Alternatives Considered:

- | | |
|----|--|
| 1. | The alternative is to continue to pay for residential care on a "net" payment arrangement.

The differences between "net" and "gross" are highlighted throughout the report. |
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Reasons for Recommendation:

The change from the existing "net" payment arrangements for residential care to a "gross" payments arrangement with an appropriate mobilisation timetable is recommended for the following reasons:

- Consistency across adult care services. Home care, day care and community supported living providers are paid on a gross basis. A consistent payment basis would reduce any confusion arising from differing payment arrangements across staff, service users and their families and providers.
- A more efficient process. Information on debt at any one time would be more immediately visible to the Council and the administrative burden of collecting payments by providers would be removed.
- Building on the improvement delivered during phase one of the FAIP (Financial Assessment Improvement Plan), the change would further improve the experience of a service user and remove any risk of financial pressure being placed on service users by providers currently charged with the task of collecting service user and third party top ups on behalf of the Council.
- Removal of additional steps in the existing processes. Examples include:
 - There would no longer be the need for a separate third party top up monitoring process.
 - There would no longer be the need for a separate process to monitor non-payment by service users.
- Early indications from the market are highlighting that a move to gross would be a welcomed step forward in what will be an extremely challenging time for adult social care providers and could provide us a lever in 2021.

1. Background

Legal Background

The Care Act 2014 ("the Act"), together with its associated regulations and statutory guidance, provides a legal framework within which the Council must operate if it chooses to charge for services provided under the Act.

Section 14 of the Act provides the Council with the power to charge for its services. Chapter 8 of the Care and Support Statutory Guidance ("the Guidance") confirms "that where a local authority is meeting needs by arranging a care home, it is responsible for contracting with the provider. It is also responsible for the full amount, including where a 'top-up' fee is being paid." The Chapter also confirms "that where all parties are agreed it may choose to allow a person to pay the provider directly for the top up where this is permitted." The Guidance discourages arrangements under which payment of third party top ups is made direct to the provider.

The Council's Payment Arrangements

Historically the Council has always in the first instance paid the residential care provider the cost of the service user's care less any service user contribution and third party "top up". The care homes have then been required contractually to attempt to collect on behalf of the Council the service user contributions and any third party "top ups". It is only after the care home has been unsuccessful that the Council pays the amount of the service user contribution and/or third party top-up to the provider. This is referred to as a "net" payment arrangement.

Under a "gross" payment arrangement the Council would pay the full amount inclusive of both service user contribution and third party top-up to the provider straight away and from the start recover any outstanding service user contribution or top-up from the service user or third party without any arrangement for the provider to undertake initial collection.

The LGO's involvement

In January 2018, the LGO issued a first public report which made a finding that the Council's third party top-up payment arrangements departed from the Care and Support Statutory Guidance and that the Council had not given adequate or cogent reasons for that departure. It was therefore guilty of maladministration. In the report, the LGO recommended that the Council review its procedures to ensure that people were given the option to pay the third party "top up" to the Council; to review its third party contract to ensure the same and to review its existing top up arrangements to bring them in line with the Care Act.

That first public LGO report was considered by the Adults and Community Wellbeing Scrutiny Committee and by the Executive. At its meeting on 6 March 2018 the Executive approved the carrying out of a review and delegated to the Executive Councillor for Adult Care, Health and Children's Services the decision about whether to accept the LGO's recommendations.

On 10 July 2018 the Executive Councillor for Adult Care, Health and Children's Services received a report which provided an options analysis and set out the anticipated financial and operational impacts were the Council to accept the recommendations of the LGO.

On the basis of that report and with the support of the Scrutiny Committee, the Executive Councillor for Adult Care, Health and Children's Services did not accept the LGO's recommendations and instead agreed to implement a modified form of the existing payment arrangements for third party top-ups and service user contributions. The modifications made clearer the legal relationships between the Council, the provider and the third party and in particular made it clear that the provider was only undertaking a collection service on behalf of the Council and the payments were at all times due to the Council and not the provider.

In brief the Executive Councillor for Adult Care, Health and Children's Services' original decision in 2018 was based upon the Council's systems and processes being unable to operate an alternative, gross, payments system without significant investment.

On the basis of leading counsel's advice this was considered to be a reasonable and therefore lawful basis on which to choose not to follow the LGO's recommendations.

However, the Executive Councillor for Adult Care, Health and Children's Services also agreed that the revised arrangements should be reviewed again in 2021/22. This would bring it in line with the review of the residential rates contracts as well as looking for a sustainable social care solution which was expected from the anticipated Green Paper.

On or around 12 February 2020 the LGO published a second public report expressing dissatisfaction with the Council's response to his first report and in particular taking issue with the reasons given in the July 2018 report for not accepting the original recommendations. The LGO in the second report has recommended that the Council make the necessary arrangements to ensure full compliance with the recommendations set out in his investigation report of January 2018 and provide evidence of this within three months of the date of this report.

As a matter of law the Executive must receive and consider the LGO's second report. Due to Covid-19 the LGO has not pursued existing or new cases but that is now changing and the LGO expects the Executive to consider his Report at its meeting in October.

Given that the Executive must consider the question of its payment arrangements for residential care at that meeting the review originally proposed for 2021/22 has been brought forward and the next section of the Report sets out the results of that review.

Review of the Payment Arrangements

In 2018 the Council identified a number of reasons why it was not in a position to implement a gross payment arrangement. The table below compares the key reasons for the decision in 2018 with the position now. It should be noted that it was adopted as a principle in 2018 that whatever arrangements the Council put in place for third party top-ups would also apply to service user contributions due to

the administrative inconvenience of operating two different payment arrangements for one type of care. The same principle is adopted in the review.

2018	2020 Progress
<p>The financial functionality of the Mosaic social care information system will not be implemented until March 2019 at the earliest.</p>	<p>A systems development programme is underway. Integration of core care and financial systems will enable greater automation of process, namely the bringing together of the care assessment and management system known as "Mosaic" with the financial assessment system, "Abacus".</p> <ul style="list-style-type: none"> - Phase 1 of Abacus was completed in March 2020 to enable the mobilisation of the new Adult Charging Policy from April 2020. - Phase 2 which enables both Mosaic and Abacus to communicate electronically is planned for Quarter 3. <p>The automation of payments from Mosaic is being rolled out.</p> <ul style="list-style-type: none"> - November 2019 saw the successful go live of community supported living payments through Mosaic. - July 2020 is scheduled for direct payments to go live. - We have a roll out programme for transition to Mosaic for residential and nursing with go live scheduled Autumn/Winter 2020. - The further development of a provider portal in Mosaic is expected Spring/Summer 2021. The portal provides an opportunity for providers to electronically view and interact with contractual and financial information, directly with the Council. It is a tool which has the potential to further reduce the administrative burden for providers. <p>In addition, currently invoice values are calculated and raised manually by the financial payments team within Serco where property is involved for residential service users and where service users are unable to pay their contributions to provider. This process sees a manual invoice created in BWoN due to no automatic link between BWoN and Abacus.</p>

2018	2020 Progress
	<p>Further automation of this and elements of the credit control function is being explored as part of the implementation programme for the new finance system, Hoople.</p>
<p>The requirement for significant additional investment. More specifically, the review confirmed</p> <ul style="list-style-type: none"> - a recurrent increase in Serco staff costs of £0.301m. - given the expansion of the team, additional overhead costs of £0.300m. - a non-recurrent set up cost of £0.100m. 	<p>Recent discussions with Serco have confirmed that the additional overhead costs of £0.300m are no longer required.</p> <p>With the changes in salaries since 2018, Serco also confirmed that the £0.301m has now reduced to £0.273m, however this will be the maximum costs associated with a move to gross should that be the decision.</p> <p>Non-recurrent set up costs have also reduced to £0.063m.</p>
<p>Moving to a gross payment basis would see the Council pay the provider the full cost of the third party and service users care and for the Council to recoup the third party top-up and service users contribution from the individual.</p> <p>As the Council would be recouping the contribution directly, there was expected to be an increase in non-payment and therefore of debt. The original review forecast an increase in debt of up to £0.935m per year, based on applying levels of debt in domiciliary care where the Council already operates a gross payment arrangement.</p>	<p>Within the residential care contractual framework, there is provision for residential providers to contact the Council when the service user stops, for whatever reason, paying the provider for their care.</p> <p>In these circumstances, the Council steps in to pay the provider to maintain their cash flow whilst adult care front line workers establish the reason for non-payment. This action is taken to reflect, that in accordance with the Care Act, the responsibility for the total cost of care resides with the Council.</p> <p>The Council continues to pay the provider, in accordance with the Care Act, whilst the situation is resolved and raises an onward debt to the service user.</p> <p>To evidence base the scale of potential debt, a review looked at the 2,716 residential service users in care as at March 2020. 153 had been forwarded to the Council due to non-payment of their care costs. The 153 service users equated to £0.238m. Financial strategy picked these cases up and working with Adult Care and Community Wellbeing (ACCW) front line staff and service users reduced the debt to £0.054m. A review of these processes demonstrates that appropriate debt recovery is possible with strengthened focus, awareness and</p>

2018	2020 Progress
	<p>communication. From this the debt review programme was established.</p> <p>This gives a firmer basis for assessing the potential level of debt which would arise from a move to a gross payment arrangement. In essence even if the number of service users who failed to pay doubled, the maximum increase in debt would be c£0.238m which with appropriate credit control action could be significantly reduced.</p>
<p>The scale of change already underway was significant.</p>	<p>The Council has delivered the first phase of the Financial Assessment Improvement Programme (FAIP) which</p> <ul style="list-style-type: none"> - Reduced the number of financial assessment pending to business as usual levels by 31 March 2020. - Improved the customers experience by reducing the time taken to carry out financial assessments and notify customers of their charges. Majority of assessments now completed within 28 days. - Implemented the new Adult Social Care Charging Policy on 14 April 2020. - Piloted an automated online financial assessment which will be rolled out during 2020.

The above table highlights the significant progress made in improving systems and processes across the Council since 2018. In summary:-

- 1) The time taken to complete a financial assessment has been reduced from 17 weeks to 28 days.
- 2) The Financial Assessment Improvement Programme will see four separate systems come together into three systems which interact.

Pre System Development Programme	Post System Development Programme
Mosaic – Care Record	Mosaic – Care Record and Payment System
Abacus – Financial Assessment Calculation	Abacus – Financial Assessment Calculation. No other system capable of this
Abacus / Abacus SDS – Payment to providers / service users	This will not be required due to move to Mosaic

Pre System Development Programme	Post System Development Programme
BWoN – Financial Monitoring System	Hoople – Financial Monitoring System

Note : Abacus SDS licence expires 31st August 2020

- 3) The consequence of the Financial Assessment Improvement Programme has generated a level of insight into the process for debt recovery which has allowed officers to begin to prioritise improved systems and processes to enable better management of debt in the future.

In addition there are several further considerations:-

- The Council already operates a gross payment system for its other adult care contracts, in particular homecare, community supported living and day care;
- A move to a gross payment system would be welcomed by the market. The net payment arrangement does pass to providers some of the burden of collecting payments due to the Council. A gross payment arrangement would remove this burden at a difficult time for providers as they continue to cope with Covid-19 and recovery from it; and
- A move to gross payment would remove the potential for tension between the provider and service users and their families over the collection of outstanding payments.

The table above confirms additional investment will still be needed to implement a gross payment system. Due to the improvements made in the last two years this is greatly reduced from the original cost quoted in 2018 as a result of the changes described above. The recurrent cost of £0.601m originally quoted has reduced to a maximum cost of £0.273m, a 54.5% reduction.

The £0.273m cost arises from the new relationship between the Council and the residential service users to collect their financial contribution towards their care. More specifically the need to run additional billing runs to include up to 5,000 invoices and up to 400 top-ups and the potential impact of any non-payment of these costs may have upon credit control processes.

The Financial Assessment Improvement Programme will oversee the mobilisation including the likely financial impact as the £0.273m is the worst case scenario. The starting point will be the £0.273m, reducing further to reflect the proposed automation and further efficiencies detailed in this report.

Implementation of the Changes

Should the decision lead to a change in the basis for payment arrangements, there will be a substantial mobilisation period. During this period each of the following aspects, highlighted in this report, will need to align to optimise the benefits across all parties.

- System developments including the new finance system
- Strengthening of the debt collection process
- Residential and nursing procurement including rates review

In addition, a comprehensive programme of awareness and training will need to be developed to ensure consistent understanding and sustainable delivery.

Given the systems development timeline through to summer 2021 and the challenges Covid-19 is posing to the social care market, the Council would be looking at a potential mobilisation programme through to September 2021.

2. Legal Issues:

LGO Report

The LGO's second Report is issued under section 31(2A) of the Local Government Act 1974 on the grounds that he is not satisfied with the action which the authority concerned have taken or propose to take in response to the first Report. The reasons why the LGO is dissatisfied are set out in the Report. In essence the LGO does not find that the reasons given by the Council and set out in the left hand column of the Table in the "Review of the Payment Arrangements" section of this Report were sufficient to justify not accepting the original recommendations.

The Executive must now receive the Report as required by section 31 of the 1974 Act. The Executive is the appropriate body to receive the Report as the function of determining the payment arrangements for residential care is an executive function.

If the Council does not now change its payment arrangements for residential care to a gross payment arrangement the LGO may, by notice to the Council, require it to arrange for a statement in such form as the Council and the Local Commissioner may agree, to be published in any two editions within a fortnight of a newspaper circulating in the area of the Council agreed with the LGO or, in default of agreement, nominated by him.

If the Council fails to arrange for the publication of the statement, or is unable to agree with the LGO the form of the statement to be published, the LGO must arrange for such a statement to be published.

As can be seen from the history set out in this Report a period of two years elapsed between the LGO's first Report and the publication of the second Report and 18 months between the publication of that second Report and the decision of the Executive Councillor for Adult Care, Health and Children's Services not to accept the LGO's recommendations. As a result of the impacts of Covid-19 more than two years has now elapsed since that decision. The Council had in any event agreed to review that earlier decision after three years.

During that two year period, due to improvements made to system and processes a number of the matters which impacted on the decision in July 2018 have moved on and a new assessment has been undertaken as to the relative merits of "gross" and "net" in the light of the new situation for the Council in terms of its systems and processes and the market in terms of its recovery from the impact of Covid-19.

Those changes have fundamentally altered the balance of the arguments relied on in 2018 and have led to the recommendations in this Report which align with the LGO's original recommendations although for the Council's own reasons.

Equality Act 2010

Under section 149 of the Equality Act 2010, 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 Act.
- * 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.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

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 section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker 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.

The matters set out in this report relate generally to elderly people, people with a learning disability, with mental health needs and people more generally with a disability. People with those protected characteristics will continue to receive services which are in themselves unaffected by the issues raised in this Report.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

There are no direct implications of this report for the JSNA or the JHWS. The Services which this report covers contribute to the wellbeing of older people and people with a disability. The revised payment basis makes the financial aspects of receiving those services more transparent.

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.

No implications relevant to section 17 of the Crime and Disorder Act 1998 have been identified in respect of this Report.

3. Conclusion

Paying residential providers based upon a gross payment arrangement will provide

- A single, consistent and therefore simpler process for service users accessing adult social care services.
- Will improve efficiency within Council processes through reducing duplication and increasing automation.
- Will alleviate a significant administrative burden on residential providers as the funding for the care they provide will come via one route rather than two.

4. Legal Comments:

The Council has the power to adopt the recommendation in the Report.

The Executive must receive the LGO's second Report as required by the Local Government Act 1974.

The legal considerations including those relating to the LGO's second Report are set out in detail in the Report.

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

5. Resource Comments:

Moving to a "gross" payments basis will increase the number of financial transactions within the Council which will incur a financial cost. The maximum, recurrent financial impact is £0.273m.

Adult Social Care is delivering a programme of developments aimed at improving the experience for the service user and improving the efficiency and effectiveness of systems and processes across adult social care. This programme will reduce the duplication in systems and processes and therefore has the potential to enable further reductions to the recurrent cost of implementation. Improvements in business processes demonstrated through the systems development programme will enable quantification of these further efficiencies over the remainder on 2020-21.

6. Consultation

a) Has Local Member Been Consulted?

Not Applicable

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The Adults and Community Wellbeing Scrutiny Committee considered this report on 1 September 2020 and agreed to support the recommendations to the Executive.

d) Have Risks and Impact Analysis been carried out?

Yes

e) Risks and Impact Analysis

See the body of the Report.

7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Local Government Ombudsman's Report

8. Background Papers

The following Background Papers within the meaning of section 100D of the Local Government Act 1972 were used in the preparation of this Report.

Document title	Where the document can be viewed
Report to Executive – Report by the Local Government and Social Care Ombudsman – 6 March 2018	https://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CIId=121&MIId=4966
Report to Executive Councillor – Payment Arrangements for Residential Care and Residential Care with Nursing – 10 July 2018	https://lincolnshire.moderngov.co.uk/ieDecisionDetails.aspx?ID=446

This report was written by Pam Clipson, Head of Finance - Adult Care and Community Wellbeing, who can be contacted on 07775 003614 or Pam.Clipson@lincolnshire.gov.uk.

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**Further Report by the Local Government and
Social Care Ombudsman**

**Investigation into a complaint against
Lincolnshire County Council
(reference number: 16 003 268)**

30 January 2020

The Ombudsman's role

For 40 years the Ombudsman has independently and impartially investigated complaints. We effectively resolve disputes about councils and other bodies in our jurisdiction by recommending redress which is proportionate, appropriate and reasonable based on all the facts of the complaint. Our service is free of charge.

Each case which comes to the Ombudsman is different and we take the individual needs and circumstances of the person complaining to us into account when we make recommendations to remedy injustice caused by fault.

We have no legal power to force councils to follow our recommendations, but they almost always do. Some of the things we might ask a council to do are:

- > apologise
- > pay a financial remedy
- > improve its procedures so similar problems don't happen again.

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

Report summary

Failure to carry out duties under the Care Act

We have written this Further Report because the Council has failed to comply with recommendations made in a report issued on 11 January 2018. The recommendations were to improve its arrangements for collecting top-up fees for residential care to ensure they were in line with statutory guidance. The Council was given three months to respond to the report and provide evidence of compliance. It failed to provide a satisfactory response to our concerns about the collection of third party top up fees. We are therefore issuing a Further Report to highlight the ongoing concerns about the Council's failure to fully acknowledge and remedy its faults.

Finding

Fault causing injustice and recommendations made.

Recommendations

We recommend the Council reviews its procedures to bring them fully in line with the Care Act 2014 and the statutory guidance.

The complaint

1. We made recommendations in a previous report that the Council brings its payments of top-up fees for care homes in line with the regulations and statutory guidance. We are concerned that the Council has not fully implemented our recommendations.

The Ombudsman's role and powers

2. We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word 'fault' to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. (*Local Government Act 1974, sections 26(1) and 26A(1), as amended*)
3. The Council must consider the report and confirm within three months the action it has taken or proposes to take. If the Council does not accept our recommendations, it should consider the report at a full Council meeting and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)

How I considered this complaint

4. We produced this report after examining relevant documents.

What we found

Law and guidance

5. The Council's duties and powers are set out in:
 - the Care Act 2014;
 - the Care and Support and Aftercare (Choice of Accommodation) Regulations 2014; and
 - the Care and Support Statutory Guidance 2014 (updated 2017).

Top-up fee

6. The council has a duty to assess adults who have a need for care and support. If the needs assessment identifies eligible needs, the council will provide a support plan which outlines what services are required to meet the needs and a personal budget which calculates the costs of those services. (*Care Act 2014, section 24*)
7. If a person is eligible for council funded care, the council must find them a care home within their personal budget.
8. A person can choose a care home that is more expensive than the amount set out in the personal budget. They will then have to pay a top-up fee which is the difference between the care home fees and the amount set in the personal budget. This top-up fee is normally paid by a third party.

Who is liable for the cost of the placement?

9. The Guidance says the local authority is responsible for the total cost of the placement. This means that if there is a break down in the arrangement of a

‘top-up’, for instance if the person making the ‘top-up’ ceases to make the agreed payments, then the local authority would be liable for the fees until it has either recovered the additional costs it incurs or made alternative arrangements to meet the cared for person’s needs. (*Guidance, annex A, section 28*)

Who are the fees paid to?

10. The Guidance sets out three options for payment of the top-up fee.
 - Treat the top-up fee as part of the cared for person’s income and recovers the cost from the resident. Where a third party pays the top-up fee rather than the cared for person, this is on the assumption that the third party makes the payment to the cared for person.
 - The council agrees with the cared for person, the third party and the care home that the top-up fee is paid directly to the care home. This can only be done by agreement and the Guidance says this is not the recommended approach.
 - The third party pays the top-up fee to the council and the council then pays the full amount to the care home.

Underlying principles of the Guidance

11. The Guidance is clear that councils should deter arrangements for ‘top-up’ fees to be paid directly to the care home and this should only happen by agreement with the third party. The Guidance says: ‘In doing so it should remember that multiple contracts risk confusion and that the local authority may be unable to assure itself that it is meeting its responsibilities under the additional cost provisions in the Care Act. Local authorities must ensure they read the guidance at annex A on the use of ‘top-up’ fees.’
12. The council should also ensure that there is no undue pressure on the person making the top-up payment to increase the level of payment. (*Guidance, annex A section 29*)
13. The Guidance also says that the local authority must ensure the person who pays the top-up fee enters a written agreement with the local authority agreeing to meet the cost. (*Guidance, annex A, section 22*)

Background to the remedy

14. We published a report about the Council in January 2018 and found failings in how it arranged an emergency placement in a care home.
15. The report said, among other things, that there was fault in the Council’s collection of the top-up fee. The Council did not give third parties the option to pay the top-up fee to the Council and said they had to pay this directly to the care home. We said this was in breach of the regulations and Guidance.
16. We recommended that the Council brought its procedures in line with the Care Act by:
 - reviewing its procedures to ensure that people were offered the option to pay the top-up fee directly to the Council;
 - reviewing its top-up fee contract to ensure that people were offered the option to pay the top-up fee directly to the Council; and
 - reviewing existing top-up agreements to bring them in line with the Care Act.

The Council's actions

17. The Council accepted the findings of fault. However, it did not accept our recommendations and instead adopted a modified payment system.
18. Under the Council's modified system, the care home collects both the resident's contribution and the top-up fee, by default.
19. However, the agreement between the care home and the Council says:
 - the care home collects the top-up fee and the resident's contribution on behalf of the Council;
 - the care home is expected to chase third parties one month after the sum is due and then to send them reminders on a fortnightly basis for up to 60 days;
 - the care home can only obtain payment from the Council after 60 days; and
 - the Council can terminate the placement if a debt remains unpaid for 60 days.
20. The Council stated it would review its approach to top-ups in the light of changing circumstances and as part of its review of its residential care contracts in the financial year 2020/21.

The Council's reasoning

21. The Council said:
 - it employs the care home as an agent to collect the fees;
 - the use of agents to carry out the Council's functions is allowed; and
 - it could therefore be argued that its payment arrangements do not depart from the Guidance.
22. The Council said that, even if it was argued that the payment arrangement departed from the Guidance and our recommendations, this was allowed if it had cogent reasons to do so.
23. The Council said it had concerns about the financial, operational and practical impact of changing the payment arrangements. The Council's IT systems were going through a transitional phase and the Council was worried about the risk of processing an increased volume of transactions through its systems. The Council also had concerns about the capacity of its external contractor to cope with the change. It said the contractor had difficulties in recruiting and keeping staff and there was a lack of office space.
24. The Council was also concerned about the financial impact of the change. It said a change in the payment system would increase the risk of debt to the Council.
25. The Council came to this conclusion by comparing the rates of unpaid fees in home care (2.5%) to those for residential care under the existing payment arrangements. The estimated figures related to the collection of the resident's contribution and the top-up fee. Although the collection of the resident's contribution is outside of the scope of this report, I mention the figures as they form part of the Council's argument that it had cogent reasons to depart from the Guidance and our recommendations.
26. The Council applied the rate of 2.5% to residential care and said this would add an additional debt of £634,000.
27. It also said the additional administration cost would be:
 - £100,000 set up cost in the first year; and

-
- £301,000 in staffing a year.
28. Therefore, in year 1 the additional cost would be (including the additional debt of £634,000):
- £1,035,000 in the first year; and
 - £935,000 in following years.
29. It said these were 'significant sums which would need to be taken from frontline expenditure and at a time of general financial austerity and uncertainty for the Council.'
30. The Council also said there was a Green Paper on the future of social care which may have an impact on payment arrangements. There seemed to be little point in changing its systems when future change may be on the horizon.

Conclusions

Has the Council complied with our recommendation and the Guidance?

31. We are satisfied the Council's modified payment arrangement makes it clear the contractual relationship exists between the Council and third-party, for the purpose of top-ups. We also agree the Council can employ agents to administer the scheme.
32. However, the modified payment scheme does not consider the individual circumstances of each case, as required by the statutory guidance. Importantly, it does not have regard to the protection in paragraph 29, annex A, of the Guidance which states that third parties should be given the option to pay the top-up fee directly to the Council. This is fault and overlooks an important protection in the Guidance. It also does not comply with our previous recommendation to bring its arrangements in line with the Guidance.
33. The Council has delegated the responsibility to chase third parties for non-payment of the fees. This is likely to cause confusion with third parties and does not make it clear to whom the debt is owed, one of the reasons the Guidance discourages payments to the care home.
34. The payment agreement only permits the care home to obtain payment from the Council after 60 days of non-payment from the third party or resident and requires the provider to produce evidence of the steps it has taken to recover the debt. This creates a risk that care homes may exert undue pressure on third parties and residents to make payments. This goes against the Guidance, which was designed to avoid situations such as this.
35. It also raises the possibility of the termination of the placement after 60 days even though the Council has not been involved in the debt collection.
36. Therefore, we find the Council's proposed modified payment arrangement does not adhere to the statutory guidance. On that basis, we do not consider it has responded satisfactorily to our previous recommendations.

Are the reasons to depart from the Guidance cogent?

37. Lack of office space, excessive costs, poor IT systems and weakness in an outsourced contractor are not acceptable reasons for departing from the Guidance. The fact that the Council is concerned that its own internal and externalised administration cannot support a system that complies with the Guidance is a cause for further concern, rather than a legitimate reason to deviate from the public protections that the law and Guidance seek to create.

-
38. The Council's financial argument and particularly the increase in bad debts of £634,000 is also flawed for several reasons.
 39. There is no explanation why the rate of repayment and debt for residential care would be different if the fees were paid to the Council rather than to the care home. The Council has based its estimates of non-payment for residential care on the current rate of non-payment rate for home care (2.5%). There is no explanation why that rate would apply.
 40. The Council also does not explain why this 2.5% rate would be an 'additional' debt as there is no comparison with the current rate of bad debt. The Council does not say what the current figure of unpaid top-up fees or resident contributions is, presumably because the care homes have those figures. It appears to be working on the assumption that the current rate is 0% which is unlikely to be correct.
 41. But most importantly, the payment agreement should not make any difference to the Council's level of debt. The Council is always responsible for any bad debt that results from non-payment of the top-up fee or the contribution and the collection arrangement is irrelevant to this issue.
 42. The Council's argument that it should not make changes in anticipation of the government's Green Paper is not a good reason to depart from the Guidance. The Council must follow the current regulations and guidance, not speculative future arrangements which may or may not happen.
 43. The Council has not suggested that there any special circumstances which relate to that authority, or that as one of a select number of authorities, which justifies a different approach. It has not identified a pressing or unusual circumstance justifying departure at this moment in time from statutory guidance. The reason given by Lincolnshire is entirely general and applies to all or almost all local authorities across the country. In reality all Lincolnshire has shown is why it wishes the guidance was different.
 44. We are therefore of the view that the Council does not have good reasons to deviate from the Guidance.

Recommended action

45. The Council should make the necessary arrangements to ensure full compliance with the recommendations set out in our investigation report of January 2018 and provide evidence of this within three months of the date of this report.
46. The Council should lay the original report and this further report before the Authority. If it is minded not to comply with our recommendations, then this report must be considered by full Council in accordance with Section 31A(1A) of the Local Government Act 1974.

**Open Report on behalf of Les Britzman,
Director of Fire, Rescue and Public Protection**

Report to:	Executive
Date:	06 October 2020
Subject:	Integrated Risk Management Plan 2020-2024
Decision Reference:	I020764
Key decision?	Yes

Summary:

The report provides a full update on the work to develop a newly constructed Integrated Risk Management Plan (IRMP) covering the period up to April 2024 and seeks approval of the IRMP and associated documents including the Community Risk Profile and five supporting Framework Documents for:

- People
- Response
- Prevention & Protection
- Resourcing
- Evaluation

Recommendation(s):

That the Executive:-

- 1) Approves the Lincolnshire Fire and Rescue Service Integrated Risk Management Plan (IRMP), to cover the period 2020 to 2024 in the form of the documents attached at Appendices A to H of this Report; and
- 2) Approves the publication of the IRMP (and associated frameworks) with immediate effect.

Alternatives Considered:

Not to approve the IRMP. This would place the County Council in breach of its responsibilities under the Fire and Rescue National Framework for England 2018 and would have a detrimental impact on future inspections of the Lincolnshire Fire and Rescue by the Her Majesty's Inspector of Constabularies and Fire and Rescue Services (HMICFRS).

Reasons for Recommendation:

The adoption and publication of an IRMP is a requirement of the Fire and Rescue National Framework for England 2018 and allows the Service to focus its plans and resources on the basis of a thorough assessment of the risks facing its communities. This assessment, The Community Risk Profile, is produced following engagement with those communities.

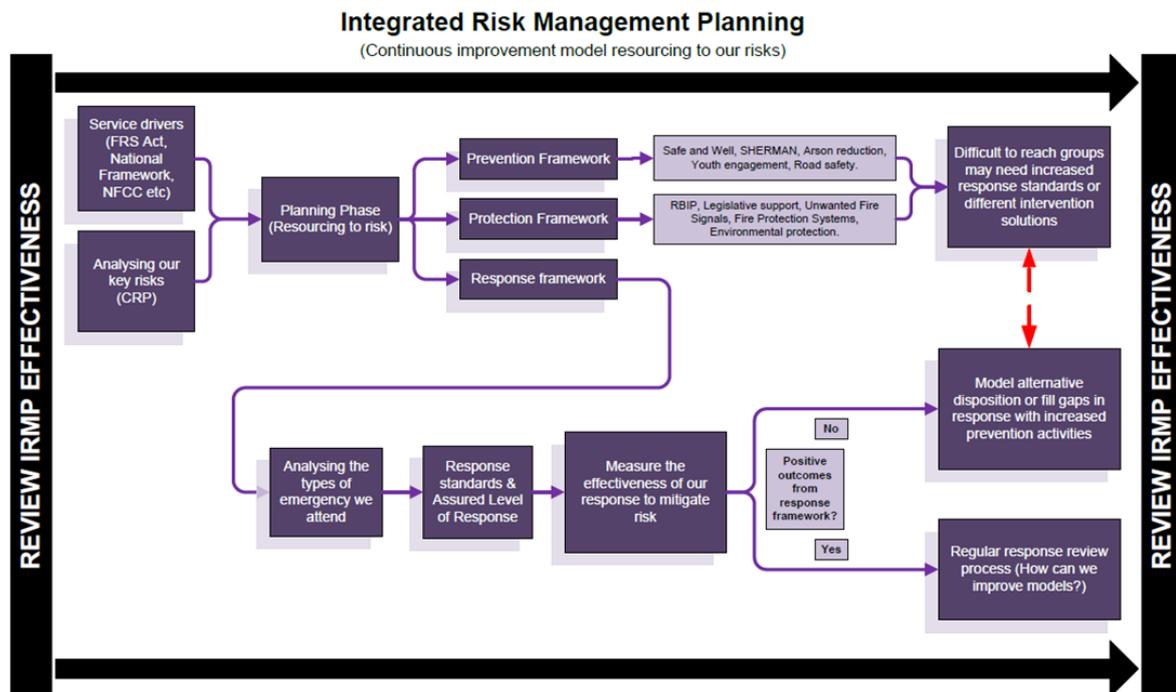
Due to the effects of the pandemic the timeframe for publication of an IRMP has been extended. As such this proposal enables the extension of the IRMP to 2024, which enables the Council to comply with the requirement that an IRMP must cover at least a three year period.

Significant work has been undertaken to modernise the approach to risk profiling and the subsequent resourcing to risk concepts. This version of the IRMP is an improvement in terms of concept, accessibility to members of the community and the county's ability to understand how we aim to mitigate the main risks we face.

1. Background

- 1.1 Section 21 of the Fire and Rescue Services Act 2004 requires the Secretary of State to produce a Fire and Rescue National Framework and requires Fire and Rescue Authorities to have regard to the Framework in the exercise of their functions.
- 1.2 The Fire & Rescue National Framework for England 2018 requires Lincolnshire Fire and Rescue Authority to produce a plan that identifies and assesses all foreseeable fire and rescue related risks that could affect the communities it serves.
- 1.3 Integrated Risk Management Planning (IRMP) is how we identify and plan to mitigate risks through our prevention, protection and response services. Additionally, our plan reinforces how we will resource the service activities and evaluate our progress to ensure the most effective and efficient use of our assets.
- 1.4 The proposed IRMP for the period 2020 to 2024 is attached at Appendices A to G of this Report. The IRMP consists of
 - Community Risk Profile
 - Integrated Risk Management Plan (IRMP) covering the period up to April 2024
 - Supporting Framework Documents for:
 - People
 - Response
 - Prevention & Protection
 - Resourcing
 - Evaluation

- 1.5 Our IRMP is a long-term plan which outlines Lincolnshire Fire and Rescue's assessment of key risks to both our communities and the organisation itself.



- 1.6 The IRMP drives the strategies we adopt and enables the service to match our resources to risk. We use the IRMP to develop further detailed plans, such as our supporting Frameworks and our annual Service Plan.
- 1.7 It is important to note this new IRMP consists of a suite of documents which all form an integral part of the overall planning process. We believe this format is a significant improvement on previous iterations particularly in the way it presents information to the community.
- 1.8 It is important to note that although the format of the documents is different to the previous versions, the core risks have not changed considerably but have been refined and articulated slightly differently, for example a reference to Covid-19 has been made in the Pandemic Flu risk.

Progress to this point in 2020

- 1.9 To ensure we have a detailed understanding of our community we have completed a comprehensive review of the foreseeable risks within the county which are captured within our Community Risk Profile (CRP). This substantial piece of work provides a firm base on which to construct our plans. It also satisfies previous feedback from HMICFRS and follows National Fire Chiefs Council (NFCC) best practice. The clearer we are about the risks the community and organisation face, the easier it is for the public to scrutinise our plans to mitigate those risks.
- 1.10 The Service also carried out an internal (HMICFRS themed) health check of the IRMP/Frameworks. We identified that there was further scope to strengthen the Frameworks. It was considered that this work was essential prior to publication.

- 1.11 Finally, and most recently, we have also adapted our IRMP (Pandemic Flu) risk to reflect Covid-19 as it poses slightly different risks than simply staff shortages – the restrictions on ways of working, created by “lockdown” affect our activity in different ways not related to planning assumption around staff shortages.

Examples include:

- Face to face operational training delivery
- Fire Prevention visits to vulnerable people
- Fire Protection audits to businesses

- 1.12 As 2020 has proven to be challenging in terms of the county response to the pandemic, the knock-on effect to some of the business process streams and our willingness to totally re-model our public facing documents into a more modern format, we propose to extend this IRMP to cover the remainder of 2020/21 through to 31 March 2024.

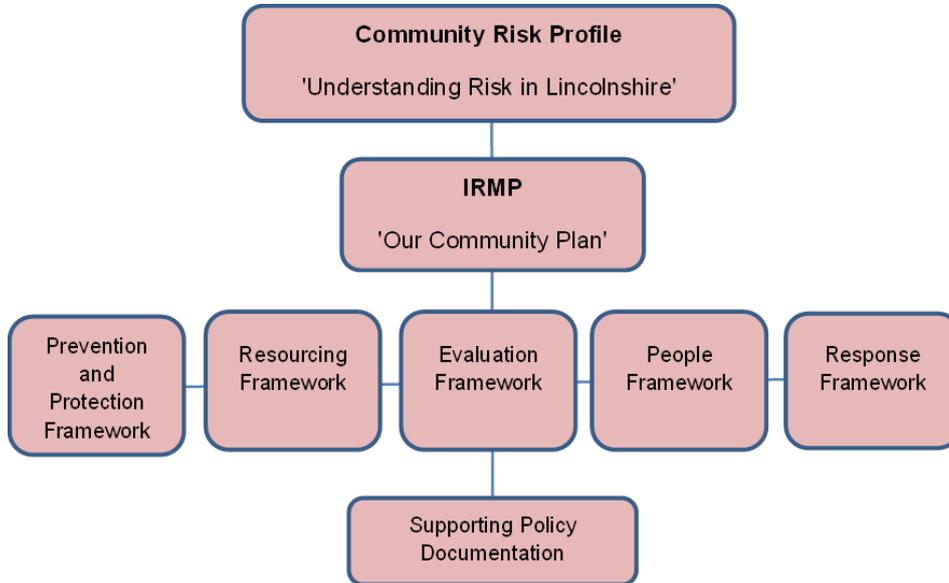
- 1.13 Throughout this period we will review the CRP, IRMP and Frameworks annually and update targets and measures through our service plan as we have historically. These reviews will take the opportunity to seek partner and stakeholder informal consultation to reflect changing needs or risks.

Outcomes of Consultation

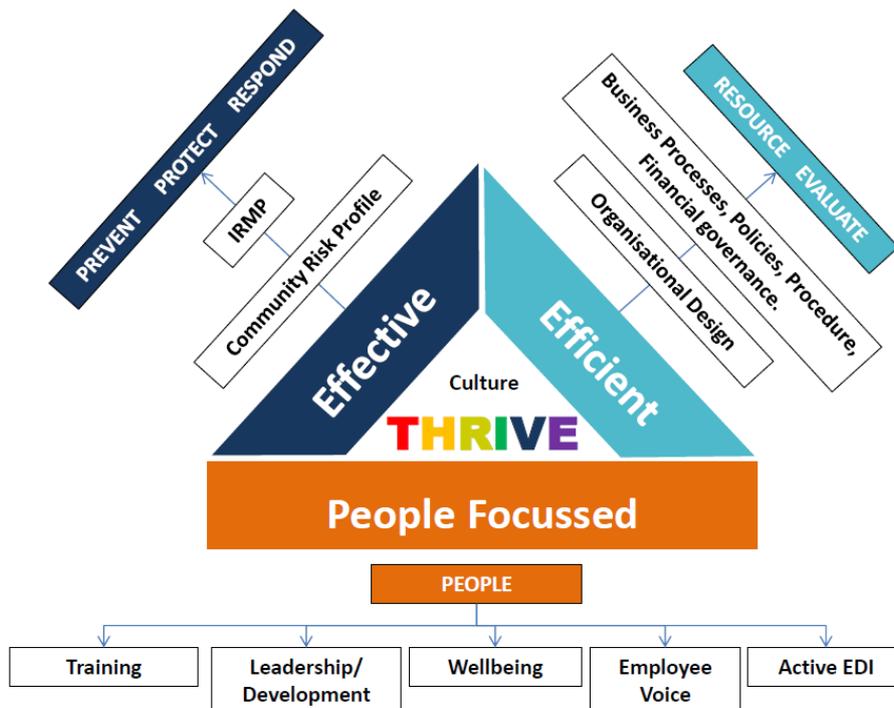
- 1.14 We asked the community, as part of a consultation carried out earlier this year, to comment on our work, if they agreed with our plans and to seek any alternative ideas.
- 1.15 During the early period of consultation, a request was made for us to add the Frameworks to our public area to enable more detail to be examined by the community. We therefore added the five Frameworks and extended the consultation period to the 31 March 2020.
- 1.16 We received feedback from the public, staff and representative bodies during the IRMP consultation stating the way the Framework content was articulated could be clearer. As a result we revisited this work to ensure our frameworks are clear to a wide range of audience.
- 1.17 The formal engagement period ran for a total of 14 weeks (172 responses), during which our plans were made available online with a link to a snap survey. Copies were circulated widely through email and hard copies made available on request. A series of briefing sessions were held for both staff and members of the public. We also commissioned a peer review from colleagues from Nottinghamshire FRS. As a result of the feedback we have strengthened our Framework documents with relevant details being included in the final IRMP, for example response standards, to support ease of understanding for our communities. Further details can be found in Appendix H.

Structure of the Community Risk Profile and IRMP

1.18 The diagram below describes the interrelationship between the various documents.



LFR Frameworks supporting IRMP



Publication of the IRMP

- 1.19 Publication of the IRMP was impacted by the Covid-19 pandemic. On 23 April 2020 the Minister of State for Security wrote to Chief Fire Officers and Fire Authority Chairs to outline support during the pandemic. Part of the letter stated “If a service’s annual assurance statement and/or IRMP are due to be prepared and published in the coming months, we understand there may be a delay in the publication during the current circumstances, however any risk could be mitigated by taking such action as you are able to during this period.”
- 1.20 The service is currently operating under the 2016-2020 IRMP pending the publication of the 2020–2024 IRMP. This is a low risk and the principle of operating under an extension to current IRMPs was supported by the Minister in a letter from the Home Office described above.
- 1.21 The original timelines were as follows:
- 13 January 2020 - Consultation commenced (Completed)
 - 28 January 2020 - Scrutiny Committee – IRMP project update (Completed)
 - 17 March 2020 - Scrutiny Committee – update on consultation (Completed)
 - April 2020 - Publish IRMP (delayed due to Covid-19)

2. Legal Issues:

Equality Act 2010

- 2.1 Under section 149 of the Equality Act 2010, 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 Act
 - 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.
 - The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation
 - 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.

- 2.2 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
- 2.3 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.
- 2.4 Compliance with the duties in Section 149 may involve treating some persons more favourably than others.
- 2.5 The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker 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

Equality Act considerations have been taken into account throughout the process and the community risk profile has had regard to the different protected characteristics. It is recognised that fire incidents especially in the home have the potential to impact differentially on people with certain protected characteristics especially those related to age and disability. We are confident that the community risk profiling, drive time modelling and planning which have gone into the planning of our prevention and protection strategies will have a positive effect on the community as a whole including those with a protected characteristic.

Joint Strategic Needs Analysis (JSNA) and Joint Health and Wellbeing Strategy (JHWS)

- 2.6 The County Council must have regard to the Joint Strategic Needs Assessment (JSNA) and Joint Health & Wellbeing Strategy (JHWS) in coming to a decision.

During the preparation of the IRMP, attention was paid to both the JSNA and JHWS (documented in the references section of the CRP) to support our understanding of future risk in Lincolnshire.

As a direct result 'Health & Wellbeing' was added to our highest risks for the new IRMP. This takes account of factors identified within these strategic documents, such as the ageing population, dementia, falls and obesity.

Crime and Disorder

- 2.7 Under Section 17 of the Crime and Disorder Act 1998, the County 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.

The IRMP references both malicious attacks and arson as risks which will be mitigated by activities within the Service Plan.

- Deliberate ignition incidents are reported against:
 - NI33i number of deliberate primary fires
 - NI33ii number of deliberate secondary fires
- LPI8 total calls to malicious false alarms
- LPI71 number of malicious false alarms attended

Performance against targets is reported via the internal Performance Management Board. Lincolnshire Fire and Rescue and Lincolnshire Police collaborate through the Arson Task Force, which is well established.

3. Conclusion

- 3.1 Lincolnshire Fire and Rescue has undertaken an extensive consultation and redesign of the Community Risk Profile and Integrated Risk Management Plan. The service has also taken the opportunity to use consultation feedback and internal review to provide a comprehensive suite of documents to drive our planning into 2024.
- 3.2 The new IRMP seeks to more clearly describe our core risks as well as describing and expanding on existing risks, for example such as:
- Pandemic flu
 - Heritage risks
 - Ageing and vulnerable population (Wellbeing section)

The new IRMP is a strong suite of documents which will remain under regular review.

- 3.3 The IRMP allows Lincolnshire Fire and Rescue to meet its statutory obligation to produce a plan and that it covers a period of at least three years.

4. Legal Comments:

The Report seeks approval for the proposed Fire and Rescue Integrated Risk Management Plan for 2020 to 2024.

The adoption of such a Plan is a requirement of the Fire and Rescue National Framework to which the Council as Fire and Rescue Authority is required to have regard in accordance with the Fire and Rescue Services Act 2004.

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

5. Resource Comments:

An assessment of the resource requirements to deliver the proposed IRMP is set out in Appendix F- Resourcing Requirements. These resources are managed in accordance with the Council's Financial Regulations and Procedures.

The service's Medium Term Financial Plan, capital and revenue budgets are reviewed and subject to scrutiny and approval on an annual basis as part of the Council's overall planning framework.

Appendix F also sets out the arrangements for mitigating the main resources risks. Approval of the recommendations in this report does not give rise to any further resources risks.

6. Consultation

a) Has Local Member Been Consulted?

n/a

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The Public Protection and Communities Scrutiny Committee met on 15 September 2020 to consider a decision report on the Integrated Risk Management Plan 2020-2024. The Committee supported the recommendations to the Executive to approve the Integrated Risk Management Plan for the period 2020-2024.

The Committee supported the need for the Integrated Risk Management Plan to be a 'live' document and updated when necessary to reflect changing risks.

The Committee highlighted the following additional comments for consideration:

- The Committee was disappointed at the response rate to the consultation

on the fire service and highlighted the need to look at new ways of engagement with the public and partners to enable better response rates in the future. It was also suggested a low response rate could indicate that the public were generally satisfied with the service.

- The Committee queried why the population figures for Lincoln didn't include the student population as a possible oversight. Officers confirmed that including the student population could result in a disproportionate focus of resource. It was confirmed that the student population were the focus of a more targeted prevention and protection approach to mitigate this.
- The Committee identified a number of trends in the statistics, particularly in relation to incidents relating to drink, drugs and the use and manufacture of illegal cigarettes and highlighted these as areas for additional work.
- The Committee highlighted some of the very rural in the County which were outside of the set response times. The Committee supported the approach of these areas being targeted with a greater level of prevention and protection approach to aid in reducing risk.
- The Committee explored the procedures in place for staff raising concerns and the support available for any staff members who felt that they were subjected to bullying and harassment.
- The Committee welcomed the proposal for a yearly review of the progress and outcomes of the Integrated Risk Management Plan and supported this being reviewed through the scrutiny process.

d) Have Risks and Impact Analysis been carried out?

Yes

e) Risks and Impact Analysis

See body of report and IRMP documents

7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Community Risk profiling Document (CRP)
Appendix B	Integrated Risk Management Plan 2020-2024 (IRMP)
Appendix C	People Framework
Appendix D	Response Framework
Appendix E	Prevention & protection Framework
Appendix F	Resourcing Framework
Appendix G	Evaluation Framework
Appendix H	Consultation Document Outcomes

8. Background Papers

The following Background Papers within the meaning of section 100D of the Local Government Act 1972 were used in the preparation of this Report

Background Paper	Where it can be viewed
Scrutiny Report 17 March 2020 - Lincolnshire Fire and Rescue Integrated Risk Management Plan 2020 – 2023 Consultation	Appendix H to this report.

This report was written by Tim Joyce, who can be contacted on 07799110491 or tim.joyce@lincoln.fire-uk.org .

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UNDERSTANDING RISK IN LINCOLNSHIRE 2020 - 2024

LINCOLNSHIRE FIRE & RESCUE

COMMUNITY RISK PROFILE



Lincolnshire
COUNTY COUNCIL
Working for a better future

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Foreword

The Fire and Rescue National Framework for England outlines the requirement for every fire and rescue authority to assess all foreseeable fire and rescue related risks that could affect their communities. It is essential that we have an understanding of both current and future risks and the consequences of those risks for the people, who live, work and visit Lincolnshire.

We will use this understanding to develop frameworks and plans to prevent and mitigate risk to our communities. It is essentially about ensuring we have the right resources in the right place, at the right time to keep our communities safe.

This Community Risk Profile underpins our Integrated Risk Management Plan and provides the foundation on which to develop further detailed plans, as we work towards our vision 'to make our communities safer, healthier and more resilient'.

As a Fire and Rescue Service we have had to change the way we work in order to respond to new and emerging risks including Covid19, and against a background of reduced central funding during this period of austerity. Developing an understanding of risk is essential to ensuring our resources and capabilities remain well placed to meet the needs of our communities. As part of Lincolnshire County Council we will also consider the needs of our partners within wider public protection delivery.

There will undoubtedly be challenges ahead but our focus places improvement, diversity, service to the community and our people at the heart of what we do. It is our commitment to this focus that will ensure we remain concentrated on delivering a professional, risk-led and innovative service to the communities of Lincolnshire.



**Les Britzman,
Chief Fire Officer**





Introduction

This Community Risk Profile provides the context and background analysis of risk which will inform Lincolnshire Fire and Rescue’s Integrated Risk Management Plan (IRMP) which is a statutory requirement for all Fire and Rescue Services (FRS). It provides a comprehensive review of current risks and a forward-looking assessment of future risks to our communities and will help shape service delivery over the next four years.

This document is underpinned by detailed performance data and analytics, which together are used to support our understanding of community risk and help target activities, both strategically and on a day-to-day basis. It enables us to better understand the diverse nature of our communities and to identify, prioritise and plan for both current and foreseeable risks, in accordance with the requirements of the Fire and Rescue National Framework 2018, which states;

“Every Fire and Rescue Authority must assess all foreseeable fire and rescue related risks that could affect their communities, whether they are local, cross-border, multi-authority and/or national in nature from fires to terrorist attacks. Regard must be had to Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate”.

The Community Risk Profile also takes account of information supplied by partners and external influences on our Service at a local and national level. It does not replicate the statutory, multi-agency Community Risk Register managed by the Lincolnshire Local Resilience Forum (LRF).

Risk assessment methodology

Defining Risk

Before we begin profiling risk it is important to understand what we mean by risk, and how we define it. The ISO International Standard 31000:2018 (Risk Management - Guidelines) defines risk as:

“The effect of uncertainty on objectives”.

This definition is clarified by a note, stating:

“Risk is usually expressed in terms of risk sources, potential events, their consequences and their likelihood”.

Risk and Demand

When thinking about the likelihood of fire and other incidents, it is important to note that ‘risk’ and ‘demand’ are not the same thing:

Risk is defined by the geographical locations of high risk communities, people and premises and is connected with social factors in the population, including poverty/deprivation, age, health and lifestyle. Individuals at risk of harm from fire and other accidents are often also at risk of other types of harm. We know both from our routine local analysis and national research that incidents are more likely to happen to some individuals and in some areas, than others.

We routinely make use of data systems including the Lincolnshire Research Observatory and demographic profiling tools (e.g. MOSAIC), both of which provide information to household/business level.

Demand is defined by historic, activity-based data, for example the number/location of incidents attended, the number/location of ‘Safe and Well’ checks carried out and the number/location of fire safety inspections completed.

This helps us to make the connections between community risk and incident activity and to target the available resources at the areas considered at greatest risk. Our approach to how we mitigate these risks is set out in the IRMP and is delivered through our annual service plan.

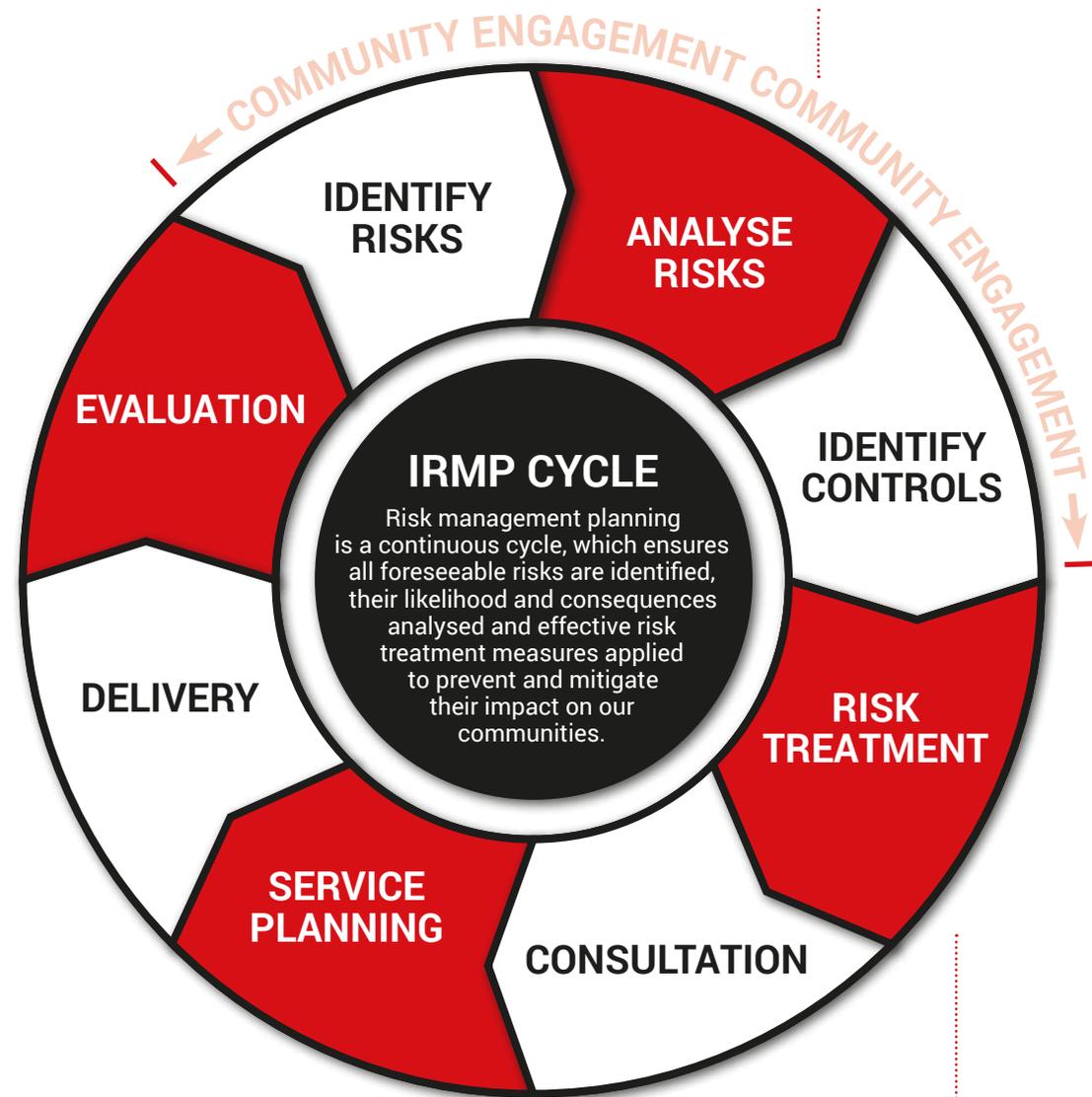


Integrated Risk Management Cycle

Risk will continually move with changes to the environment, population and demographics. With it, the demand for our resources and services will change.

Our risk management cycle ensures all foreseeable risks are identified, their likelihood and consequences analysed and effective risk treatment measures are applied to prevent and mitigate their impact on our communities.

Understanding Risk in Lincolnshire



SUPPORTING FRAMEWORKS

- PREVENTION & PROTECTION
- RESPONSE & PEOPLE
- RESOURCING & EVALUATION

Identifying Risk

Lincolnshire's Local Resilience Forum (LRF) Community Risk Register sets out the key community risks for Lincolnshire together with an assessment of how likely they are to happen and the impacts across the county if they do. This process sets the direction for community risks in Lincolnshire and will drive our assessment of the highest risks within our IRMP.



The risks identified by the Lincolnshire community risk register are:

- Pandemic flu
- East coast flooding
- Inland flooding
- Impacts from disease/contamination
- Severe weather
- Loss of critical infrastructure
- Fuel shortages
- Malicious attacks

We also use a range of datasets to support risk identification, intelligence and the effective targeting of resources. Whilst these datasets will evolve with time (as new information, research and systems are introduced) our broad categories of data are defined below:

Geographic Data 	Identifying places within communities that are more at risk and the nature of those risks.
Social Data 	Identifying types of people that are more at risk, through the use of marketing and other social data, then identifying the best way to reach those people.
Partnership Data 	Working with other services, including Health, Police and Social Services to jointly identify common groups, individuals and geographical areas where joint or shared interventions will be most effective.
Historic Demand Data 	Identifying historic incident data using the Incident Recording System (IRS) to support analysis of activity and demand.
Business Data 	Identifying high risk businesses and commercial premises through our Experian dataset to drive our Fire Safety and Operational Risk Based Inspection Programmes.

Horizon Scanning

Horizon scanning is the process of exploring what the future might look like to gain an understanding of foreseeable uncertainties and risk. The process assists us to analyse whether we are adequately prepared for potential opportunities and threats.

Horizon scanning is an ongoing process, which examines all main external influences upon the county.

Whilst internal performance is monitored and acted upon regularly, there are also a number of issues that influence the decisions and actions of Lincolnshire County Council as the fire authority. LFR will consider a range of external issues covering political, economic, socio-cultural, technological, environmental, legal and organisational (PESTELO) themes at a local, regional and national level:

2020 – 2024 PESTELO THEMES		
 <p>Political</p>	Potential impact of Brexit Change of Government, Council political affiliation, Devolution and Boundary changes	
 <p>Economic</p>	Impact of changes to LFR budget and the likely impact on resources, both internally and externally Economic impact of Covid19 on supply chain	
 <p>Socio-cultural</p>	Impact of predicted increase in population Impact of ageing population Impact of migration, particularly in Boston Impact of deprivation	Impact of predicted increase in health issues; obesity, dementia, falls Impact of Covid19 on demographics and cultural behaviours
 <p>Technological</p>	Impact of IT outage/cyber attack Impact of power outage Opportunities presented by technology to improve service delivery	
 <p>Environmental</p>	Impact of climate change Impact of East Coast flooding/inland flooding and improvements to flood defences Impact of severe weather	Impact of changes to the built environment, e.g. housing developments, industrial developments and changes to the road network (GLEP)
 <p>Legal</p>	Impact of potential changes in legislation arising from Grenfell Tower Inquiry Impact of changes to FRS National Framework Potential impact of Brexit	
 <p>Organisational</p>	Impact of key business continuity risks on critical services Impact/opportunities of collaboration Impact of workforce change Impact of RDS review	Impact of Wellbeing Strategy Impact of HMICFRS inspection Impact of review of LFR values Impact of new ways of working as a result of Covid19

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Risk Analysis

Our risks are analysed using risk and workload modelling software. This allows us to build a layered picture of risk and drives planning by supporting the effective targeting of resources at those communities, premises and individuals most at risk.

We use an interactive mapping tool to share our risk analysis both internally and with other agencies. By sharing this information, managers are able to view, analyse and manipulate layers of risk within their areas, supporting multi-agency and local level risk-led decision making.

High Risk Communities

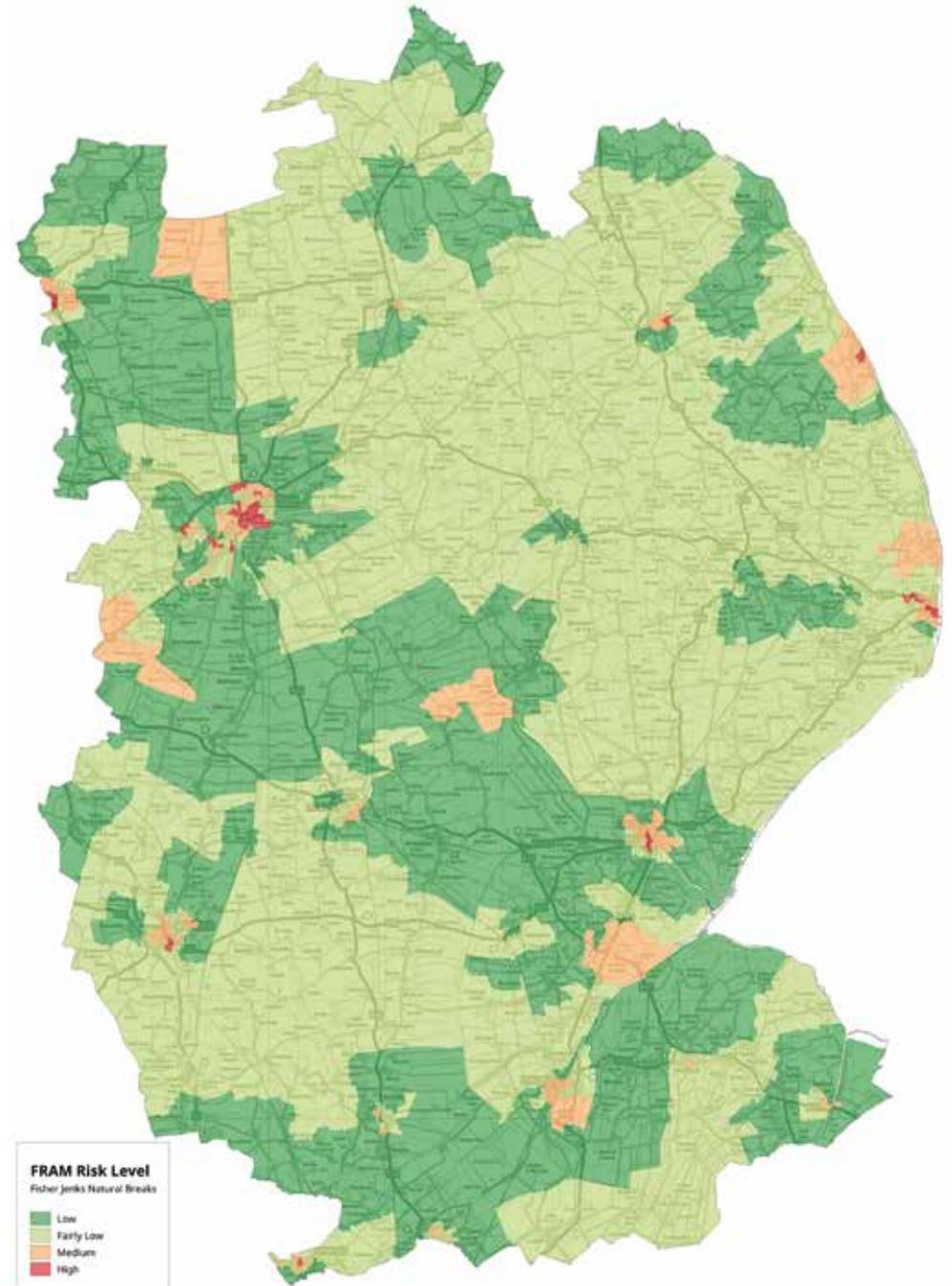
We analyse the level of community risk using a methodology called 'FRAM' (Fire Risk Assessment Methodology). FRAM blends five years of incident data and indices of multiple deprivation to generate an independent risk score within a defined Lower Super Output Area (LSOA).

When looking at the demand each LSOA has on the service, we look at how many incidents the service had responded to in each LSOA and convert that to a percentage of the total number of incidents over five years.

We use the Fisher Jenks Natural Breaks methods to distribute the LSOA's population density values into four groups, to assign each group a weighted score. The more densely populated the LSOA, the higher the score.

The FRAM risk score, the population density weighted score and the incident demand percentage are added together to give an overall risk score. The four risk groups are mapped giving four risk levels, high (red), medium (yellow), fairly low (light green) and low (dark green).

FRAM is our base methodology for all LFR predictive risk analysis, against which additional layers are added, including high risk businesses, response drivetimes and demand maps to build up a comprehensive picture of risk.



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High Risk Buildings

We use Experian's Incident Risk Score model (IRS) to identify high risk premises for both operational risk, and fire safety inspections. This integrated approach provides a level of consistency in the base methodology used by both areas.

Experian's model defines high risk buildings by three common areas of risk in commercial premises:

- The presence of a large number of people.
- The presence of material or stock, which could be flammable.
- Places where food is being cooked.

The model profiles businesses against this risk and assigns a risk percentile score out of 100. The dataset is updated quarterly, which will allow LFR to identify businesses that have newly formed, ceased trading, moved or merged.

The methodology for both fire safety and operational risk is described below:

Risk Based Inspection Programme

We use a Risk Based Inspection Programme (RBIP) to:

- Determine a fire safety inspection programme for non-domestic premises that is based on an assessment of the risk posed by generic types of premises and individual buildings; and
- Ensure that the fire safety inspection programme carried out by both operational and non-operational personnel contributes to Integrated Risk Management Planning (IRMP) and the associated preventative, protective and response arrangements.

The following principles support the risk identification of our RBIP:

- We use Experian data to identify new premises. These are scheduled for inspection and the outcome will ensure they are placed in the appropriate category under the RBIP.
- Premises which present the highest risk will be audited and inspected more frequently.
- The RBIP is a dynamic document which is updated on a weekly basis to ensure all risk is current.

Operational Risk Inspection Programme

Experian's IRS data is used to identify high risk business premises for operational risk inspection. The Experian data is blended with data from a generic Premises Type Risk Register (PTRR), which provides further analysis to define high, medium and low risk premises for operational risk inspection.

The PTRR was developed using the list of property types identified by the Incident Recording System (IRS) together with historical data on incidents attended by LFR and national incident data regarding fatalities and injuries. This information is reviewed to align with our assessment of risk and IRMP, to ensure our identified risks are prioritised effectively for operational risk inspection.

High Risk (Vulnerable) People

We analysed seven years of fire fatalities and the resulting serious case reviews to understand trends relating to fire deaths in Lincolnshire. We compared this analysis with partnership data and national fire fatality data to highlight the common vulnerabilities.

Our data shows that 84% of fire related fatalities occur in domestic dwellings, with 80% of the total number of fatalities being male.

- Full analysis of cause is available on page 60, however, 76% of fire fatalities are attributable to deliberate, smoking, space heating or electrical appliances. Analysis of our data shows that 32% of fire related fatalities are attributed to 'deliberate ignition' causation. Although important, due to the nature of these incidents, these figures are considered in isolation as it is recognised that prevention work will be dependent on partnership working. There will be a need to consider contributing factors of individuals and the nature of the resulting deliberate ignition, e.g. motive, mental health considerations.
- The full fire fatality analysis is available on pages 58-60 of this document, however, for this analysis of vulnerable people we have discounted incidents where deliberate ignition was the cause.

Age and gender – When considering all fire fatalities from accidental causes of fire, 88% of these were male. 18% of fire fatalities being in the age category 40-49, however 41% of fatalities were aged 65 and over which aligns to the national statistics for England for the 2018-19 year, where 42% of fire fatalities in dwellings were aged 65 and over.

Household occupancy – Further interrogation notes an even spread of risk among household occupancy types with no one category being at significant risk, however using national data for England over five years, it is evident that 61% of fire fatalities were one of the lone person categories of household occupancy.

Smoker – In addition to the five fatalities where the cause of fire was carelessly discarded smoking materials, an additional fatality was known to be a smoker making 35% of fire related fatalities being a smoker as a risk factor.

Human factors – Disabled – 18% of our fire fatalities were recorded as disabled compared with national data for England of 6%.

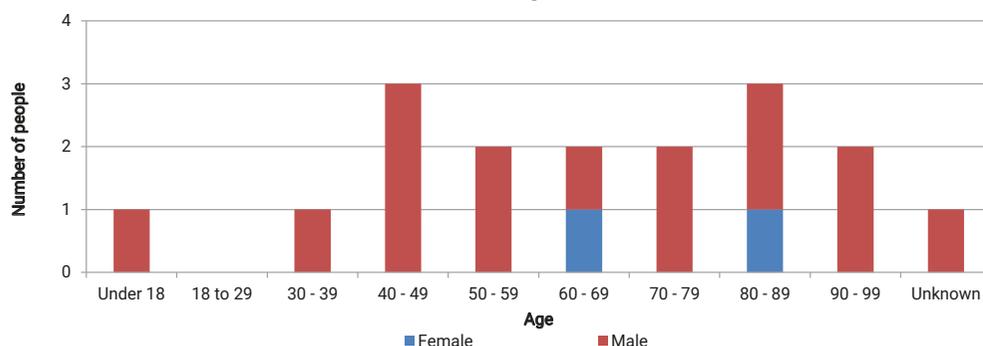
Human factors – Excessive and dangerous storage – 12% of our fire fatalities had recorded a presence of excessive and dangerous storage (hoarding) compared with 2% nationally for England.

Human factors – Suspected under influence of alcohol/drugs – 35% of our fire fatalities were recorded as alcohol or drugs as an impairment contributing to the fire compared to 18% nationally for England.

It is also important that fire related injuries are analysed. We view this type of incident as preventable and as a consequence develop strategies to prevent fires resulting in injury. Details show that 22% of fire related injuries result in people who live on their own and are over pensionable age. 26% of injuries are as a result of fires involving cooking appliances, with 19% of injuries sustained whilst individuals attempt to tackle the fire.

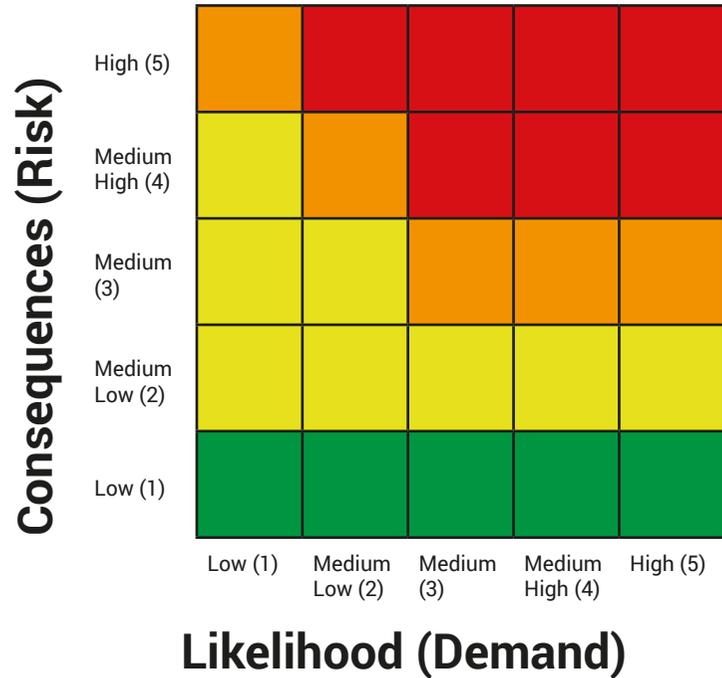
It is acknowledged that LFR has a small dataset of incidents and resulting injuries and fatalities to review. As a result national statistics are also reviewed to support the identification of trends and emerging issues. Local and national datasets are compared to ensure LFR identifies the correct areas to target and to focus our prevention activities on.

Fire related fatalities by age and gender 2014/15 - 2018/19
excl. deliberate ignition cause



Risk Assessment Matrix

Once our risks have been identified and analysed we use a risk assessment matrix to determine the level of risk. This is based on:



Each identified risk is scored using available intelligence and professional judgement. These risks are then categorised as follows:

VERY HIGH RISK – May have a medium-low likelihood but their potential consequences are high enough to make very high risk.
HIGH RISK – Will be given careful consideration during LFR’s strategic planning process.
MEDIUM RISK – Will be monitored to ensure Response, Prevention and Protection resources are in place to mitigate the risk.
LOW RISK – Will be managed during normal planning arrangements.

The outcomes of this process are summarised in the table on page 21 and are then used to drive our IRMP.

Risk Treatment

The IRMP document is our long-term plan which outlines LFR’s assessment of key risks and the frameworks we will adopt to mitigate those risks over a four year period. The IRMP enables us to target our resources and develop further detailed plans, such as the annual service plan, effectively, ensuring we can fulfil our mission of ‘making our communities safer, healthier and more resilient’.

The IRMP will assess key community and corporate risks and drive the frameworks for how these risks are treated. These frameworks cover the core business of the service. Maintaining the right balance between these frameworks and ensuring our approach to risk reduction is fully integrated is key to the delivery of an effective service.

Evaluation

Our assessment of risk is recorded on corporate and community risk registers. These registers provide assurance that risks are being prioritised and monitored effectively and resources allocated appropriately. Both risk registers are reviewed on a monthly basis at our Service Management Board.

We are committed to the continual improvement of the services we provide to our communities. It is important that all integrated risk activities are evaluated to allow the Service to continually monitor risks, ensure compliance with legal responsibilities, measure the impact and benefits of the work being carried out and evaluate the effectiveness of any changes made as a result of IRMP planning.

Quality assurance of IRMP activities will be delivered through:

- HMICFRS inspections
- Performance Management Board
- Internal department and policy audits
- Continual team monitoring, team development and sharing of best practice
- Staff appraisals

Engagement on risk

Throughout the development of the IRMP, we frequently use data and analysis to understand risk. It is equally important that we engage with staff, communities, partner agencies, representative bodies and key stakeholders to seek their views on risk in Lincolnshire and consider this as part of the planning process.

We work closely with Lincolnshire County Council's (LCC) engagement team to build an engagement plan, which helps us to target communities, organisations and individuals for feedback. For example, as we felt heritage was a risk, we engaged with Heritage Lincolnshire, English Heritage and the National Trust to improve our understanding of this risk.

The formal engagement period ran for a total of 14 weeks, during which our plans were made available online with a link to a snap survey. Copies were circulated widely through email and hard copies made available on request. A series of briefing sessions were held for both staff and members of the public.

The engagement process invited respondents to feedback on three key areas:

- 1) Do you agree with our assessment of risk?
- 2) Do you agree with our plans to mitigate this risk?
- 3) Is there anything else you think we should consider?

We also carried out a peer review of our IRMP with colleagues from Nottinghamshire FRS.

In total we received 172 responses to the survey, a large proportion of which came from the 46-60 age bracket (56%) compared with 35% from the 26-45 age group. This is an area we will evaluate going forwards to improve future uptake from all age groups.

Outcomes

The results were very positive with the majority of respondents (83%) agreeing with our assessment of risk and 74% agreeing with our measures for reducing risk. Areas we have improved or added as a result of feedback received are:

- Due to the impact of the Covid19 pandemic, Covid19 is now referenced specifically with appropriate mitigation.
- Water risks were reviewed to reflect the large network of rivers and drains in Lincolnshire.
- Clearer reference to response standards within the Response Framework.
- A new dataset on heritage risk was shared by Heritage Lincolnshire. This significantly improved our understanding of this risk and was used to model heritage risk across the county.

We know Lincolnshire

We collect lots of data about incidents we attend and about risks in our county. We know a lot about Lincolnshire and the risks within the area. This section explains those risks in more detail.

Context

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).

Lincolnshire's population is around 750,000 and is growing, ageing and changing; the impact of this is covered in more detail later. The county comprises seven districts; East Lindsey, West Lindsey, North Kesteven, South Kesteven, South Holland, the Borough of Boston and the City of Lincoln.

Lincolnshire has over 50 miles of coastline stretching from The Humber in the north to The Wash in the south with many of its beaches awarded blue flag status.

The Lincolnshire Wolds is a range of hills designated as an area of outstanding natural beauty and covering an area of 560 square kilometres.

There are 18 rivers running through the county, the two largest being the Witham and the Trent. It is also home to the Foss Dyke canal, one of England's oldest canal systems still in use today.

The western edge of Lincolnshire is connected to the UK's strategic road network by the A1 and also has part of the East Coast Main Line running through it, providing excellent rail links to London and Scotland.

Lincolnshire has no commercial airports however it does have a number of active RAF bases, a number of small local airfields and Humberside airport is just across the border in North Lincolnshire.

The port of Boston has regular container services operating to and from

Norway, Sweden and Spain with overall some 750 vessels and 1.5 million tonnes of cargo being handled through the port each year. Imports include animal feeds, paper, steel and timber. In addition up to half a million tonnes of grain is exported from the port of Boston every year.

Lincolnshire is an agricultural area, growing large amounts of wheat, barley, sugar beet and oilseed rape. Workers from the European Union comprise a large component of the seasonal agricultural workforce, particularly in the south of the county.

Population

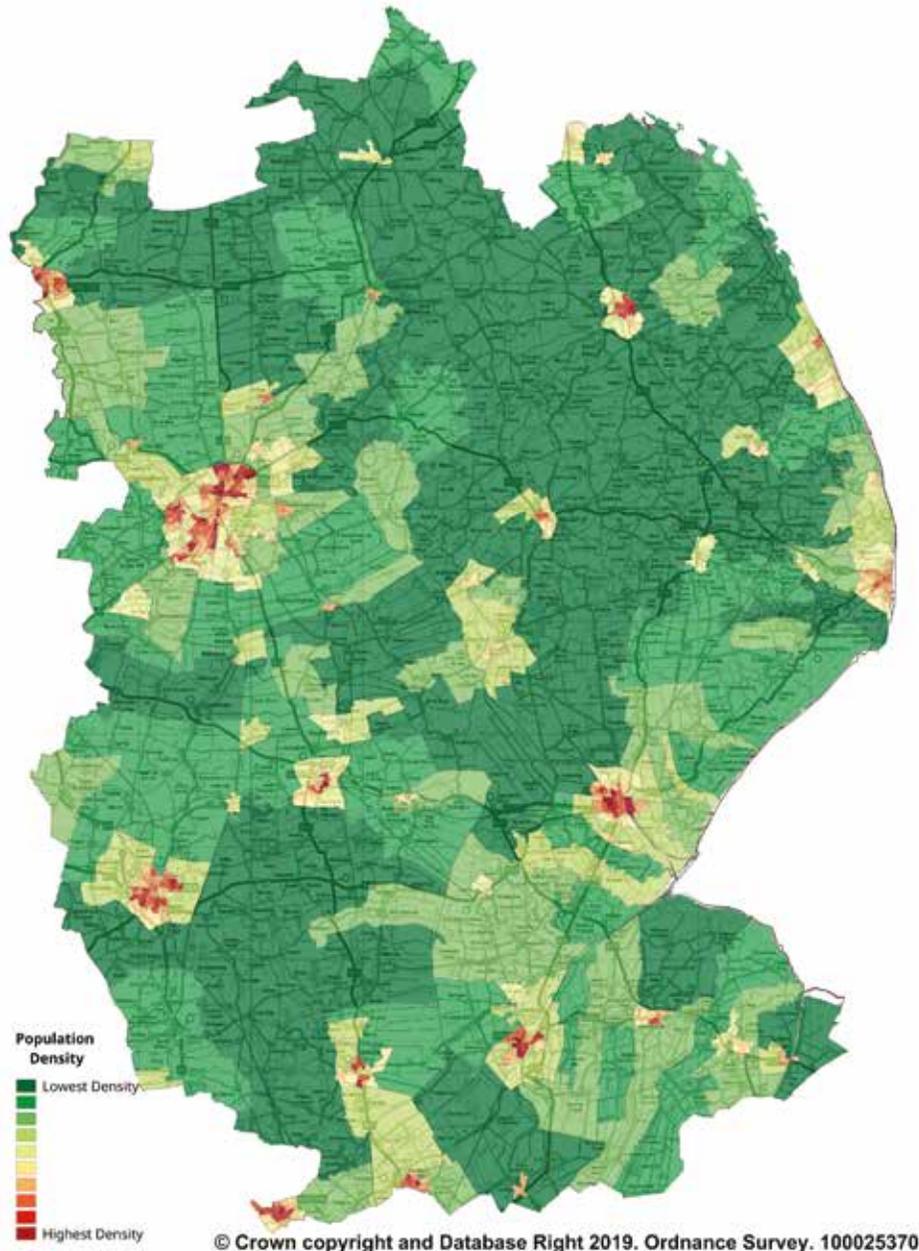
Knowing both the population size and demography of an area, and understanding how it is changing, are both important factors for understanding our communities and the risks within them.

Lincolnshire's current population is estimated at 751,200. This is expected to rise to 802,000 by 2031, an overall increase of 8% in line with the national prediction over this period. (Source; Lincolnshire Research Observatory)

	2016	2021	2031	2041	Change (%) 2016-2021	Change (%) 2016-2031	Change (%) 2016-2041
Lincolnshire	744,800	766,300	802,000	824,400	3	8	11
Boston	67,700	69,600	71,800	73,300	3	6	8
East Lindsey	138,700	140,700	144,900	147,700	1	4	6
Lincoln	97,400	98,500	102,400	104,200	1	5	7
North Kesteven	113,600	117,400	123,200	126,900	3	8	12
South Holland	92,500	95,900	101,200	105,200	4	9	14
South Kesteven	140,900	146,500	155,500	161,400	4	10	15
West Lindsey	93,900	97,600	103,000	105,700	4	10	13
East Midlands	4,725,400	4,874,100	5,127,100	5,311,400	3	9	12
England	55,268,100	57,030,500	59,789,800	61,952,100	3	8	12

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The map demonstrates Lincolnshire's more densely populated areas, highlighted in red through to lowest density in dark green.



Migration Levels

Net migration (the balance between immigration – those entering the UK for a year or more, and emigration – those leaving the UK for a year or more) affects some areas of Lincolnshire more than others.

The Office for National Statistics data (2016) estimates Lincolnshire as having a 7.3% proportion of non-British population, compared with a National proportion of 9.3%.

However, the proportion of non-British nationals in Boston Borough (27%) and South Holland (13%) is significantly higher, as demonstrated in the map below;



(Source: Office for national statistics)

Boston Borough has the highest proportion of non-British nationals outside of London. Immigrant workers, mainly from the European Union, comprise a large component of the seasonal agricultural workforce, particularly in both Boston and South Holland.

Of the 25 fire related fatalities during the last five financial years, four were recorded as being 'Other White' ethnicity group. This equates to 16% of fire related fatalities. There were four fire related fatalities in the South Holland area, 75% (three fatalities) recorded as 'Other White' and in the Boston area, five fire related fatalities with one of the individuals being 'Other White', therefore relating to 20% of the fatalities in this area. This data indicates that a higher percentage of the non-British national population of South Holland were fatally injured by fire than the resident population of the area.



Ageing population

Lincolnshire has a declining younger population and a growing older population with many people moving to the county in order to retire. Lincoln as a city has a higher percentage of people aged 20-64 compared with other districts, due to the influence of universities and higher education.

The trend towards an ageing population profile will continue, with the proportion of people over 75 years projected to increase by 88% between 2016 and 2041.

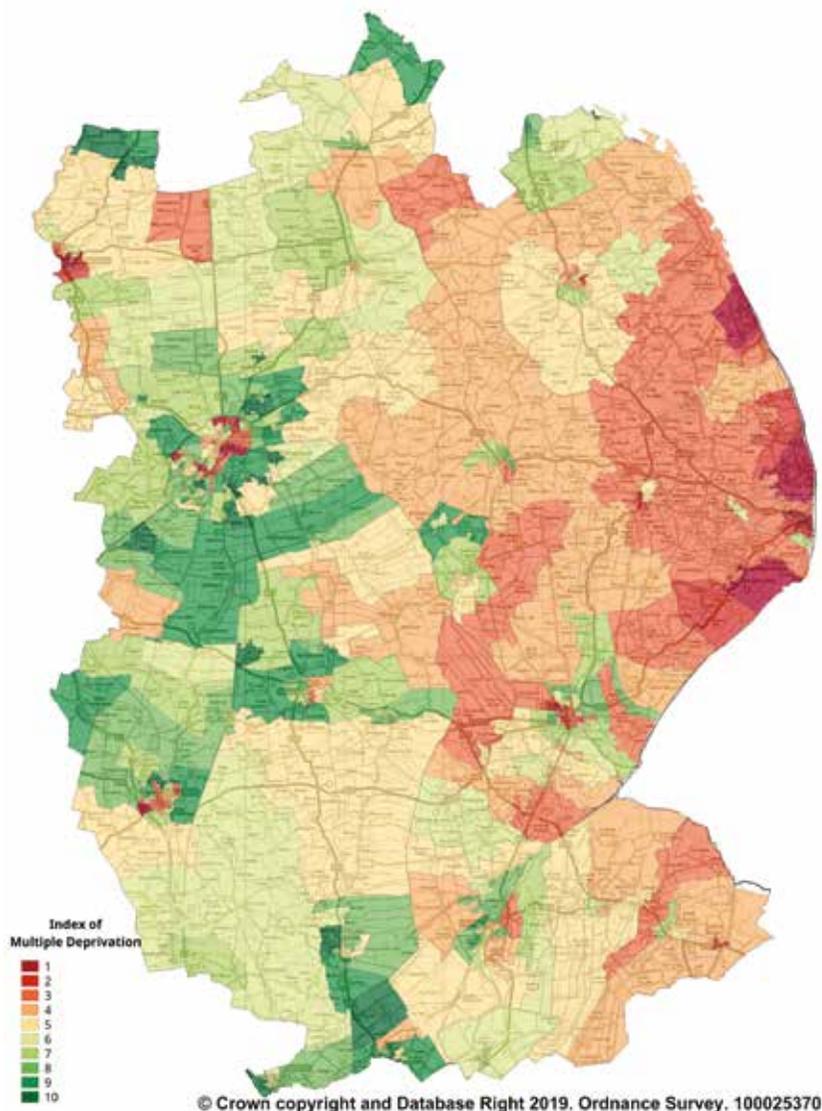
The proportion of young people in Lincolnshire (aged 0-19) fell from approximately 23% of the total population in 2007 to 22% in 2017. In the same period the population of those aged 65+ has increased by 3% to approximately 23%. The two factors together highlight a declining younger population and a growing older population in the county. (Source; Lincolnshire Research Observatory)

The table shows changes in population by broad age group.

	0-19 (%)		20-64 (%)		65+ (%)	
	2007	2017	2007	2017	2007	2017
Lincolnshire	23	22	58	55	20	23
Boston	23	23	58	56	19	21
East Lindsey	21	19	56	52	24	29
Lincoln	24	23	62	61	14	15
North Kesteven	23	22	58	55	19	23
South Holland	22	21	56	55	22	24
South Kesteven	24	23	58	55	18	22
West Lindsey	23	21	57	54	19	24
East Midlands	24	23	60	58	16	19
England	24	24	60	58	16	18

Deprivation

In the Index of Multiple Deprivation (IMD) showing overall deprivation, the 2015 data shows Lincolnshire ranked 90th out of 152 upper tier local authorities in England, where 1st is the most deprived. The map demonstrates Lincolnshire's more densely populated areas, with those most deprived highlighted in red through to the lowest deprived in dark green.



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Health

Understanding ill health and its distribution is the first step to planning effective interventions to improve health and to prevent ill health.

Life expectancy from birth for Lincolnshire residents is comparable to national estimates and has remained static since 2010. Healthy life expectancy from birth in Lincolnshire is slightly lower than national estimates and has decreased since 2010.

70% of adults in the county are overweight or obese. National estimates of levels of morbid obesity suggest that there may be 11,500 adults with a BMI over 40 and nearly 800 with a BMI over 50 in Lincolnshire.

It was estimated that 11,688 people aged 65 and over were living with dementia in Lincolnshire in 2017. This accounted for 6.7% of all adults aged 65 and over. It is estimated that more than 15,000 individuals in Lincolnshire have a learning disability.

The number of people aged 65+ admitted to hospital as a result of falls is projected to increase from 3,309 in 2014 to 5,188 in 2030.

Lincolnshire's Joint Strategic Needs Assessment provides further evidence and analysis around health in the county.

The Joint Health and Wellbeing Strategy for Lincolnshire sets out the following Health priorities for the county:

- Mental Health and Emotional Wellbeing (Children and Young people)
- Mental Health (Adults)
- Carers
- Physical Activity
- Housing and Health
- Obesity
- Dementia

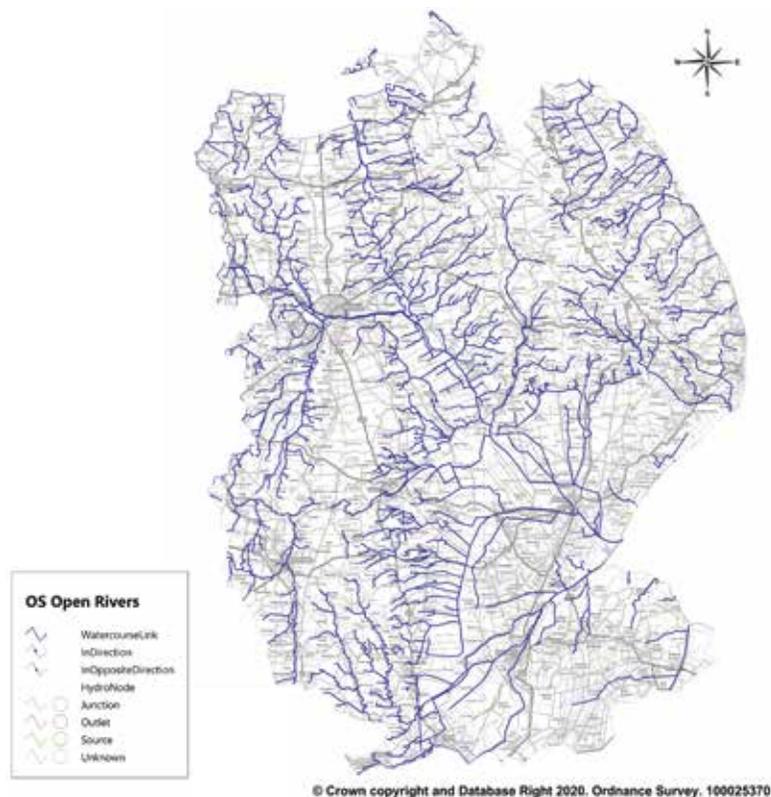
Delivery of the objectives identified for each of these priorities will be through Lincolnshire's Health and Wellbeing Board.

Environment

Lincolnshire is a largely rural county with a coastline of more than 50 miles, hosting seaside resorts that attract thousands of visitors each year. It is also home to a diverse range of wildlife including the grey seal. Large areas of land along the coastline are below sea level and are protected from flooding by sea walls and defences.

There are a number of internationally and nationally important nature conservation sites along the coast, including the Wash, which is classified as a Site of Special Scientific Interest.

There are 18 rivers running through the county, the two largest being the Witham and the Trent. It is also home to the Foss Dyke canal, one of England's oldest canal systems still in use today.



Ordnance Survey Open Rivers in Lincolnshire

Understanding flood risk is an important factor in understanding the level and weight of resources required to respond to flood events, be it inland flooding, east coast flooding or surface water flooding following a severe weather event.

In 2013 Boston experienced a devastating tidal surge affecting approximately 600 homes and businesses in the town. It was the worst flooding seen in Lincolnshire in 60 years. The 'Boston Barrier' is a partnership between the Environment Agency, Lincolnshire County Council, Boston Borough Council and Black Sluice Internal Drainage Board, who are all working together to reduce the risk of tidal flooding in Boston. This tidal flood defence system will provide protection for 14,300 properties in the area. When the barrier is built and the banks immediately downstream are raised, Boston will be protected from a tidal surge with a 0.3% annual probability (or 1 in 300 chance of happening in any one year).

We have worked closely with the University of Lincoln (UOL) geography department to help improve our understanding of future flood risk in Lincolnshire. A report by UOL aims to highlight the flooding risk in Lincolnshire, whilst spatially analysing the extent of Lincolnshire Fire and Rescue's dispersal and resourcing models.

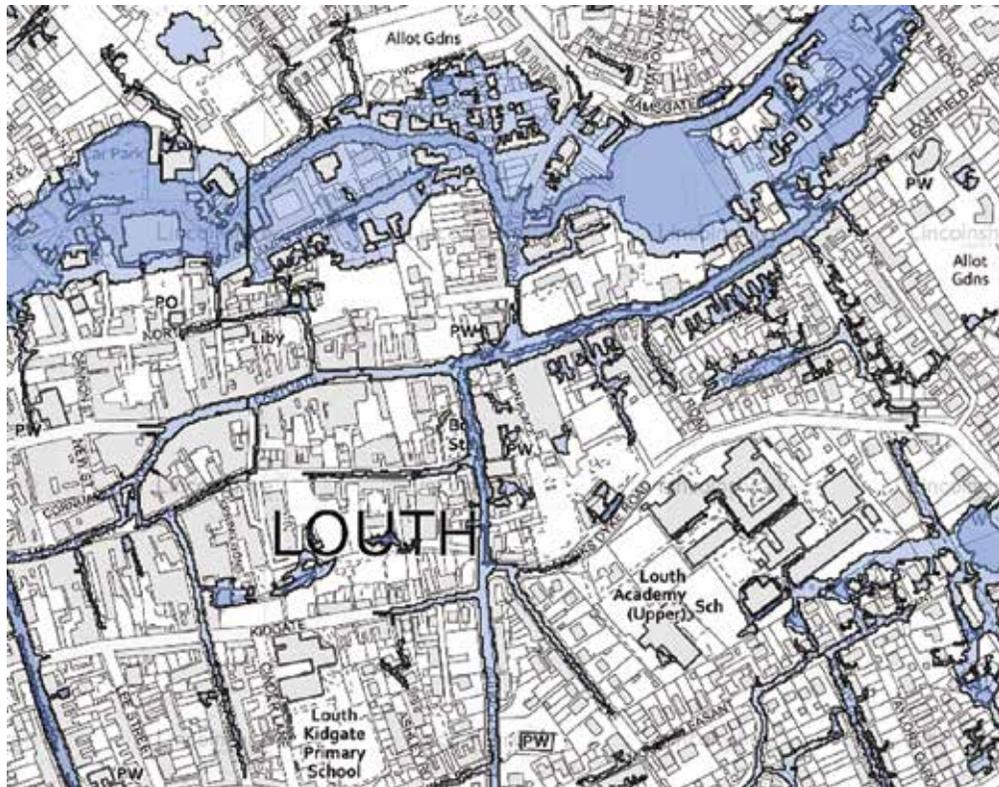
This academic study used a wide variety of flood data and LFR drivetime modelling to describe:

- Lincolnshire's low lying land places it at high risk from rising sea levels and storm surges.
- An estimated 220,000 people live in Lincolnshire's coastal zone thus exposing them to catastrophic flooding impacts from the sea.
- Identifies all high, medium and low risk areas.
- Areas of greatest risk are in Boston and Skegness.
- All medium and high risk areas of flood risk are covered by LFR's current 10 minute response times.
- Identifies stations at Boston, Mablethorpe and Skegness which are at risk themselves and suggests business continuity measures.
- Looks at impact of future flood defences e.g. Boston barrier.
- Recommends LFR considers greater community involvement to ensure the at risk population are equipped to deal with a flooding event.



Artists impression of the Boston Barrier

Access to the Environment Agency's flood risk maps allows us to analyse the risk and ensure we are adequately prepared:



Economy

Agriculture, commercial, industrial, finance, transport, energy, public services and leisure and tourism make up the county's economy.

The county's coastal resorts attract around 20 million visitors per year, many during the summer months.

Lincoln City has the fourth highest proportion of students in the East Midlands with around 10,000 students at the University of Lincoln. Lincolnshire's long-standing reliance on traditional industries such as agriculture remains high.

The Greater Lincolnshire Local Enterprise Partnership (LEP) has developed a number of priorities and plans to meet economic development objectives. These plans provide a window into what Lincolnshire might look like in the future and allow us to predict and prepare for associated risk.

The main priority growth areas are:

- Agri-food
- Visitor economy
- Manufacturing and engineering
- Low carbon
- Health and care
- Ports and logistics

Further details on the LEP strategies and plans can be found [here](#).

Business

We use Experian's Incident Risk Score model (IRS) to identify high risk business premises for operational risk inspection.

Experian's analysis of historic fire incidents reveals that 80% of fires occur in the top 20% of highest risk businesses and identified three common areas of risk in commercial premises:

- The presence of a large number of people
- The presence of material or stock which could be flammable
- Places where food is being cooked

Experian's IRS data is blended with a number of other sources of empirical and dynamic data to drive our operational risk-based inspection programmes.

This information is not shared publically because of GDPR regulations.

Infrastructure

The rural nature of the county means that many people have to travel greater distances to work compared to the national average, with people in the west of the county generally making longer journeys than those in the east.

The western edge of Lincolnshire is connected to the UK's strategic road network by the A1 and also has part of the East Coast Main Line running through it, providing excellent rail links to London and Scotland.

Several major projects are underway to improve Lincolnshire's road network, including the Lincoln Eastern Bypass, which will be part of a wider concept to create a ring road around Lincoln city. LFR is engaged with this project and others to understand potential impacts on road traffic collisions and FRS response times.

Lincolnshire has no commercial airports however it does have a number of active RAF bases, a number of small local airfields and Humberside airport is just across the border in North Lincolnshire.

The port of Boston has regular container services operating to and from Norway, Sweden and Spain with overall some 750 vessels per year being handled through the port. Imports include animal feeds, paper, steel and timber. In addition up to half a million tonnes of grain is exported from the port of Boston every year. The port handles approximately 1.5 million tonnes of cargo per year.

Port Sutton Bridge is a modern dry cargo port and warehouse complex that has grown over recent years.

Many communities within Lincolnshire are on the periphery of the supply networks for utilities such as water, gas and electricity, which means they are more exposed to single points of failure within the supply chain. Due to the sparse nature of the population, there are many homes within the county that are not on the main supply route for basic utilities. These homes rely on septic tanks, and oil and gas storage for hot water and heating. These homes are more resilient in times of widespread utilities disruption, but are more vulnerable to shortages or disruptions within their own system.

Industrial (COMAH)

Lincolnshire has a relatively low number of sites registered under the Control of Major Accident Hazards (COMAH) regulations 1999. However, by their nature they pose more significant risk to the local community than other industrial sites.

LRF's Community Risk Register indicates mitigating actions for risk related to COMAH sites, including on and off site emergency plans for top tier sites and onsite procedures for other sites. These sites are not detailed in this document for reasons of security.

Regular multi agency exercising of plans is carried out with full participation from LFR. Familiarisation with these sites is also part of firefighter training.

Our community risks

Having analysed all available data on both current and foreseeable future risks, and following an extensive engagement period with staff, communities and key stakeholders, we have produced the following priority community risks for the period 2020–2024:

These risks will inform and drive Lincolnshire Fire and Rescue’s Integrated Risk Management Plan (IRMP) and will help shape service delivery over the next four years, ensuring our resources and the strategies we use to mitigate risk are targeted at the areas where they can make the most difference.

These risks are explained in more detail in the following pages.

Risk Number	Risk Type	Risk Rating
1	Dwelling Fires	20
2	Road Traffic Collisions	20
3	Health and Wellbeing	20
4	Flooding and Severe Weather	20
5	Pandemic Flu	20
6	Non-Domestic Fires	12
7	Water Risks	12
8	Residential High Rise	10
9	Malicious Attacks	10
10	Heritage	9
11	Deliberate Fires	9

Dwelling fires

Dwelling fires are fires that occur within a residential property.

Level of risk: High

Why is it a risk?

Lincolnshire has a total of 338,700 households across the county (VOA, 2017) with over 52,000 of those privately rented. Our historic demand data shows a gradual increase in fires over the last five years, with domestic fires making up 35% of our fire incidents. Almost half (48%) of those were caused by cooking. 84% (21) of fire fatalities occurred in dwelling fires.

Consequences

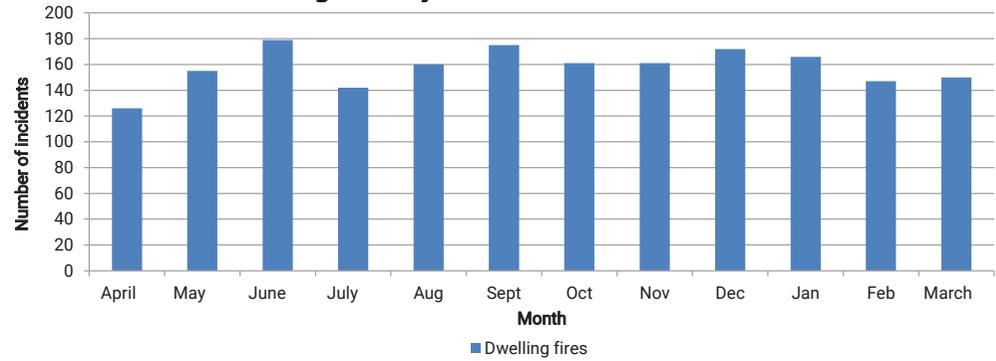
- Risk to life
- Physical injury
- Damage to property
- Damage to local environment
- Short term loss of accommodation
- Economic impact resulting from property loss/damage

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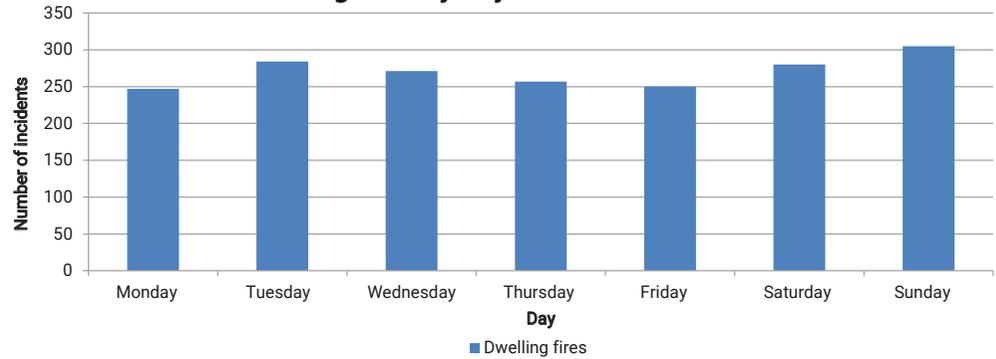
Historical demand

Dwelling Fires - When

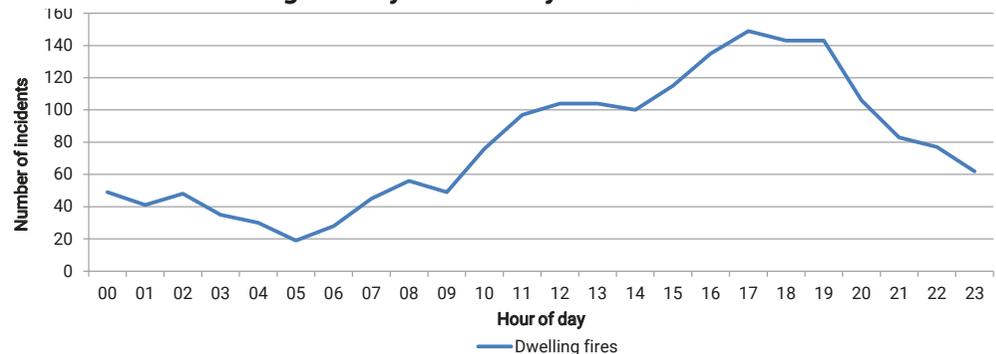
Dwelling fires by month 2014/15 - 2018/19



Dwelling fires by day 2014/15 - 2018/19

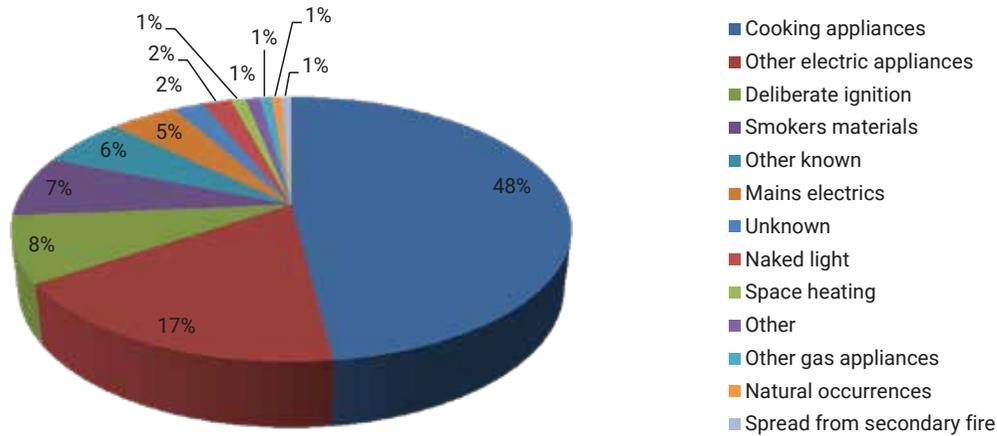


Dwelling fires by hour of day 2014/15 - 2018/19



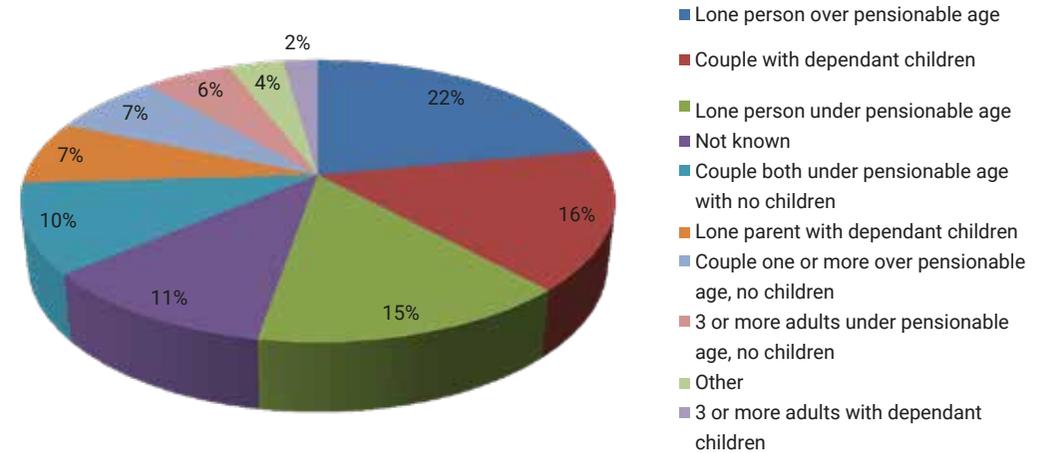
Dwelling Fires - Causes

Dwelling fire causes 2014/15 - 2018/19

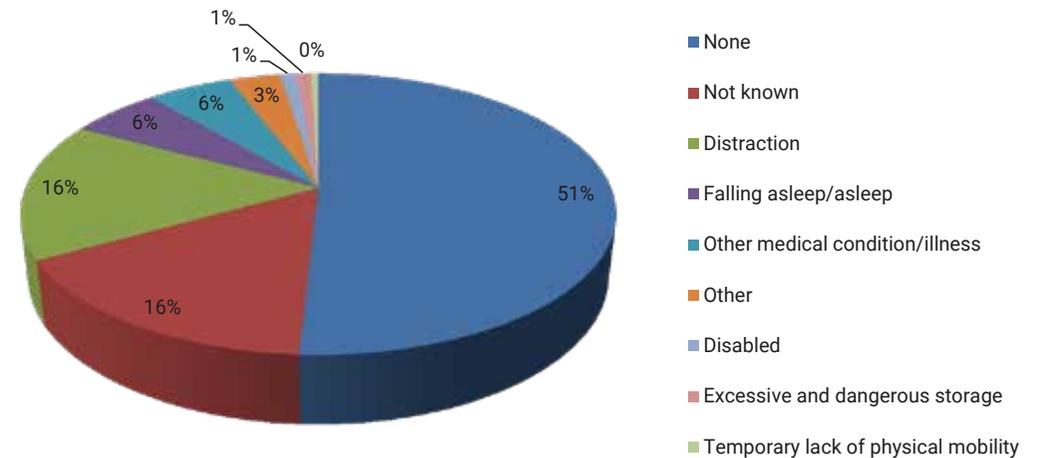


Dwelling Fires – Who

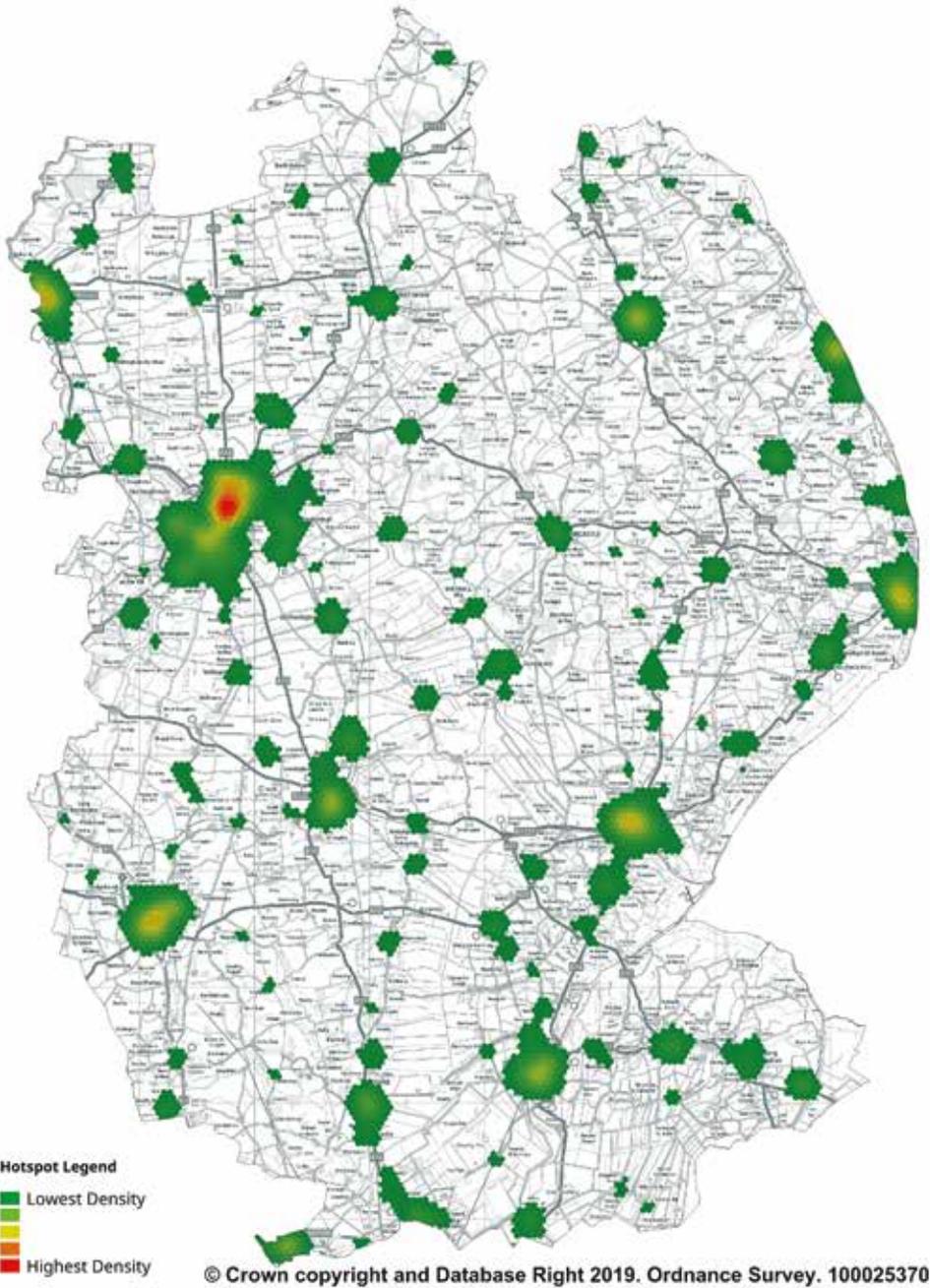
Dwelling fire household occupancy 2014/15 - 2018/19



Dwelling fire human factors contributing to fire 2014/15 - 2018/19



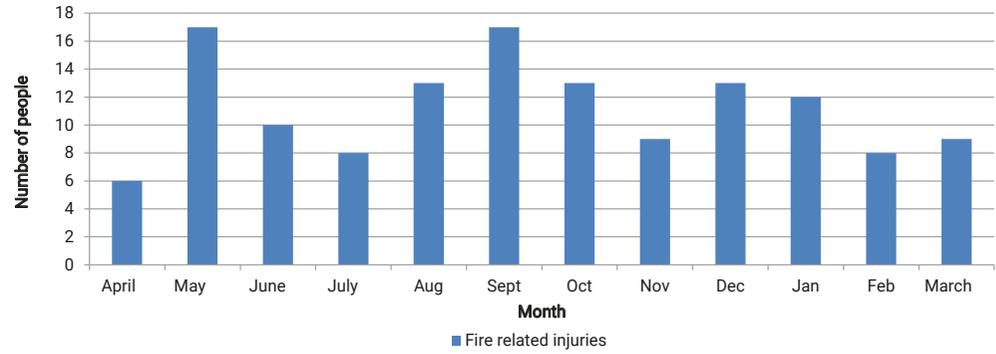
Dwelling Fires - Where



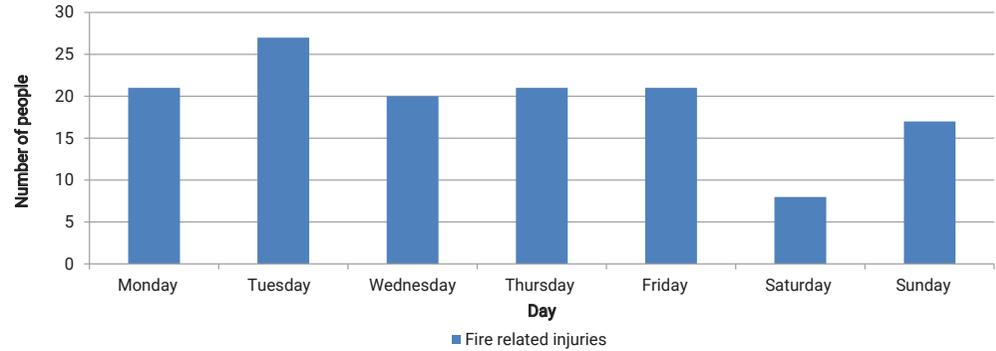
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Fire Injuries – When

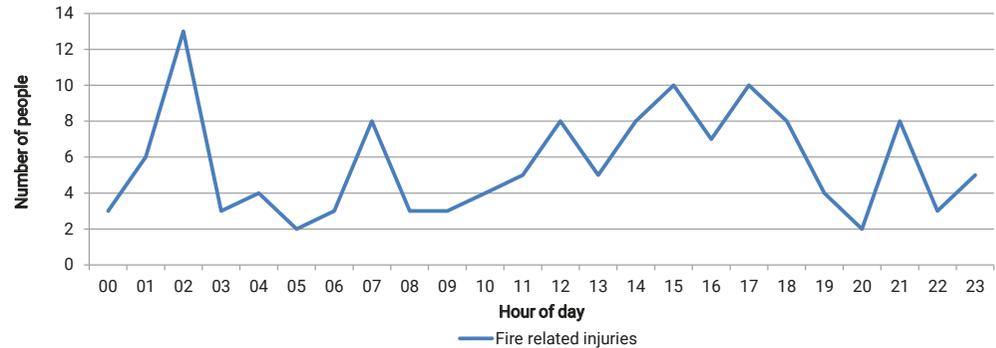
Fire related injuries by month 2014/15 - 2018/19



Fire related injuries by day 2014/15 - 2018/19

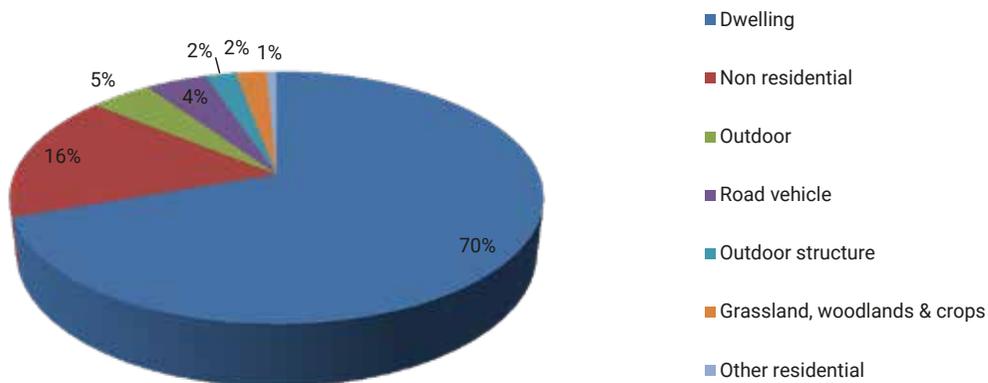


Fire related injuries by hour of day 2014/15 - 2018/19

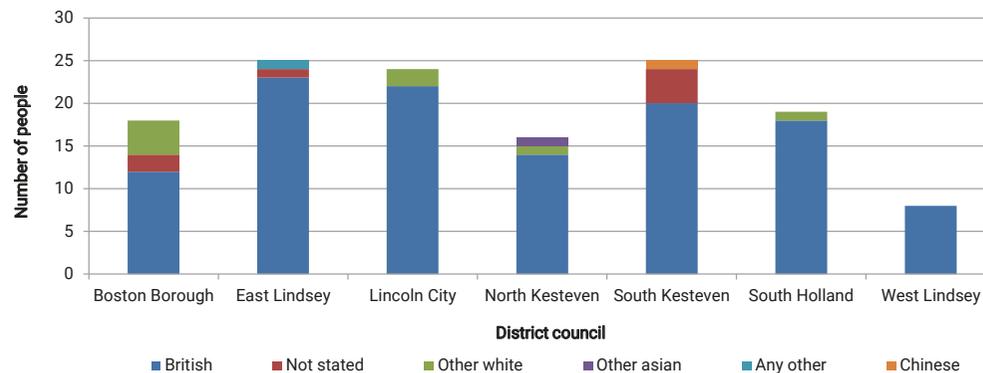


Fire Related Injuries – What and Who

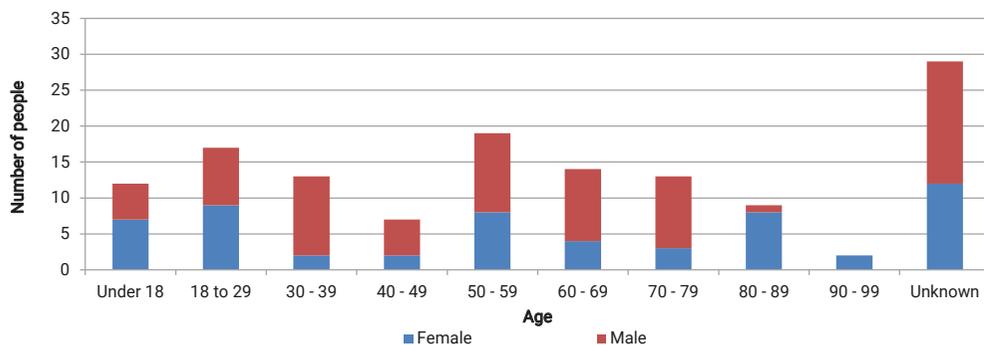
Fire related injuries by property category 2014/15 - 2018/19



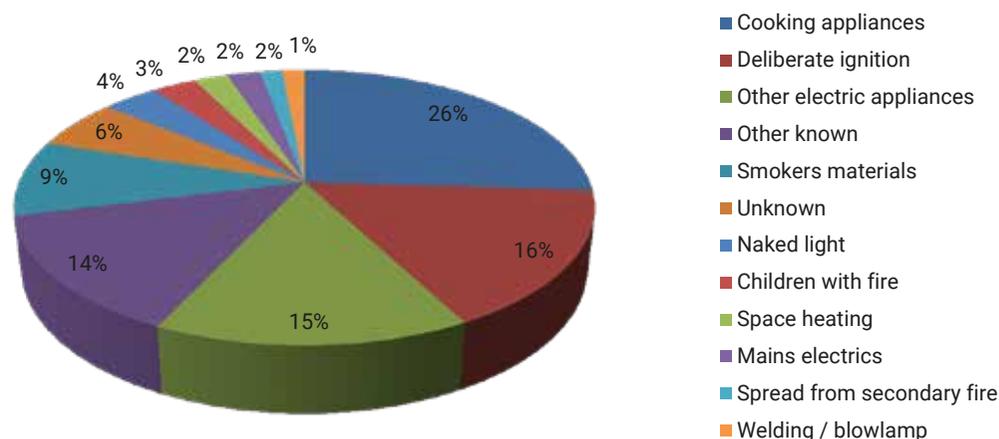
Fire related injuries by ethnicity by district council 2014/15 - 2018/19



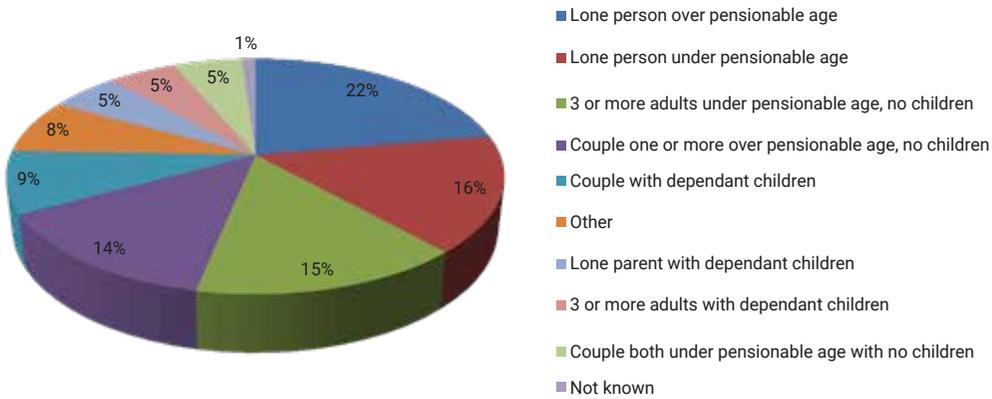
Fire related injuries by age and gender 2014/15 - 2018/19



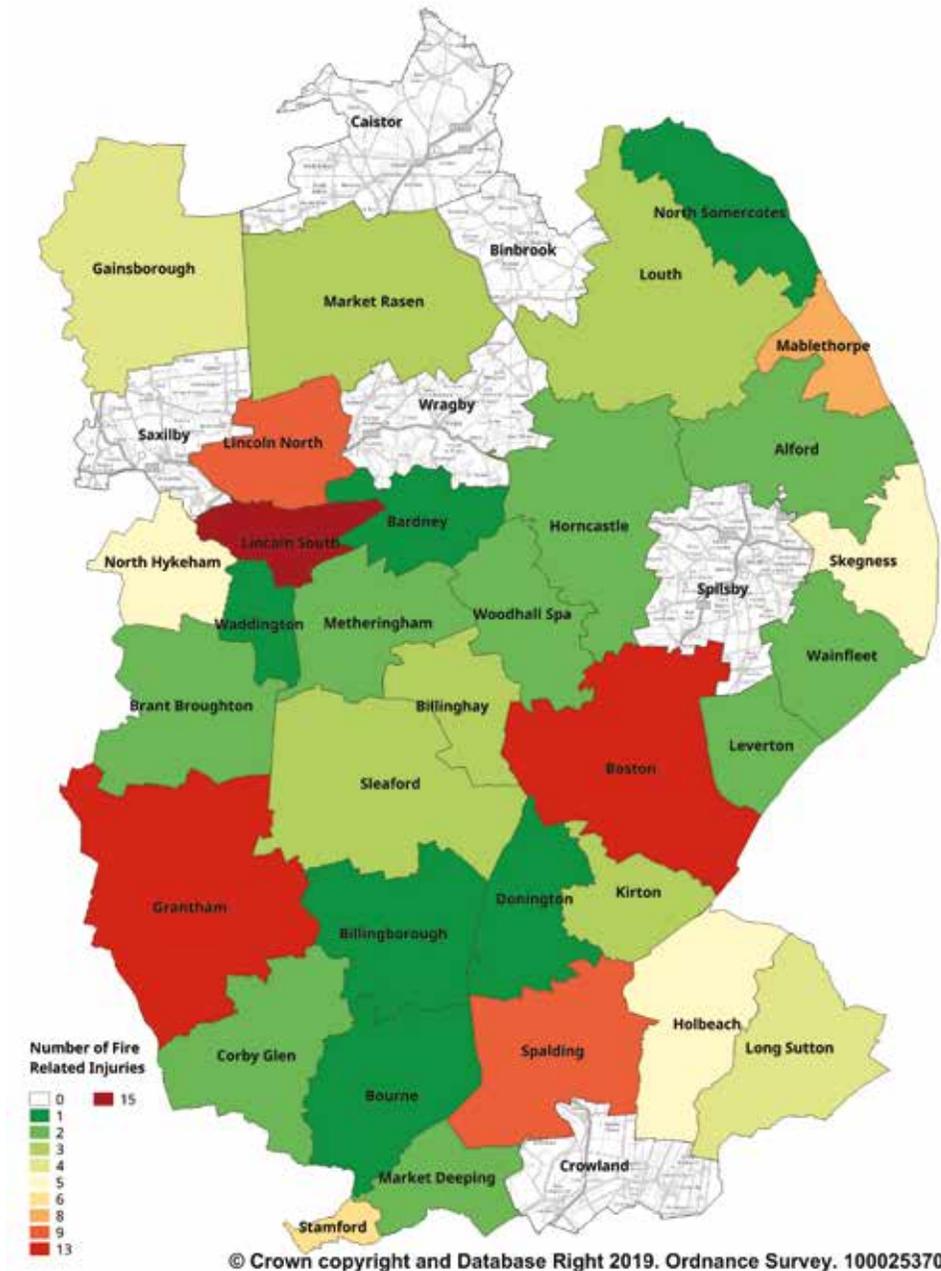
Fire related injuries by cause of fire 2014/15 - 2018/19



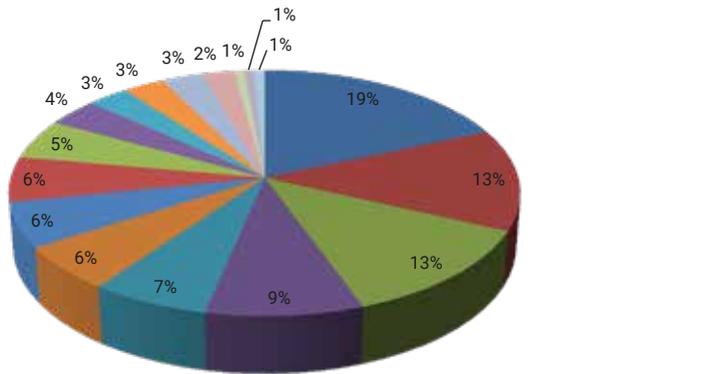
Fire related injuries household occupancy (dwellings only) 2014/15 - 2018/19



Fire Injuries – Where



Fire related injuries circumstances leading to injury 2014/15 - 2018/19



- Fighting fire (including attempts)
- Not applicable
- Discovering fire
- Not known
- Trapped by fire because unaware, e.g. asleep
- Suspected under influence of alcohol
- Injured escaping
- Injured rescuing person
- Trapped by smoke
- Immobilised, bed / chair ridden
- Returned to fire
- Injured by blast
- Intentionally sustained at start of fire, e.g. suicides & attempts
- Injury accidentally sustained at start of fire
- Injured rescuing property or animals
- Other
- Suspected under influence of drugs

What's on the horizon?

A national shortage of housing has led to a steep rise in housing demand across the UK. The government aims to meet this demand by building up to 300,000 houses per year over the next few years (Homes England strategic plan 2018/19 – 2022/23)

Here in Lincolnshire, District Councils produce their own strategies to address housing needs within the local authority area. As an example, the Central Lincolnshire Local Plan sets out how Central Lincolnshire alone will grow by 36,960 new homes between 2012 and 2036.

As a result we expect housing stock in Lincolnshire to rise sharply over the next few years, resulting in a potential increase in dwelling fire risk. This has been assessed as one of our highest risks for 2020-24.

Road traffic collisions

A Road Traffic Collision (RTC) is a collision involving a vehicle on a road or in a public area that has caused damage or injury to a person, animal, another vehicle or property.

Level of risk: High

Why is it a risk?

Lincolnshire has a vast network of A, B and rural roads. The numbers of road traffic collisions (RTCs) where people were killed or seriously injured on Lincolnshire's roads has increased from 375 in 2013 to 507 in 2017 (Lincolnshire Road Safety Partnership).

5% of Lincolnshire Fire and Rescue (LFR) calls during this period were to RTCs. Our analysis shows that most of these collisions happen during the daytime and at peak travelling times.

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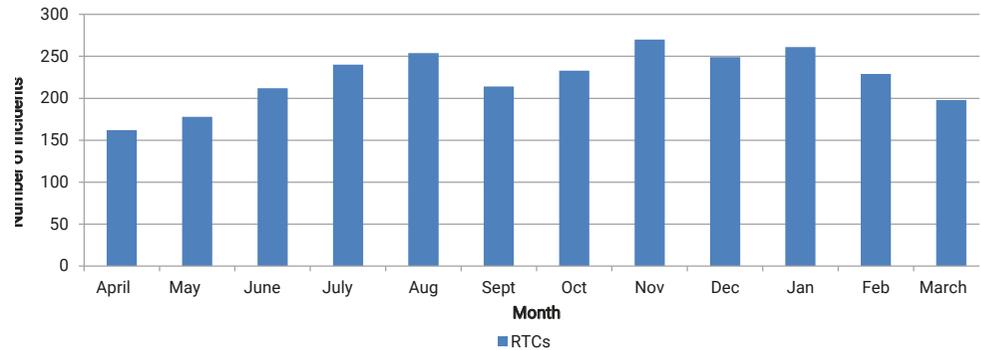
Consequences

- Risk to life
- Physical injury
- Damage to property
- Damage to local environment
- Economic impact resulting from prolonged road closures
- Economic cost of fatalities and injuries

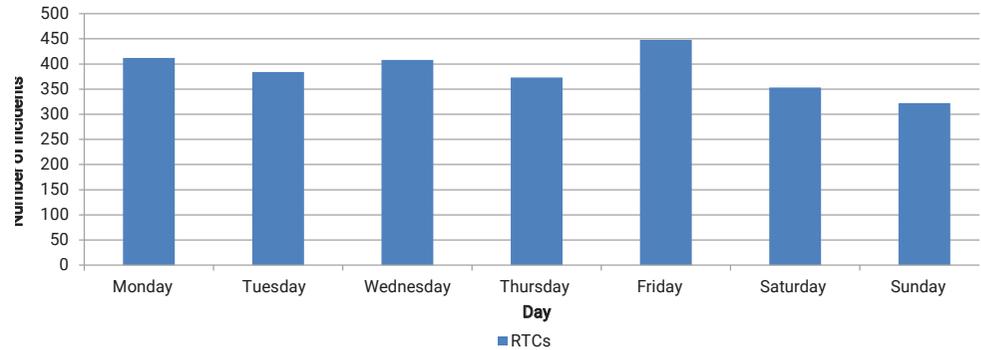
Historical demand

Special Service – Road Traffic Collision (RTC) - When

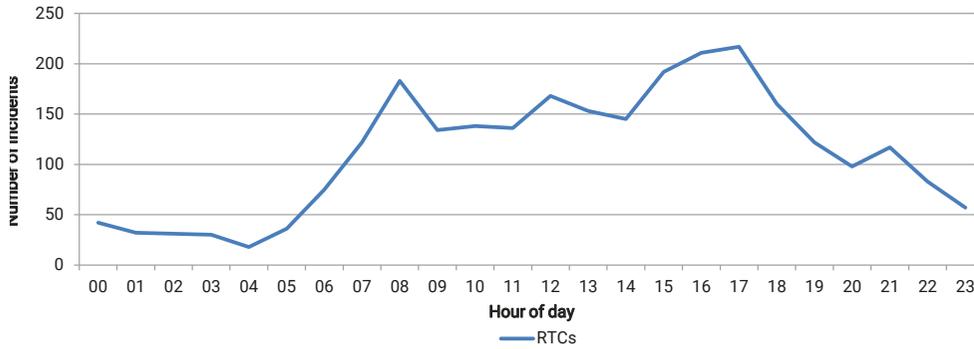
RTCs by month 2014/15 - 2018/19



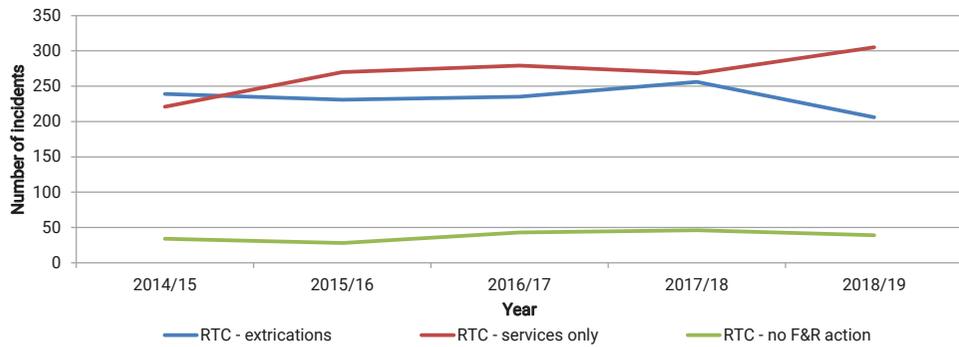
RTCs by day 2014/15 - 2018/19



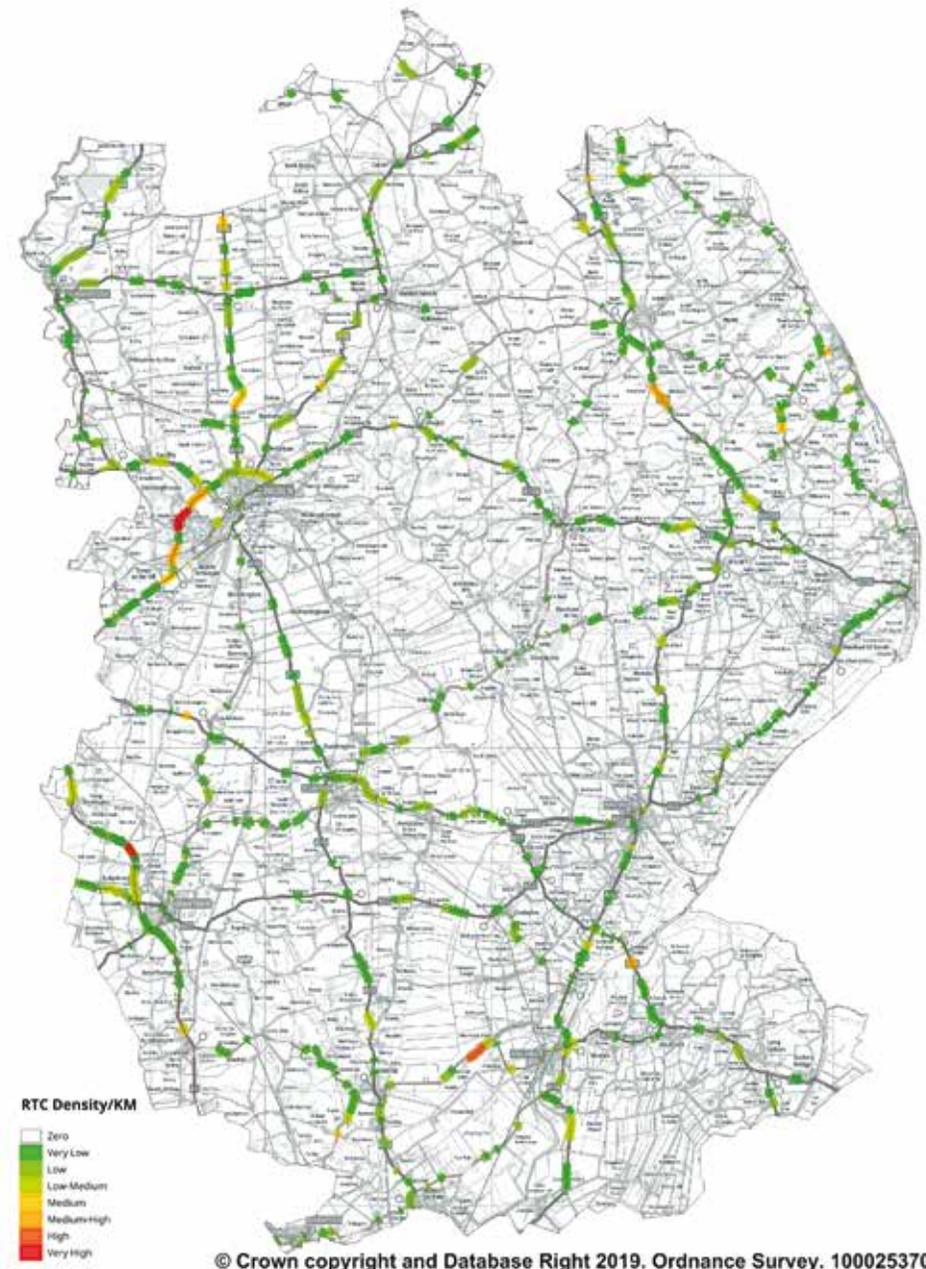
RTCs by hour of day 2014/15 - 2018/19



RTCs by type of action 2014/15 - 2018/19



Special Service – Road Traffic Collision (RTC) - Where



What's on the horizon?

Several major projects are underway to improve Lincolnshire's road network, including the Lincoln Eastern Bypass, which will be part of a wider concept to create a ring road around Lincoln city. These projects will improve the road network and traffic flow around the county. Further work will be required to understand any consequent impact on road risk and/or response times.

Health and wellbeing

A health risk is an adverse event or negative health consequence due to a specific event, disease, or condition.

Level of risk: High

Why is it a risk?

Health and Wellbeing remains a high risk for the county. Lincolnshire has a growing older population with many people moving to the county in order to retire. 70% of adults in Lincolnshire are overweight or obese. It was estimated that 11,688 people aged 65 and over were living with dementia in Lincolnshire in 2017.

Almost half of our calls are to co-responder incidents, with 92% of those resulting in some form of medical intervention by our crews.

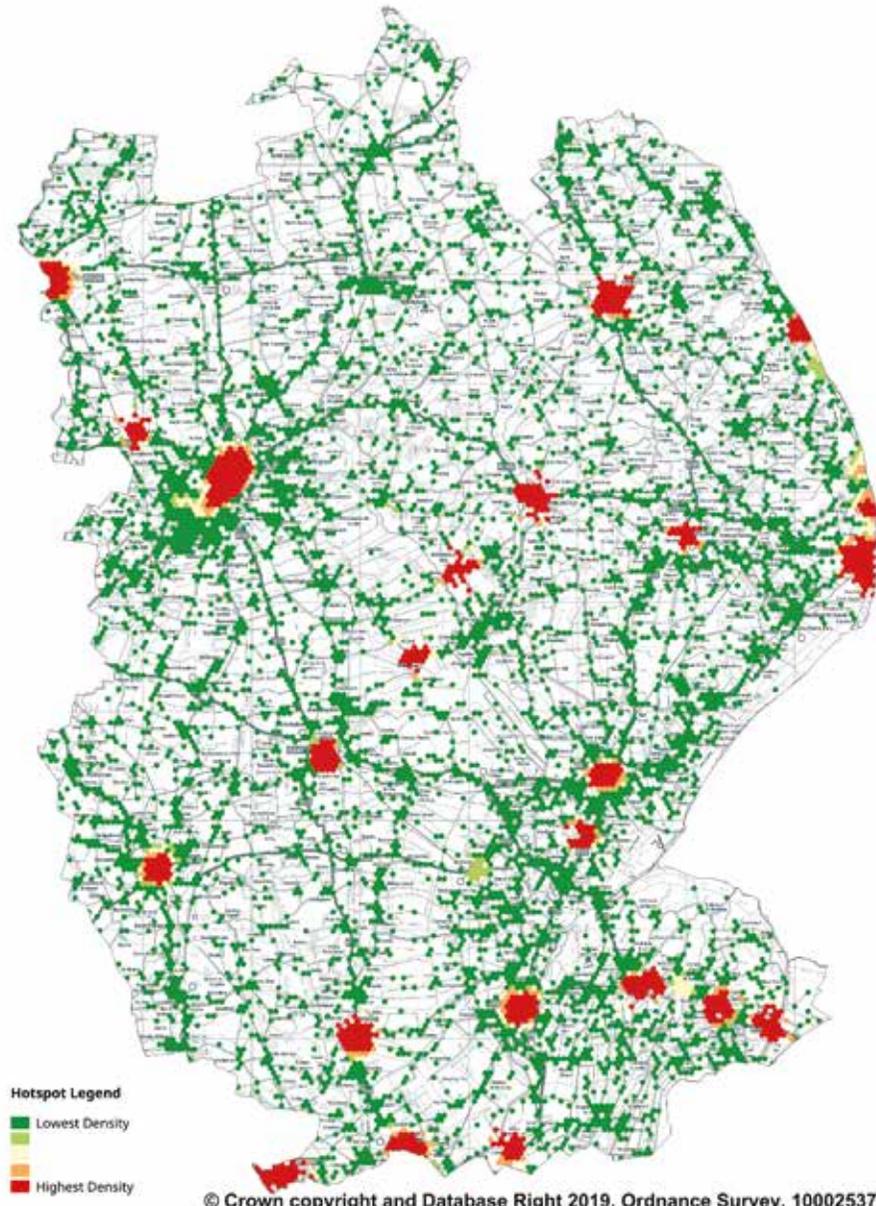
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Consequences

- Risk to life
- Risk to physical and mental health
- Impact on levels of emergency cover
- Impact on local and national economy
- Increased demand on NHS
- Vulnerable people exposed to lower levels of care
- Staff absence due to reduced training capacity

Historical demand

Heat map of All Attended Incidents

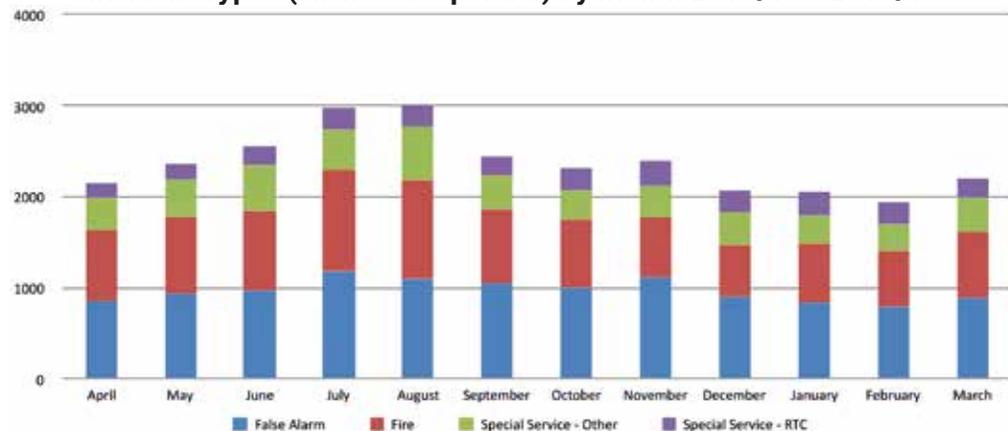


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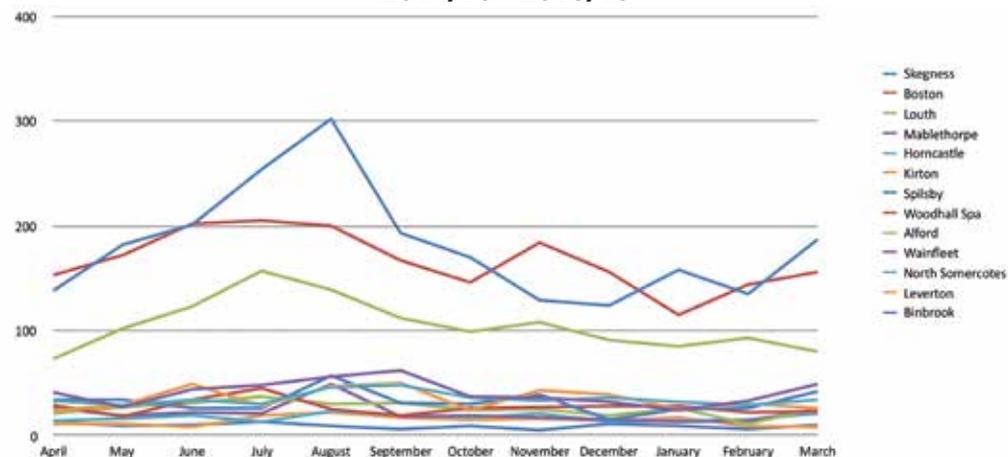
Seasonal demand variation

Our analysis of seasonal variation in incident demand has been broken down into service, division and station level with a peak in incident activity taking place in the summer months of July/August:

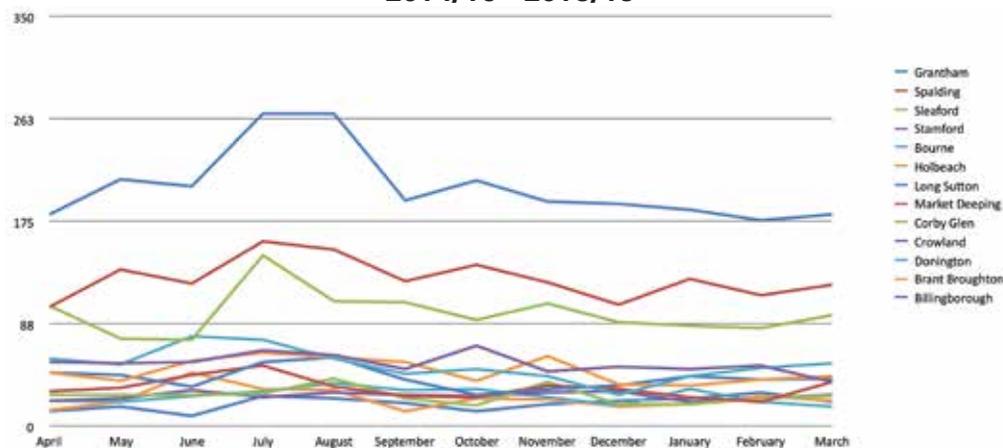
Incident Types (excl. co-responder) by month 2014/15 - 2018/19



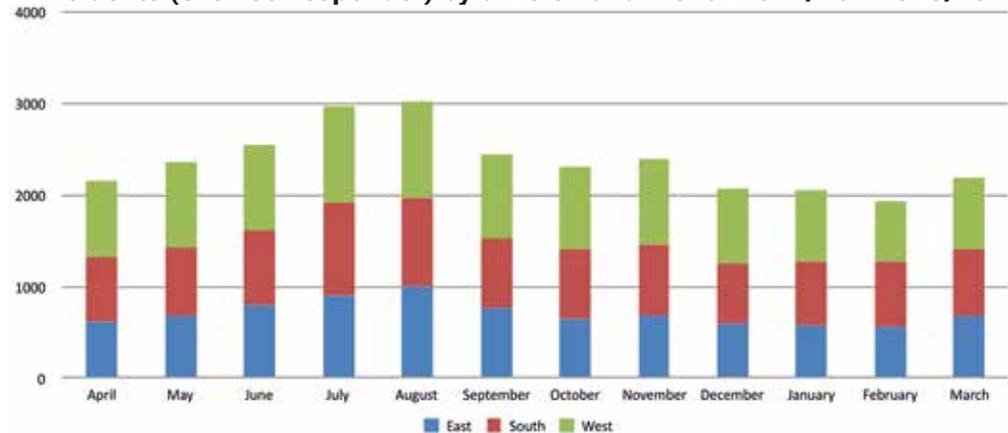
East Division Incidents (excl. co-responder) by station and month 2014/15 - 2018/19



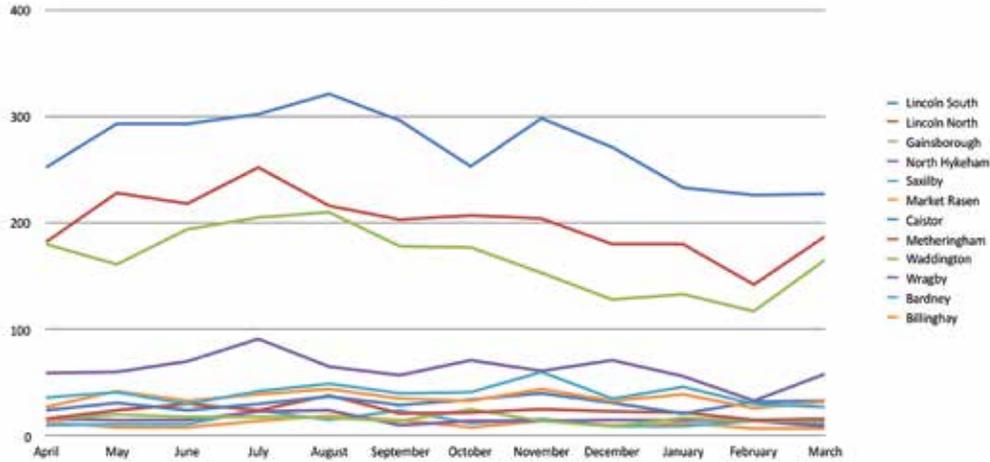
South Division Incidents (excl. co-responder) by station and month 2014/15 - 2018/19



Incidents (excl. co-responder) by division and month 2014/15 - 2018/19



West Division Incidents (excl. co-responder) by station and month
2014/15 - 2018/19



Coastal stations such as Skegness, Wainfleet and Mablethorpe show the most dramatic increase in incident activity during the summer months. This can be attributed to the increase in tourist population, with Lincolnshire's coastal resorts attracting around 20 million visitors per year. Analysis of types of incident during this period shows the majority are fires in grassland/refuse.

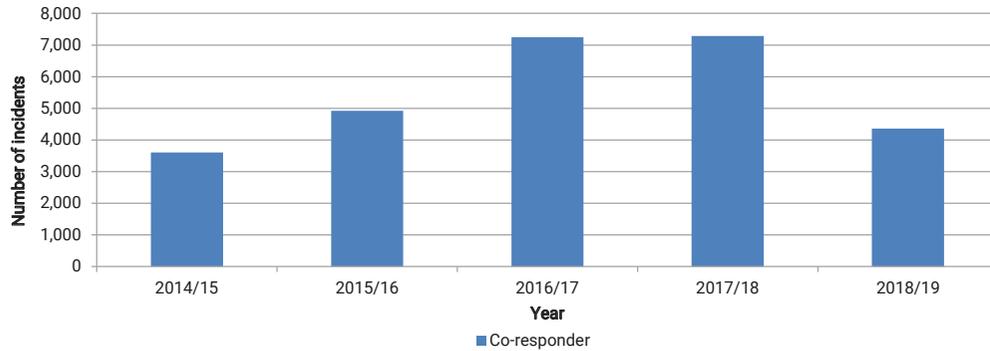
What's on the horizon?

The trend towards an ageing population profile will continue, with the proportion of people over 75 years projected to increase by 88% between 2016 and 2041.

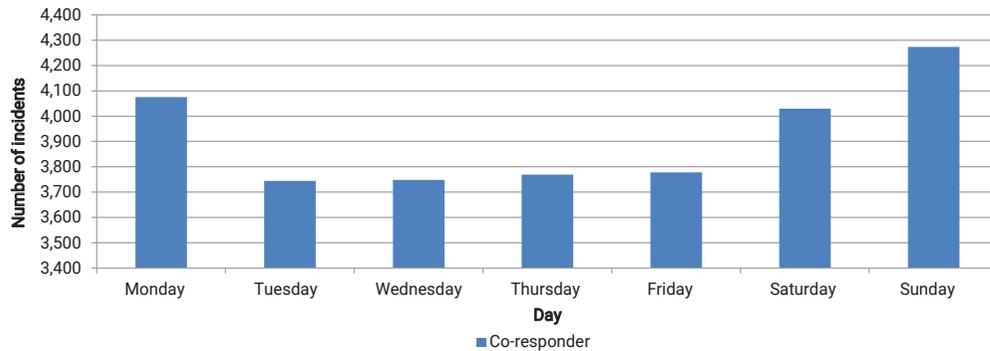
The number of people aged 65+ admitted to hospital as a result of falls is projected to increase from 3,309 in 2014 to 5,188 in 2030.

Special Service – Co-responder – When

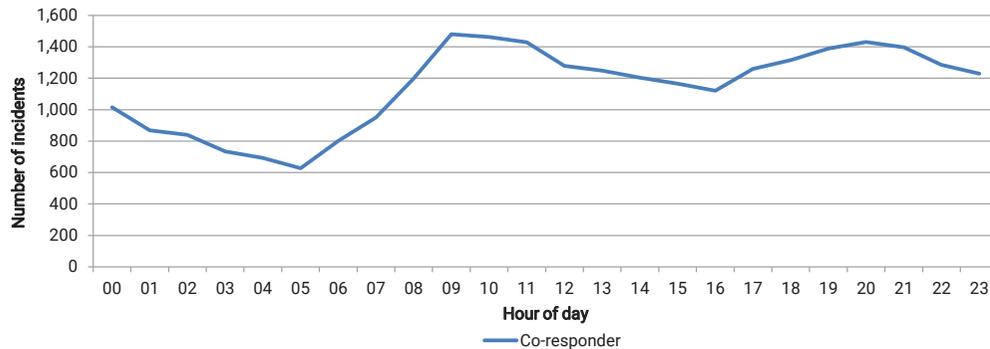
Co-responder by year 2014/15 - 2018/19



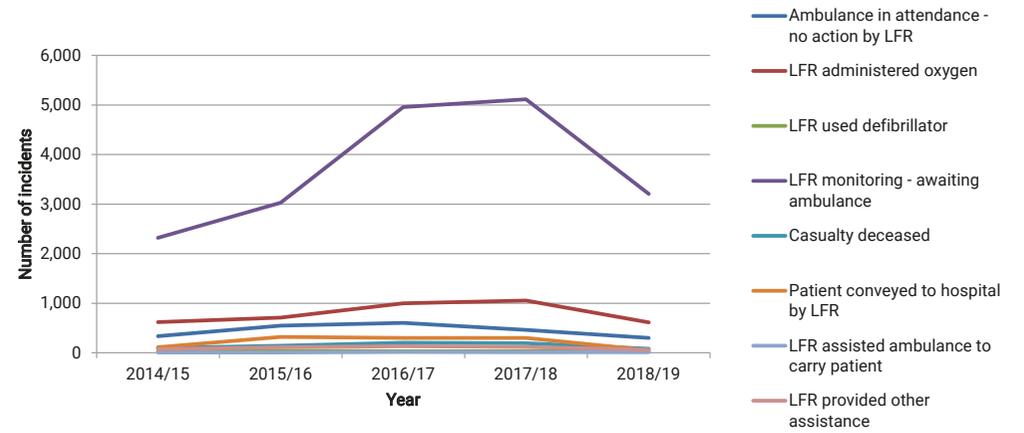
Co-responder by day 2014/15 - 2018/19



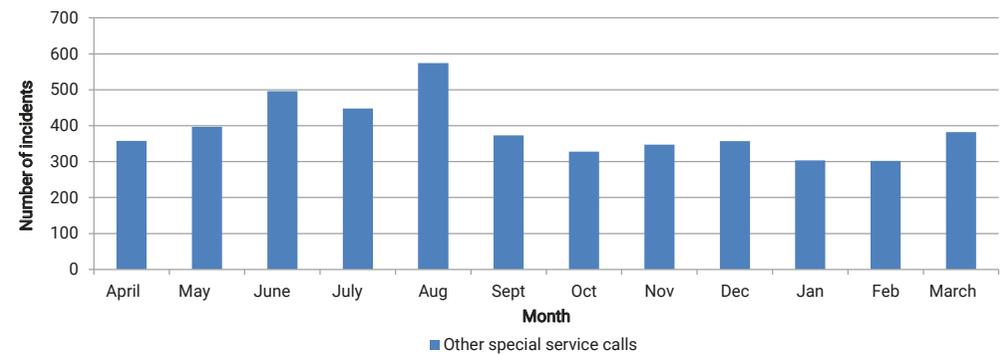
Co-responder by hour of day 2014/15 - 2018/19



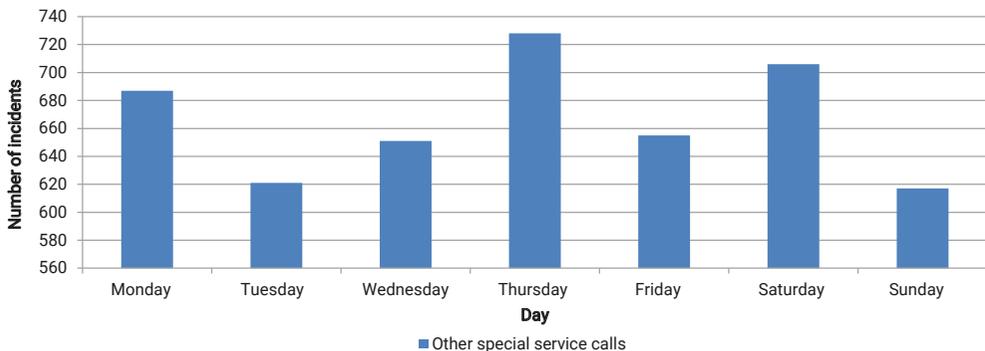
Co-responder by type of action 2014/15 - 2018/19



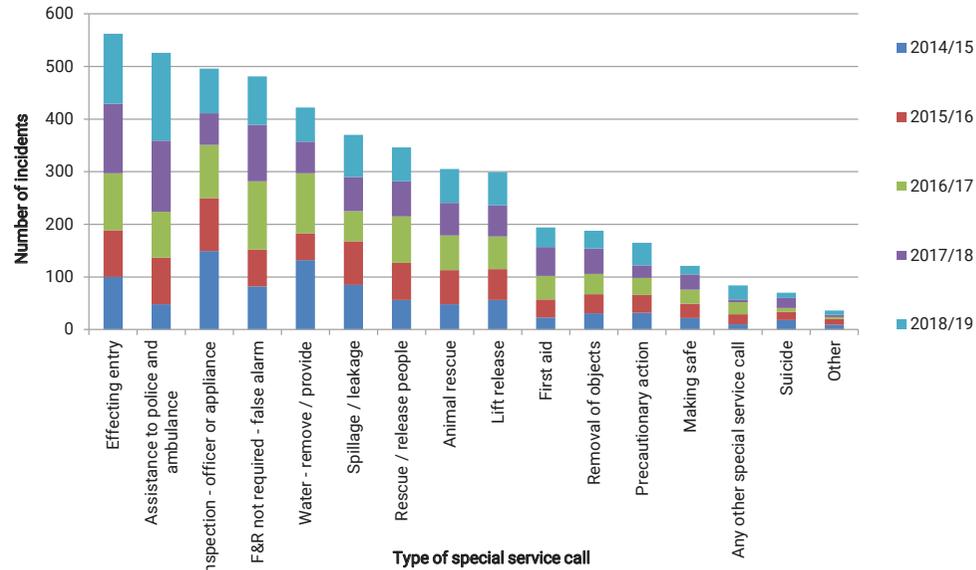
Other special service calls by month 2014/15 - 2018/19



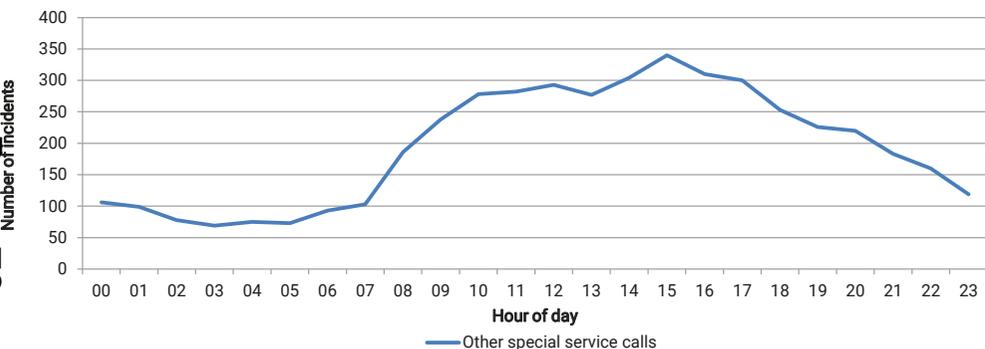
Other special service calls by day 2014/15 - 2018/19



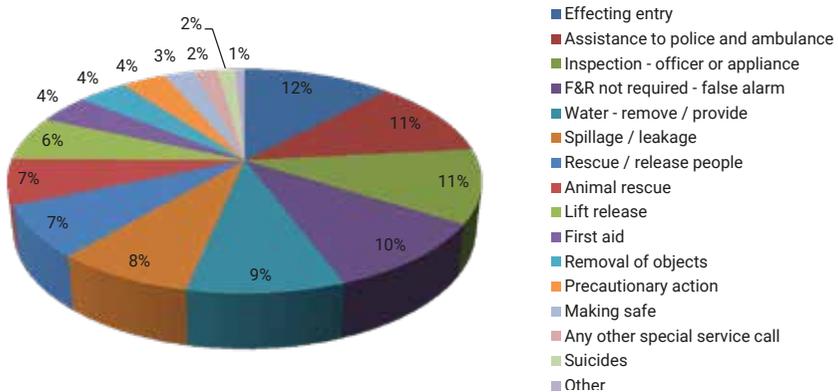
Other special service calls by type and year 2014/15 - 2018/19



Other special service calls by hour of day 2014/15 - 2018/19



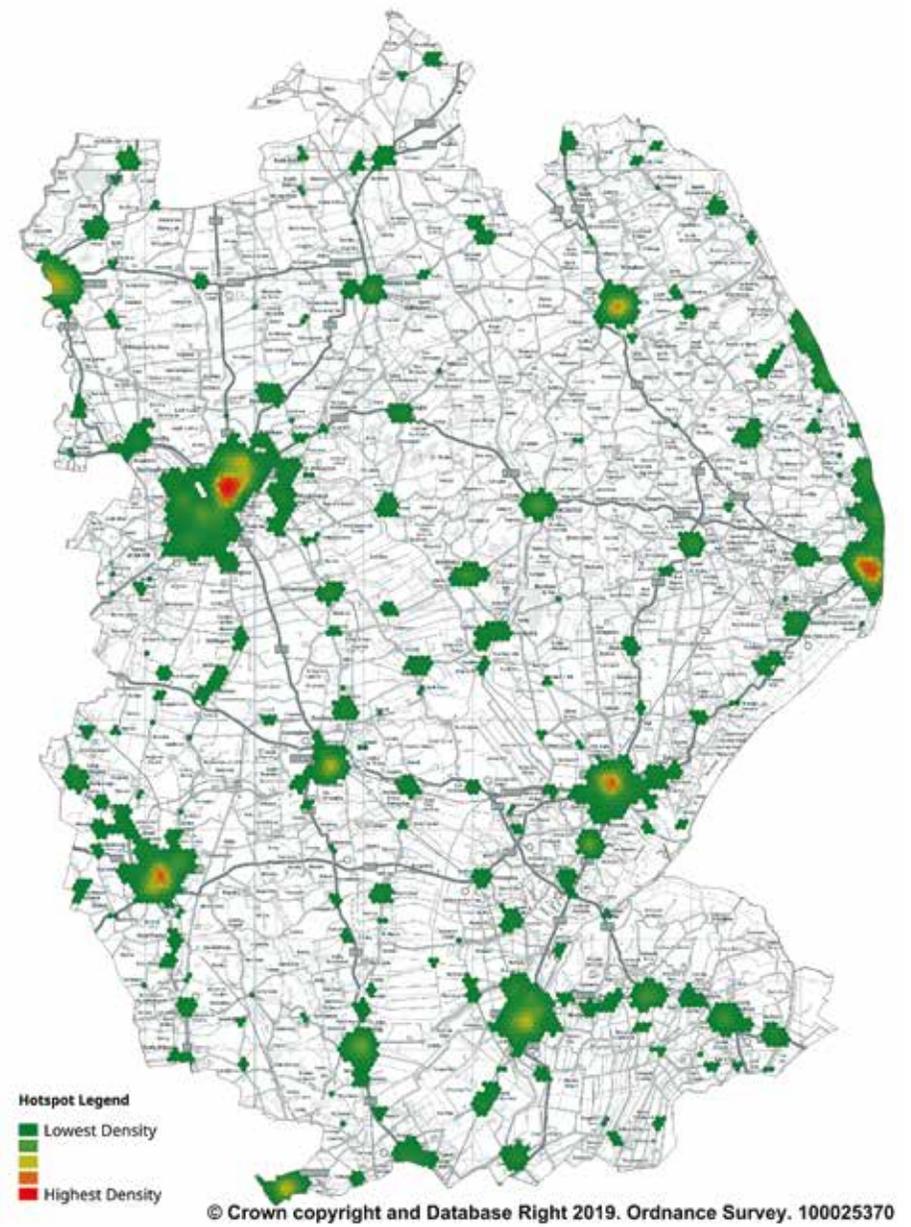
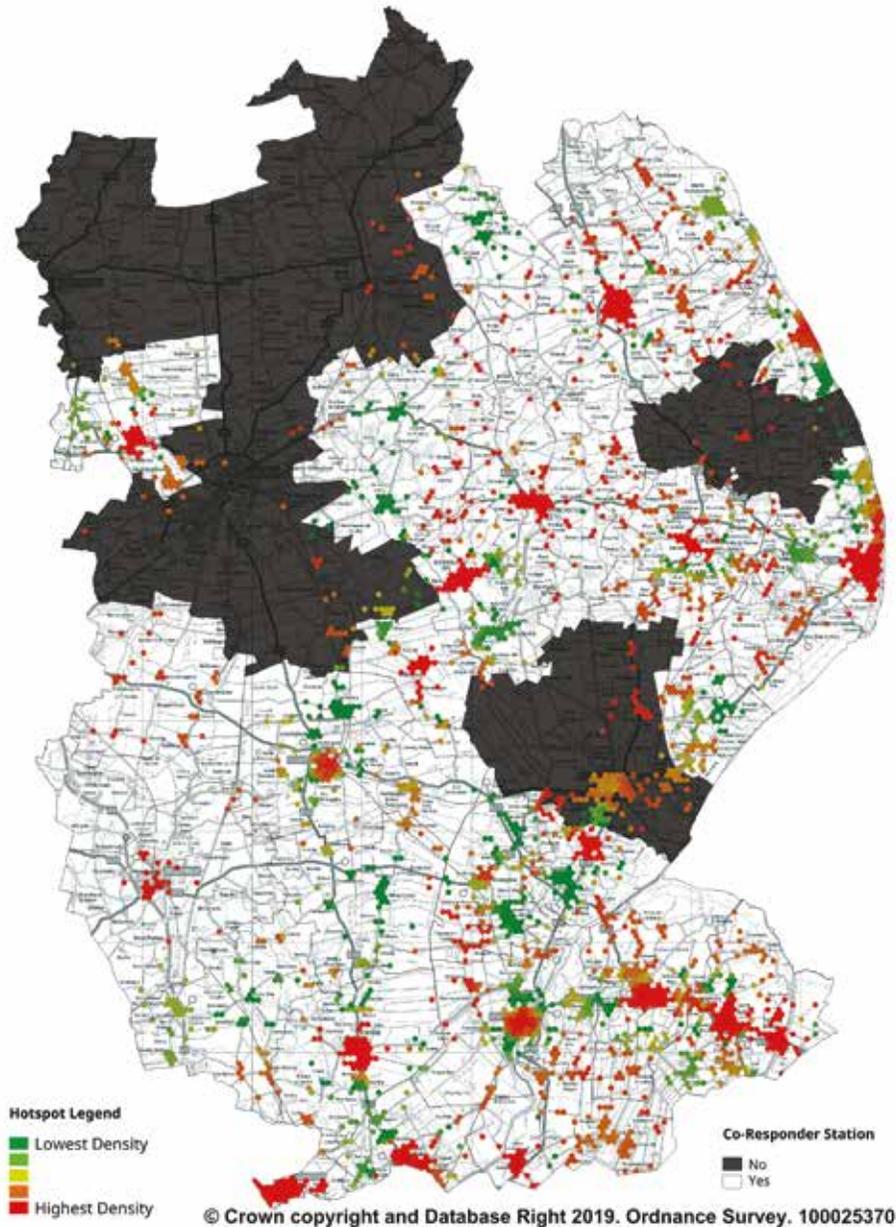
Other special service calls by type of action 2014/15 - 2018/19



Special Service – Co-responder – Where

Special Service – Other – When

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Flooding and severe weather

There are three types of flooding; Coastal (where high tides and storm surges combine to cause the sea to flood inland), Rivers and streams, known as 'fluvial flooding' (where waterways overflow their banks into surrounding water areas) and Surface water (where rainfall overwhelms the drainage systems)

There are four main types of severe weather; Storms and gales, Low (sub-zero) temperatures and heavy snow, Heatwaves and Drought.

Level of risk: High

Why is it a risk?

Much has been done to protect the Lincolnshire coastline since the floods of 1953, particularly in the construction of flood defences. However, sea levels are rising and because of the national and local impacts of a serious flood event, the risk is something which must be taken seriously.

Recent significant flooding events such as the 2013 tidal surge in Boston and the Wainfleet floods of 2019 underlined this risk. Both required a multi-agency response and national FRS assistance.

Flooding and severe weather is considered a high risk in the LRF community risk register. As a result this is assessed as a high risk for 2020-24.

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Consequences

- Risk to life and health
- Physical injury
- Damage to property, businesses and agricultural land
- Pollution and contamination to local environment
- Long term damage to tourism, business and agriculture
- Risk to life of livestock
- Damage to critical infrastructure
- Disruption to utilities
- Widespread structural damage
- Short, medium and long term loss of accommodation

What's on the horizon?

We have worked closely with the University of Lincoln (UOL) geography department to help improve our understanding of future flood risk in Lincolnshire. A report by UOL aims to highlight the flooding risk in Lincolnshire, whilst spatially analysing the extent of Lincolnshire Fire and Rescue's dispersal and resourcing models.

This academic study used a wide variety of flood data and LFR drivetime modelling to describe:

- Lincolnshire's low lying land which places it at high risk from rising sea levels and storm surges.
- An estimated 220,000 people live in Lincolnshire's coastal zone thus exposing them to catastrophic flooding impacts from the sea.
- Identifies all high, medium and low risk areas.
- Areas of greatest risk are in Boston and Skegness.
- All medium and high risk areas of flood risk are covered by LFR's current 10 minute response times.
- Identifies stations at Boston, Mablethorpe and Skegness which are at risk themselves and suggests business continuity measures.
- Looks at impact of future flood defences e.g. Boston barrier.
- Recommends LFR considers greater community involvement to ensure the at risk population are equipped to deal with a flooding event.

Pandemic flu

Flu pandemics are natural events that happen when a unique flu virus evolves that few people (if any) are immune to.

Why is it a risk?

A pandemic could cause up to 50% of the UK population to experience symptoms, potentially leading to between 20,000 and 750,000 fatalities and high levels of absence from work. This in turn has the potential to impact on LFR's corporate risks, resulting in staff shortages, impact on the supply chain and reduced levels of fire cover. Pandemic flu remains a high risk on the national and local risk registers.

The 2020 coronavirus crisis had a devastating impact on health and normal day to day life. It is a particular threat to the most vulnerable in the community and some minority ethnic groups. It has placed great demand on our health system.

The Covid19 emergency created a new element to this risk group. Public services including Fire and Rescue had to stop or restrict certain key and statutory services. However this was not caused by staff shortage as per planning assumptions, but by heavy restrictions on normal operations caused by prudent Government guidance as part of 'lockdown'.

What's on the horizon?

Pandemic flu remains a high risk on both the national and local risk registers. As we write this risk profile the recovery effort from Covid19 is underway and will continue for some time, with lasting effects on the economy and potential impacts on the way we deliver our services in future.

Potential 'second waves' of the virus are likely, but when and where they will occur are unpredictable. Meanwhile, seasonal flu, such as influenza will remain a risk.

Consequences

- Risk to life – particularly among elderly and other vulnerable groups
- Risk to physical and mental health
- Impact on levels of emergency cover
- Impact on local and national economy
- Increased demand on NHS
- Vulnerable people exposed to lower levels of care
- Staff absence due to reduced training capacity
- Restricted ways of working and impact on service delivery of key and statutory functions

Non-domestic fires

Non-domestic fires include all business, commercial, industrial, schools and hospitals, offices, shops, factories, warehouses, restaurants, cinemas, public buildings, religious buildings, agricultural buildings, railway stations, sheds etc.

Level of risk: High

Why is it a risk?

Non-residential fires made up 17% of our fire incidents over the last five years with the majority caused by electrical appliances (31%) and deliberate ignition (21%). Fires within non-domestic premises can result in the loss of significant community resources, such as public buildings, schools, community centres and entertainment venues. Fires in business premises will have a significant, sometimes unrecoverable, impact on the local economy. As a result this is assessed as a high risk for 2020-24.

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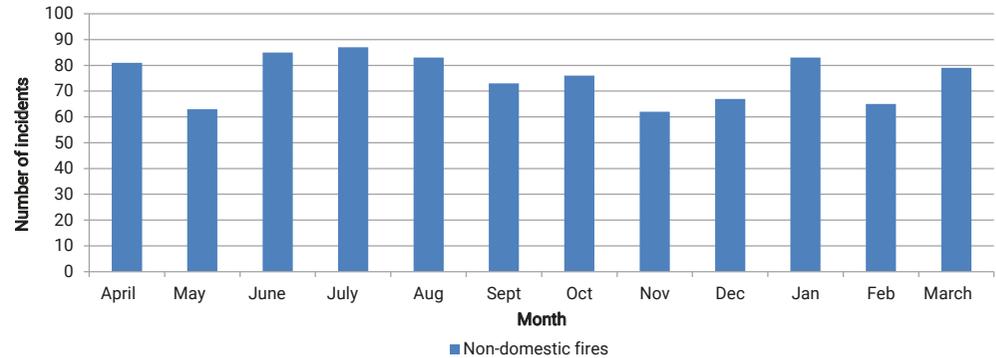
Consequences

- Risk to life
- Physical injury
- Damage to property
- Damage to local environment
- Economic impact of loss of business
- Loss of local community resources

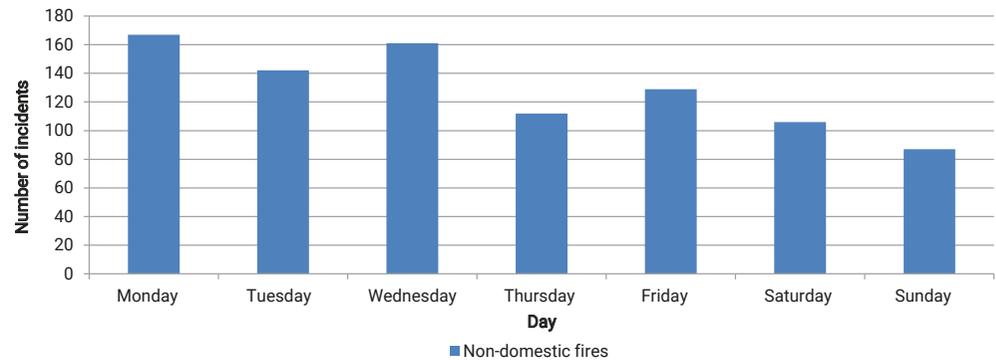
Historical demand

Non-Domestic Primary Fires - When

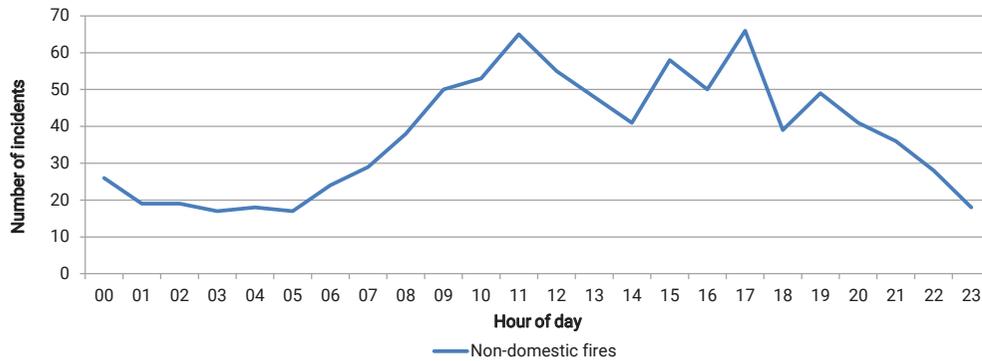
Non-domestic fires by month 2014/15 - 2018/19



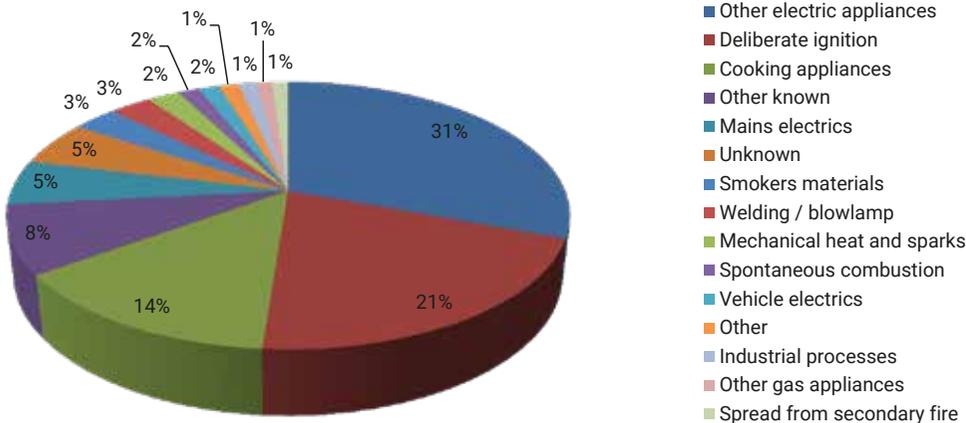
Non-domestic fires by day 2014/15 - 2018/19



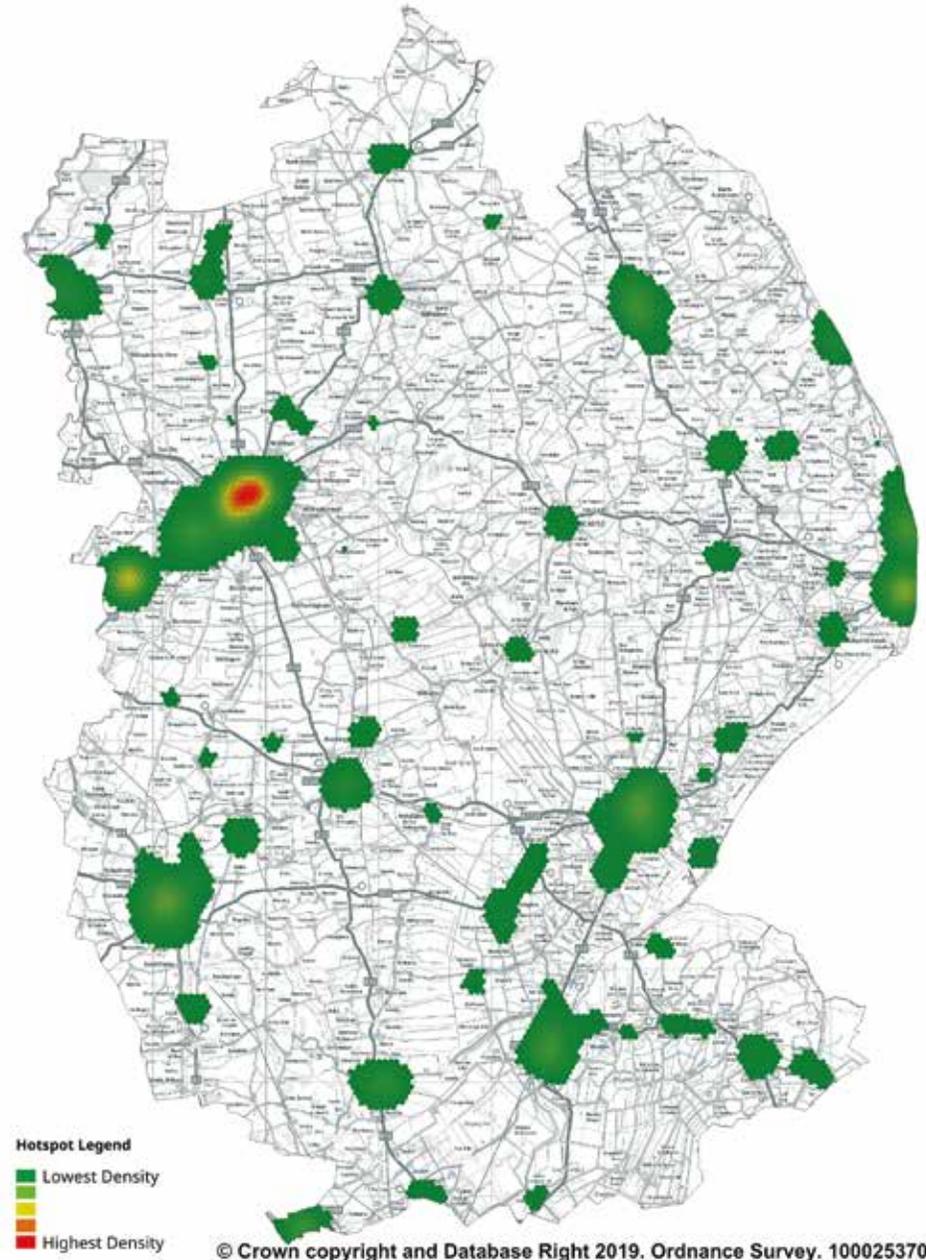
Non-domestic fires by hour of day 2014/15 - 2018/19



Non-domestic fire causes 2014/15 - 2018/19



Non-Domestic Primary Fires - Where



What's on the horizon?

The Greater Lincolnshire Local Enterprise Partnership (LEP) sets out a number of development objectives including improvements to Lincolnshire's infrastructure and economy, which will see an increase in non-domestic premises in the future.

Water risks

Water risks are those events occurring in, on or around bodies of water, including rivers, drains, reservoirs, lakes and pools.

Level of risk: High

Why is it a risk?

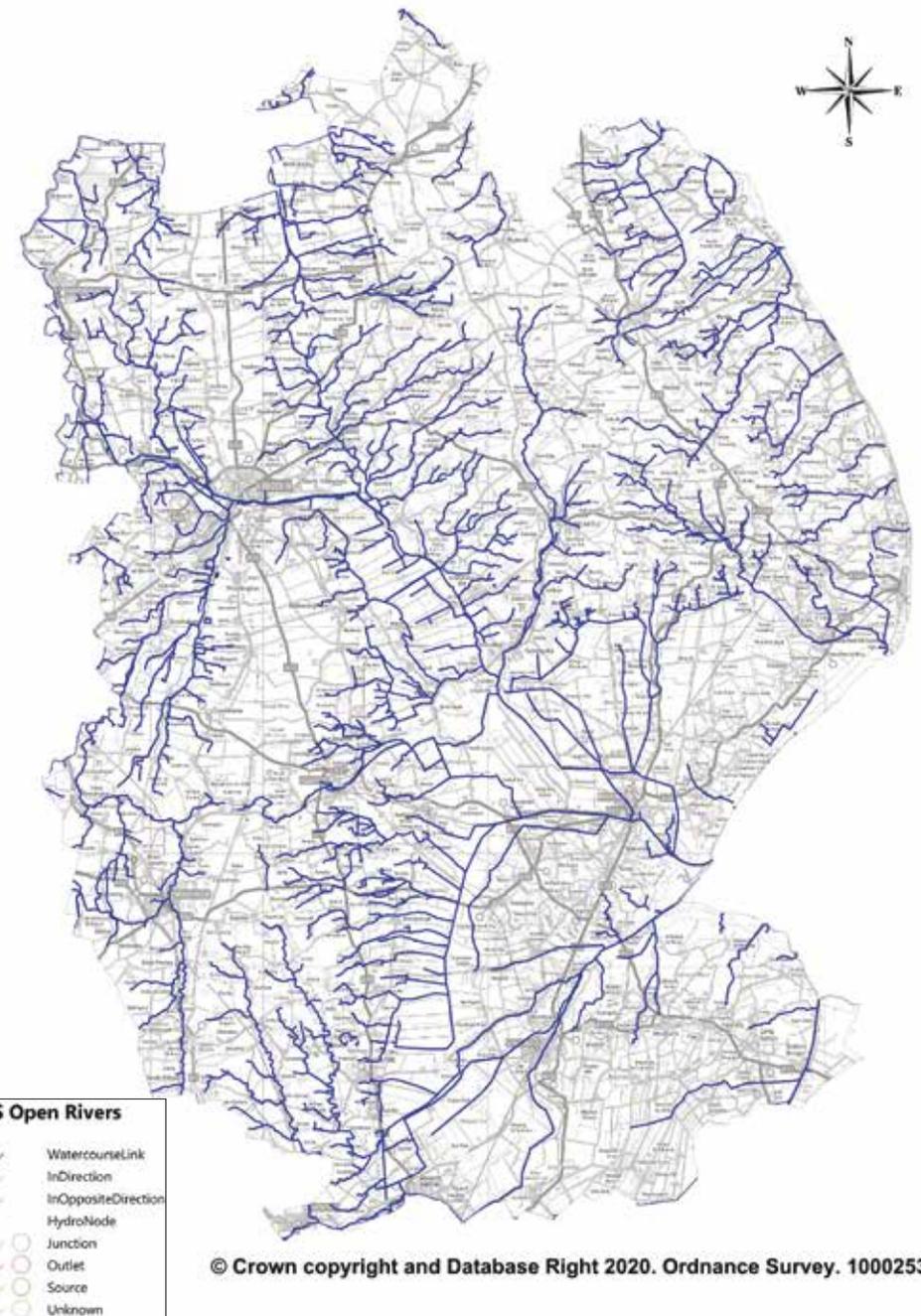
Lincolnshire has a large network of waterways, consisting of rivers, drains and canals. There are 18 rivers running through the county, the two largest being the Witham and the Trent. It is also home to the Foss Dyke canal, one of England's oldest canal systems still in use today. Our waterways are important, supporting wildlife, providing drinking water and controlling flooding.

However they also present a risk to life with an average of 12 water rescue incidents attended in our waterways per year over the last five years (not including RTCs and floods)

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Consequences

- Risk to life
- Physical injury
- Damage to local environment



Ordnance Survey Open Rivers in Lincolnshire

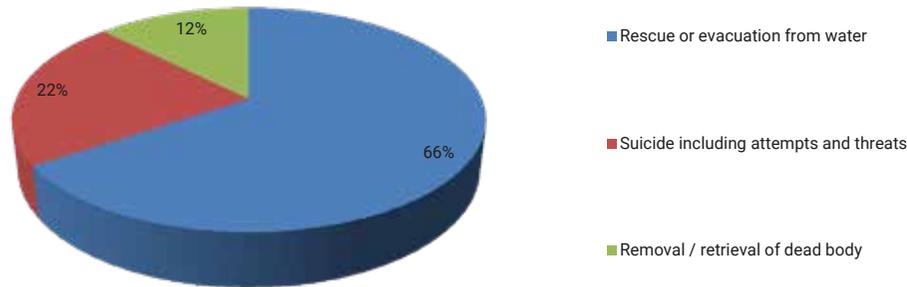
Historical demand

Special Service - Water Rescues

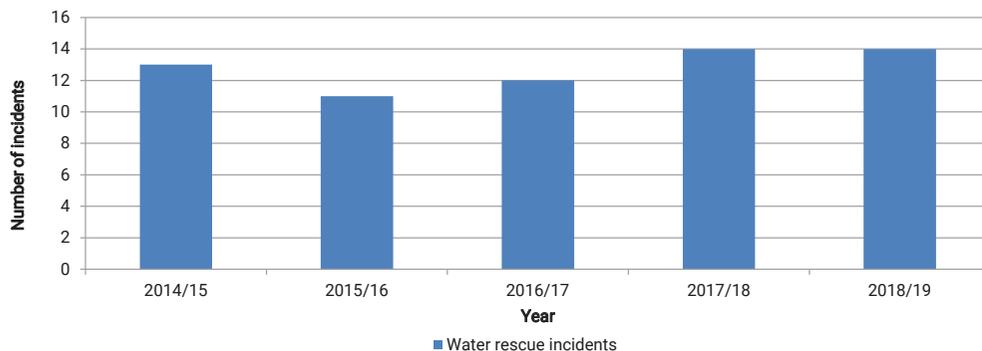
Over the last five years the number of water rescue incidents involving people has remained consistent at 13 incidents per year. Incidents in this analysis includes where the type of incident was recorded as being 'rescue or evacuation from water', along with suicide attempts or threats, and recovery of a deceased body from a property type being waterway related. Due to the way the data is recorded, this analysis does not include road traffic collisions which involved a vehicle entering water.

Water risk - What

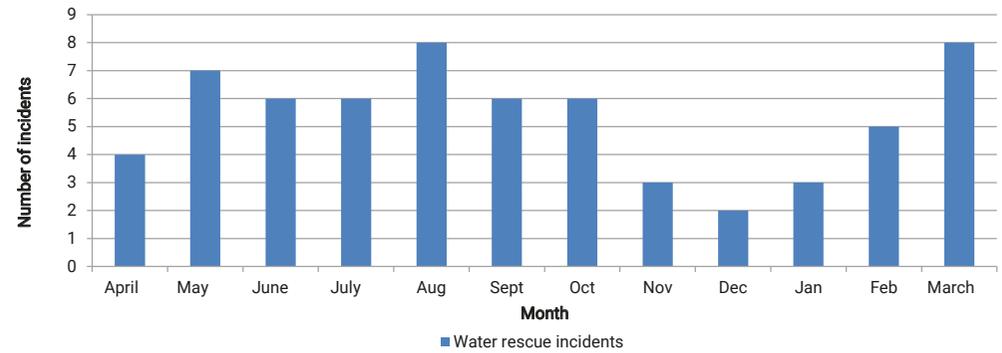
Water rescue incidents by type 2014/15 - 2018/19



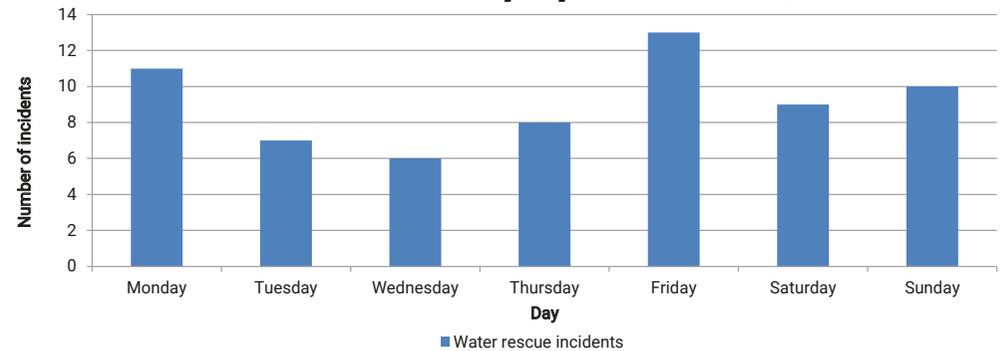
Water rescue incidents by year 2014/15 - 2018/19



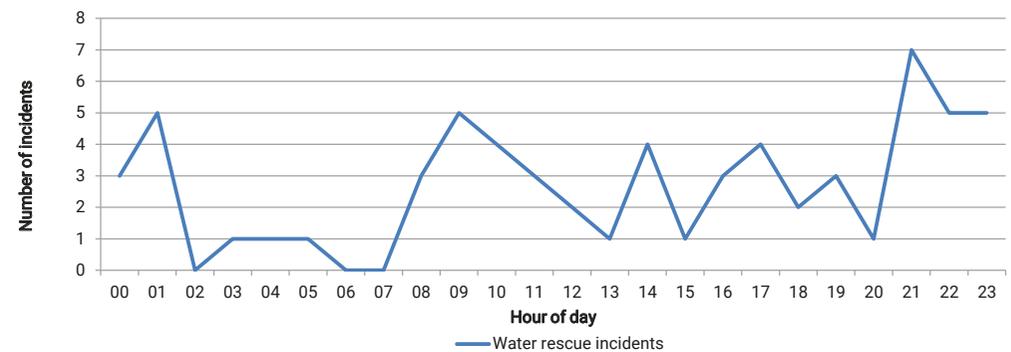
Water rescue incidents by month 2014/15 - 2018/19



Water rescue incidents by day 2014/15 - 2018/19



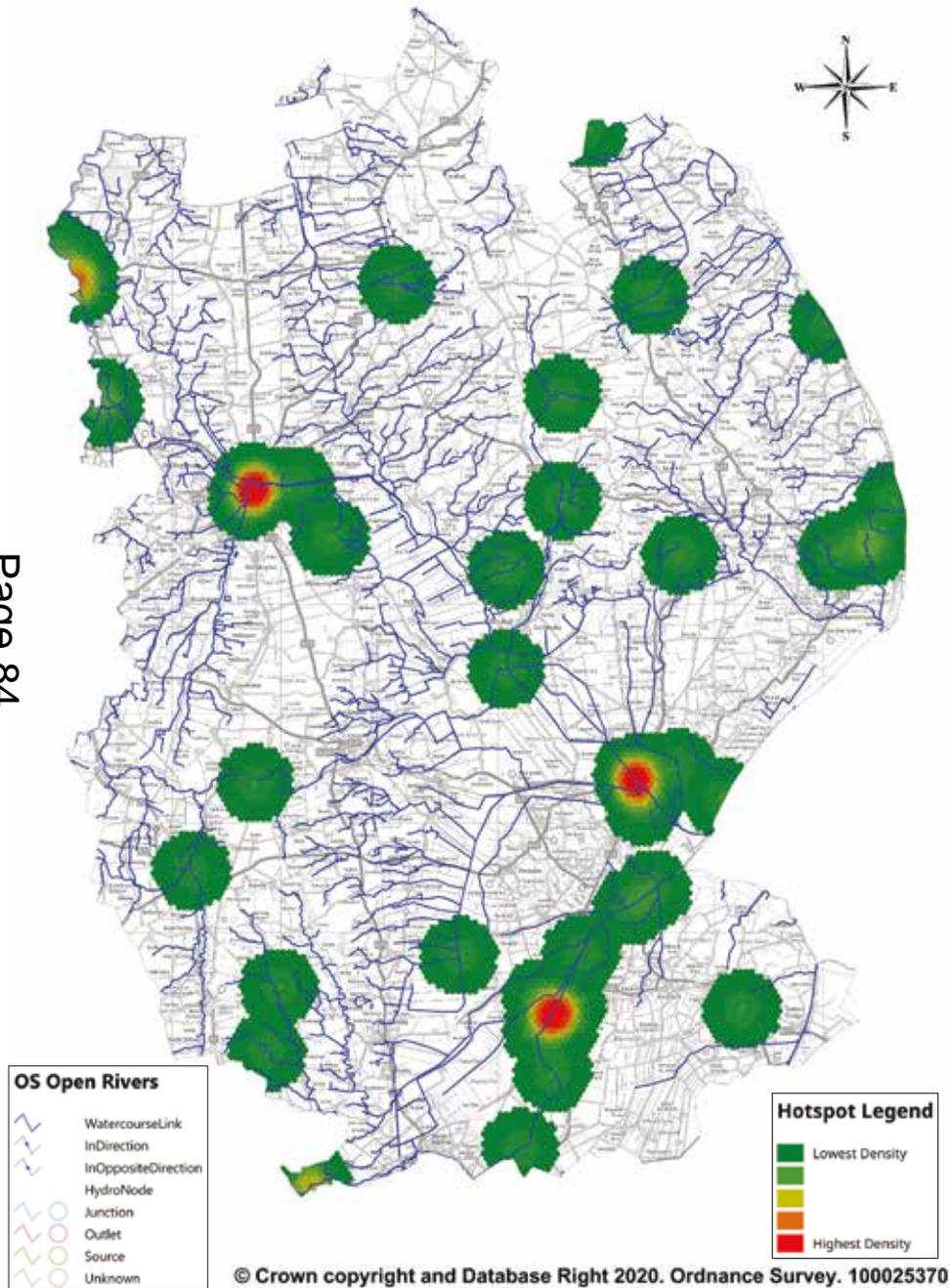
Water rescue incidents by hour of day 2014/15 - 2018/19



Water risk - When

Water risk - Where

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Residential high-rise

High-rise buildings are defined as those over 18 metres (5 storeys).

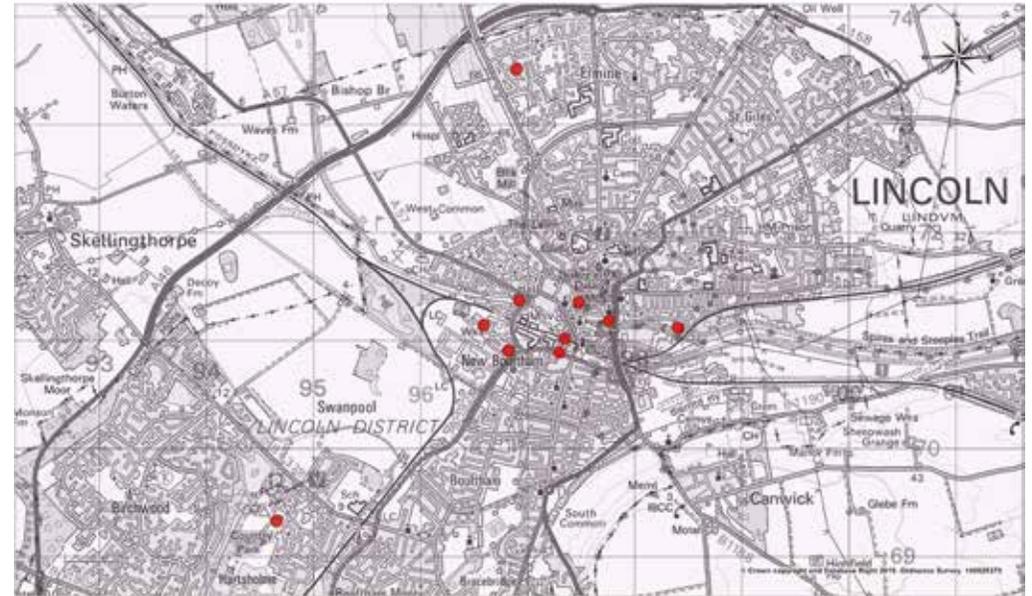
Level of risk: High

Why is it a risk?

Fires in high-rise buildings present a significant risk to firefighters and the public. High-rise buildings are defined as those over 18 metres (five storeys) of which Lincolnshire has 41, including hospitals and commercial premises. In total there are 20 residential high-rise buildings in Lincolnshire, most of which are located in the City of Lincoln. Over the last five years, there were 12 recorded fire incidents in six of the residential high rise buildings within Lincoln.

The tallest high-rise buildings in Lincolnshire are Shuttleworth House (17 floors), Jarvis House (15 floors), and Trent View (15 floors).

Whilst the likelihood of residential high-rise fires occurring in Lincolnshire is low, the consequences of such an incident remain high. As a result this has been assessed as a high risk for 2020-24.



The tallest high-rise buildings in Lincolnshire are Shuttleworth House (17 floors), Jarvis House (15 floors), and Trent View (15 floors).

Consequences

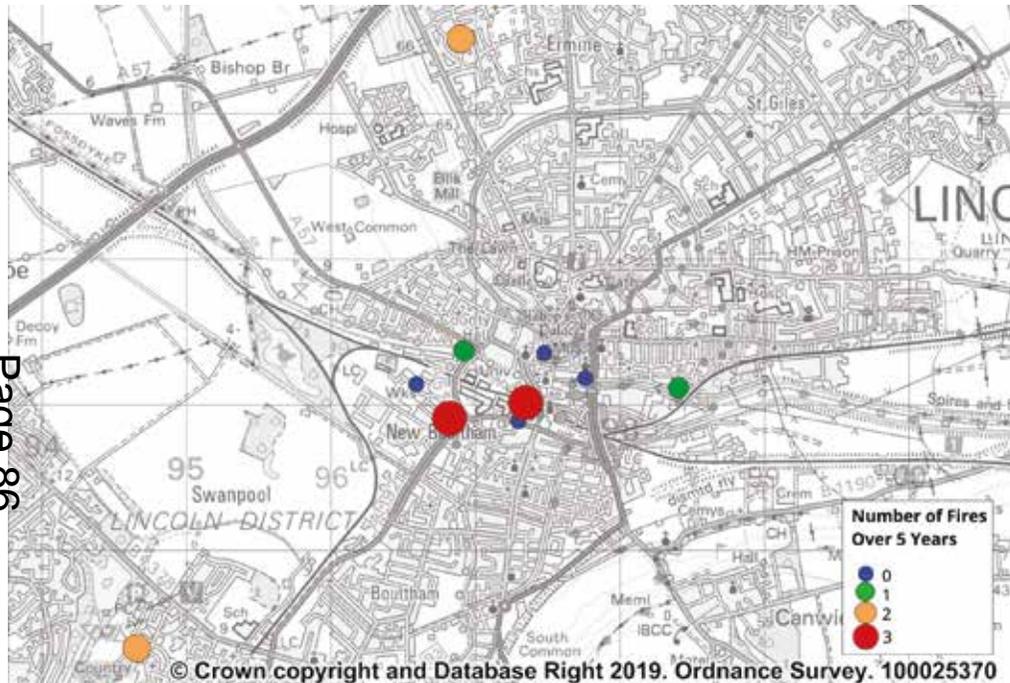
- Risk to life
- Physical injury
- Damage to property
- Damage to local environment
- Short term loss of accommodation
- Economic impact resulting from property loss/damage

Historical demand

Dwelling Fires occurring in High-Rise Buildings

Over the five year period, there has been 12 recorded fire incidents in six of the residential high rise buildings within Lincoln.

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What's on the horizon?

The 2017 Grenfell Tower tragedy in London involved a 24 storey residential high-rise building. The fire caused 72 deaths and 70 injuries. The subsequent Grenfell Tower Inquiry (Phase 1 report) was published in October 2019 and identified significant learning for fire and rescue services. Changes in legislation arising from the Grenfell Inquiry will impact on how we deliver our protection work in the future.

Malicious attacks

Malicious attacks relate to terrorism and the use or threat of action designed to influence any international government organisation or to intimidate the public.

Level of risk: High

Why is it a risk?

The UK faces a serious and sustained threat from terrorism, including from international groups, domestic extremists and Northern Ireland related groups. As of November 2019 the current UK threat level for international terrorism is 'substantial' which means an attack is likely.

Whilst there is no direct and specific threat to Lincolnshire, we continue to work with partner agencies to tackle extremism and provide resources, at both local and national level to respond to malicious attacks.

Due to the continued national threat, this has been assessed as a high risk for 2020-24.

Consequences

- Risk to life
- Physical injury
- Damage to property
- Damage to infrastructure
- Damage to local environment
- Social – community cohesion impact
- Economic impact

Heritage

Cultural heritage includes a wide range of features resulting from human intervention and activity or development. For the purpose of this risk profile, heritage risk is defined as built heritage including; historic places and listed buildings.

Level of risk: Medium

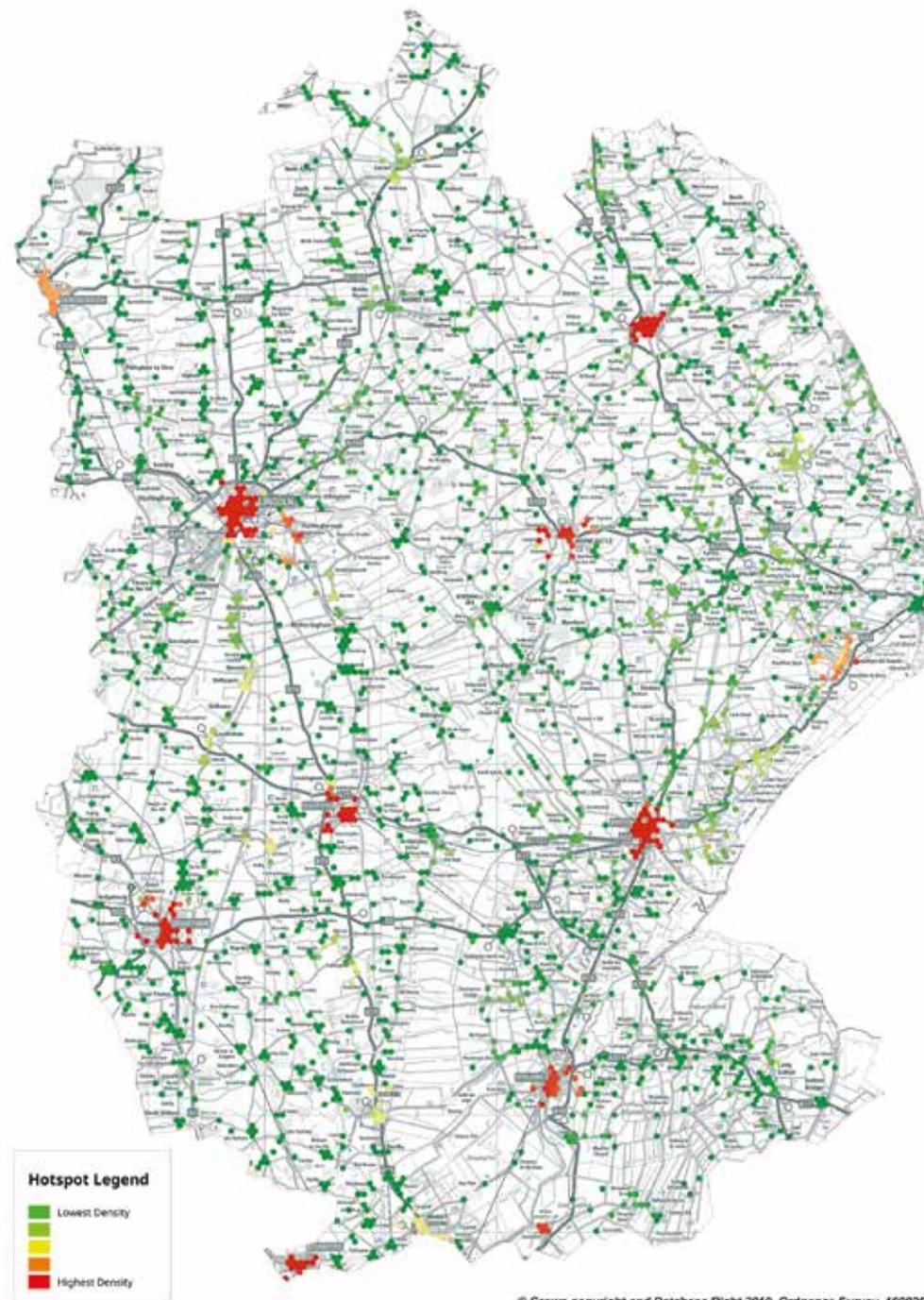
Why is it a risk?

The historic environment matters to all of us. It tells us about who we are and where we have come from. It gives identity to our villages, towns and cities. It has shaped the distinctive character of our countryside. Lincolnshire is a county rich in cultural and physical heritage with many historic sites across the county, including the magnificent Lincoln Cathedral, Lincoln Castle, St Soltophs Church ('Boston stump'), Gainsborough Old Hall, one of the best preserved medieval manor houses in England, Tattershall Castle and Harlaxton Manor to name a few. Lincolnshire boasts many Grade I listed buildings and is home to several windmills.

Whilst the risk to life is relatively low, heritage buildings, due to their age are often constructed of combustible materials; their original features and contents often irreplaceable. It is therefore important that these historic properties are protected and as a result this has been assessed as a medium risk for 2020-24.

Consequences

- Risk to life
- Physical injury
- Unrecoverable damage to historic property and irreplaceable artifacts
- Damage to local environment
- Economic impact resulting from loss of tourism
- Impact on local business

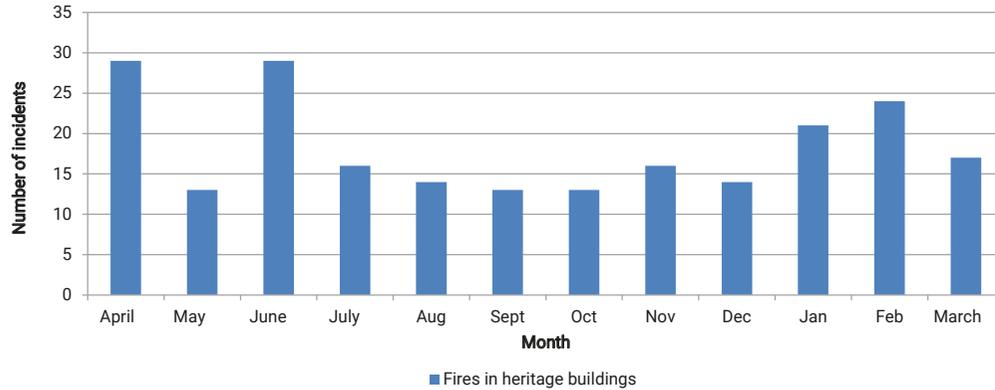


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Historical demand

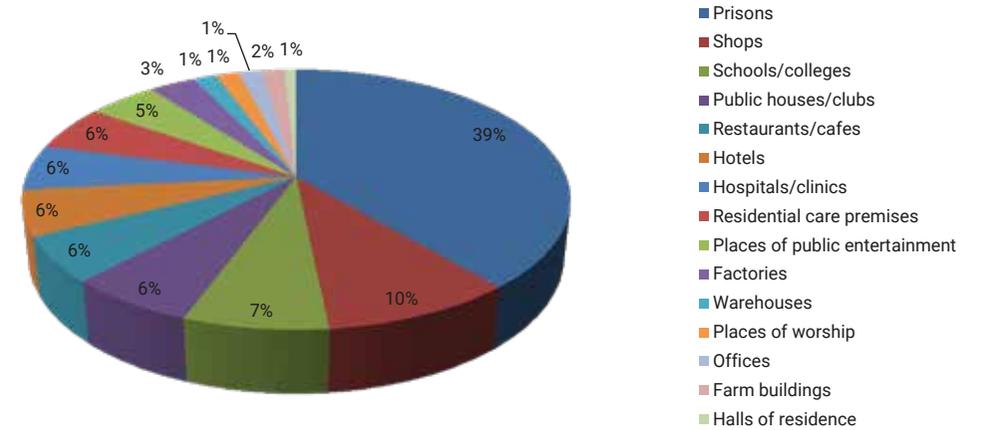
Heritage Building Fires – When

Heritage buildings fires by month 2014/15 - 2018/19

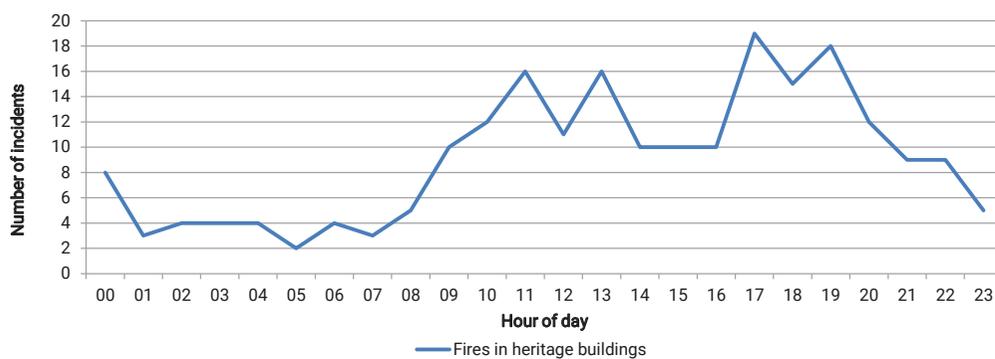


Heritage Building Fires – What

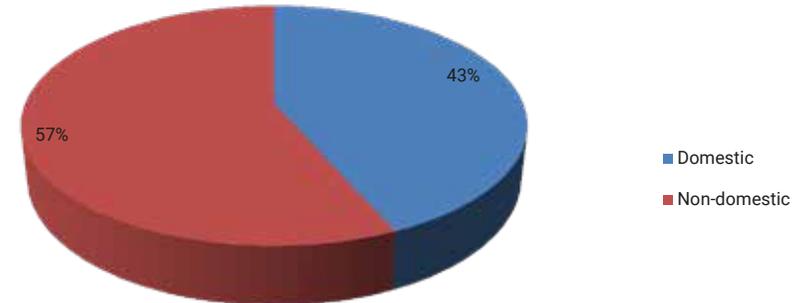
Heritage building fires non-domestic property types 2014/15 - 2018/19



Heritage building fires by hour of day 2014/15 - 2018/19

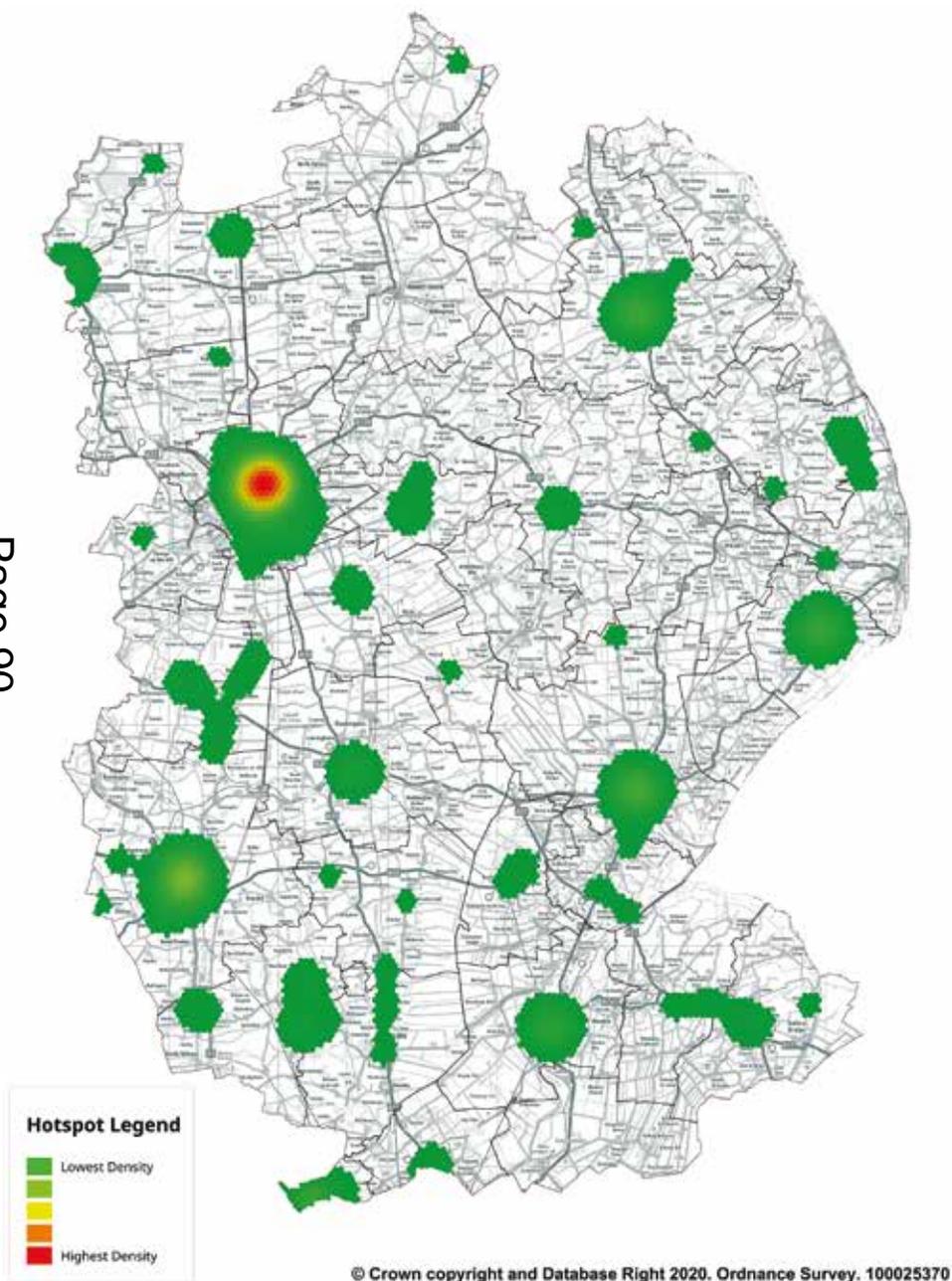


Heritage building fire property categories 2014/15 - 2018/19



Heritage Building Fires – Where

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Deliberate fires

Deliberate fires include those where the motive for the fire was 'thought to be' or 'suspected to be' deliberate. This includes fires on an individual's own property, others' property or property of an unknown owner

Level of risk: **Medium**

Why is it a risk?

Arson accounted for 50.5% of all fires attended in 2017/18 by Fire & Rescue Services in the whole of the UK (213,782 fires attended; 108,024 deliberate). This is the largest, single cause of fire attended by FRSs.

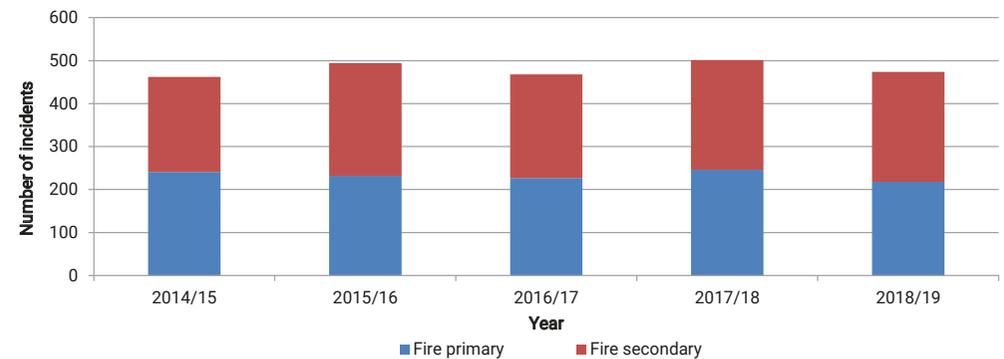
Here in Lincolnshire we have experienced an average of around 450 deliberate fires per year over the last five years. Most of these occur in vehicles or non-residential premises, with a peak during the dry summer months.

The estimated economic cost attributed to arson from UK statistics in 2017-18 was £1.49bn.

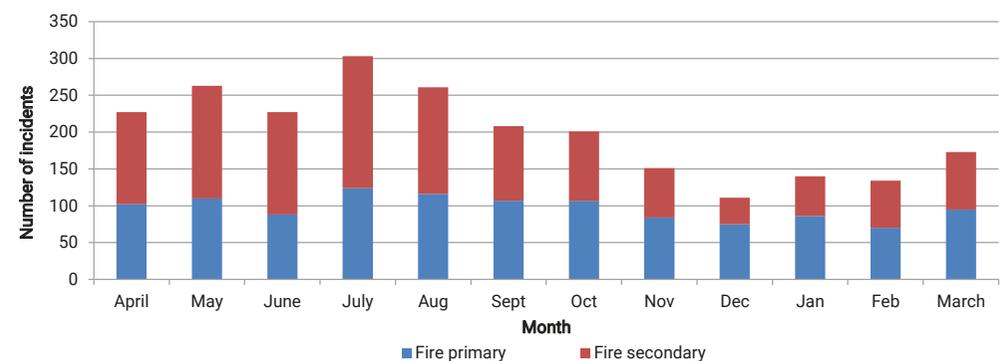
Historical demand

Deliberate Ignition Fires – When

Deliberate ignition (arson) fires by year 2014/15 - 2018/19



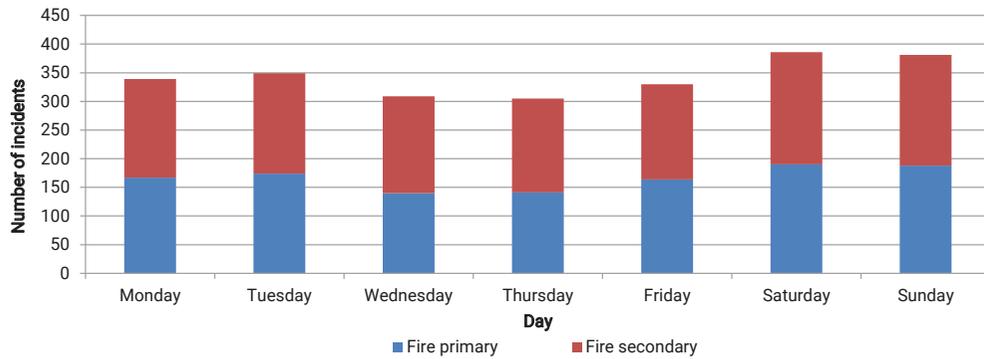
Deliberate ignition (arson) fires by month 2014/15 - 2018/19



Consequences

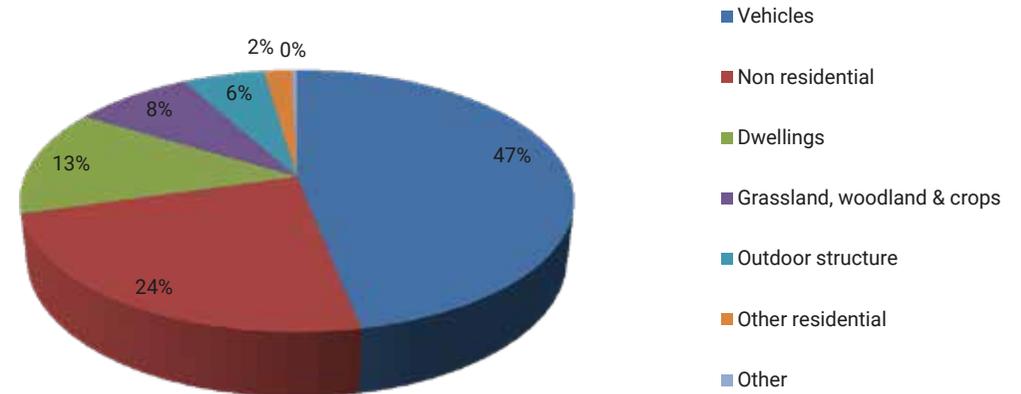
- Risk to life
- Physical injury
- Damage to property
- Damage to local environment
- Economic impact resulting from property loss/damage and business impact

Deliberate ignition (arson) fires by day 2014/15 - 2018/19

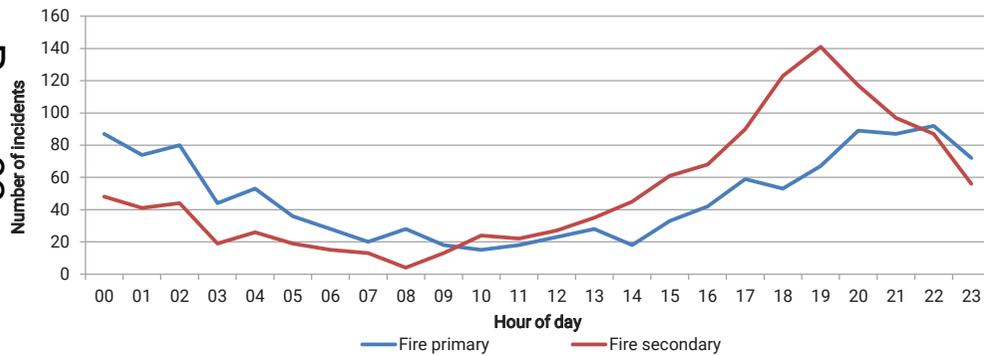


Deliberate Ignition Fires – What

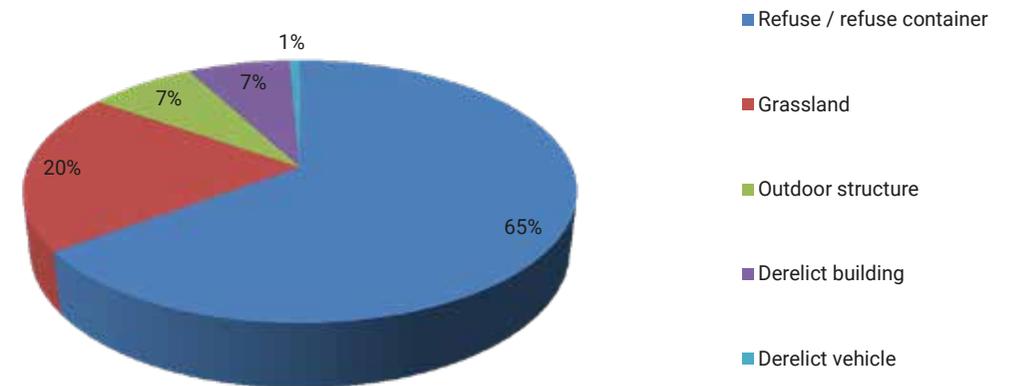
Deliberate ignition (arson) primary fires by property category 2014/15 - 2018/19



Deliberate ignition (arson) fires by hour of day 2014/15 - 2018/19



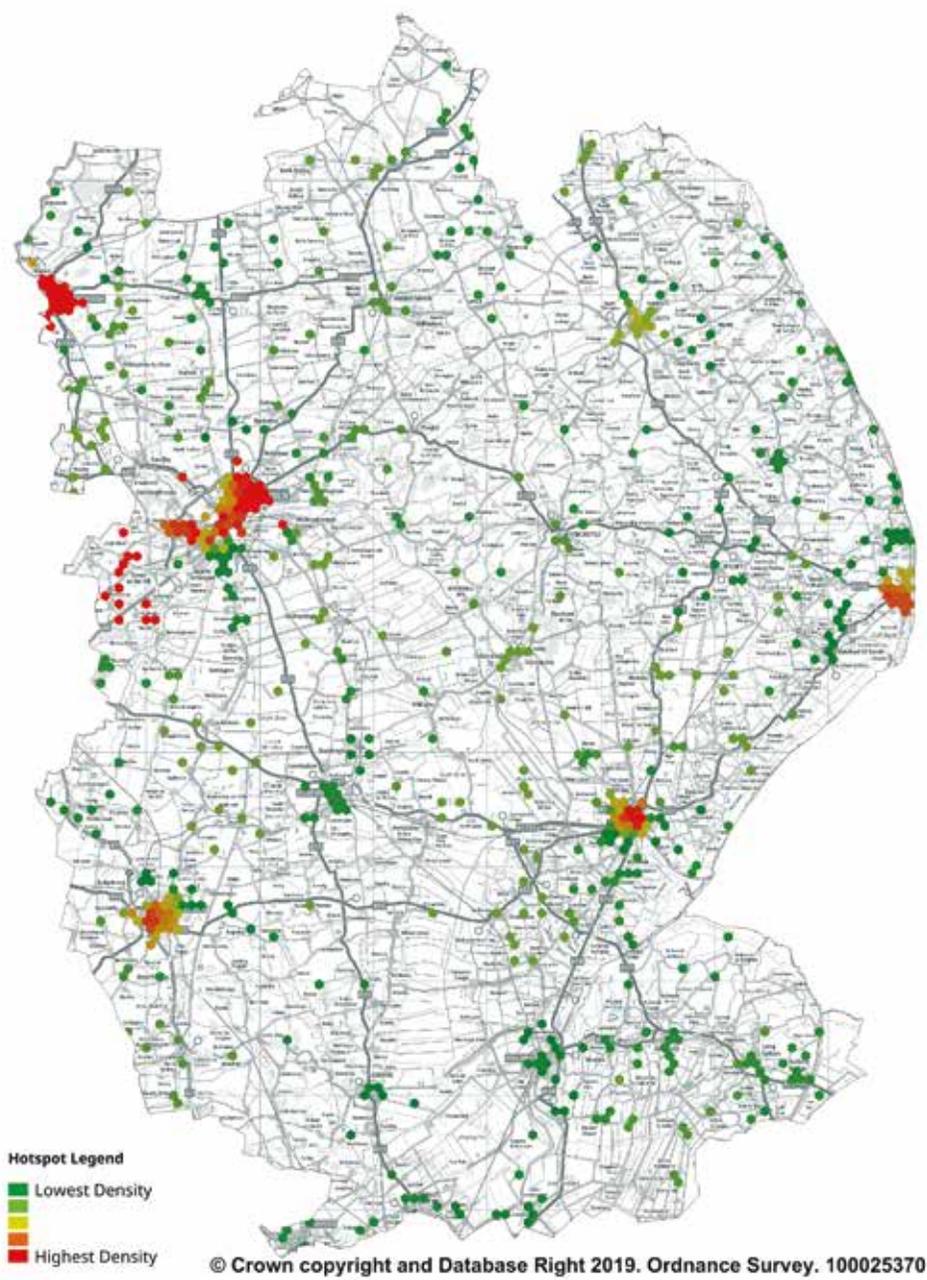
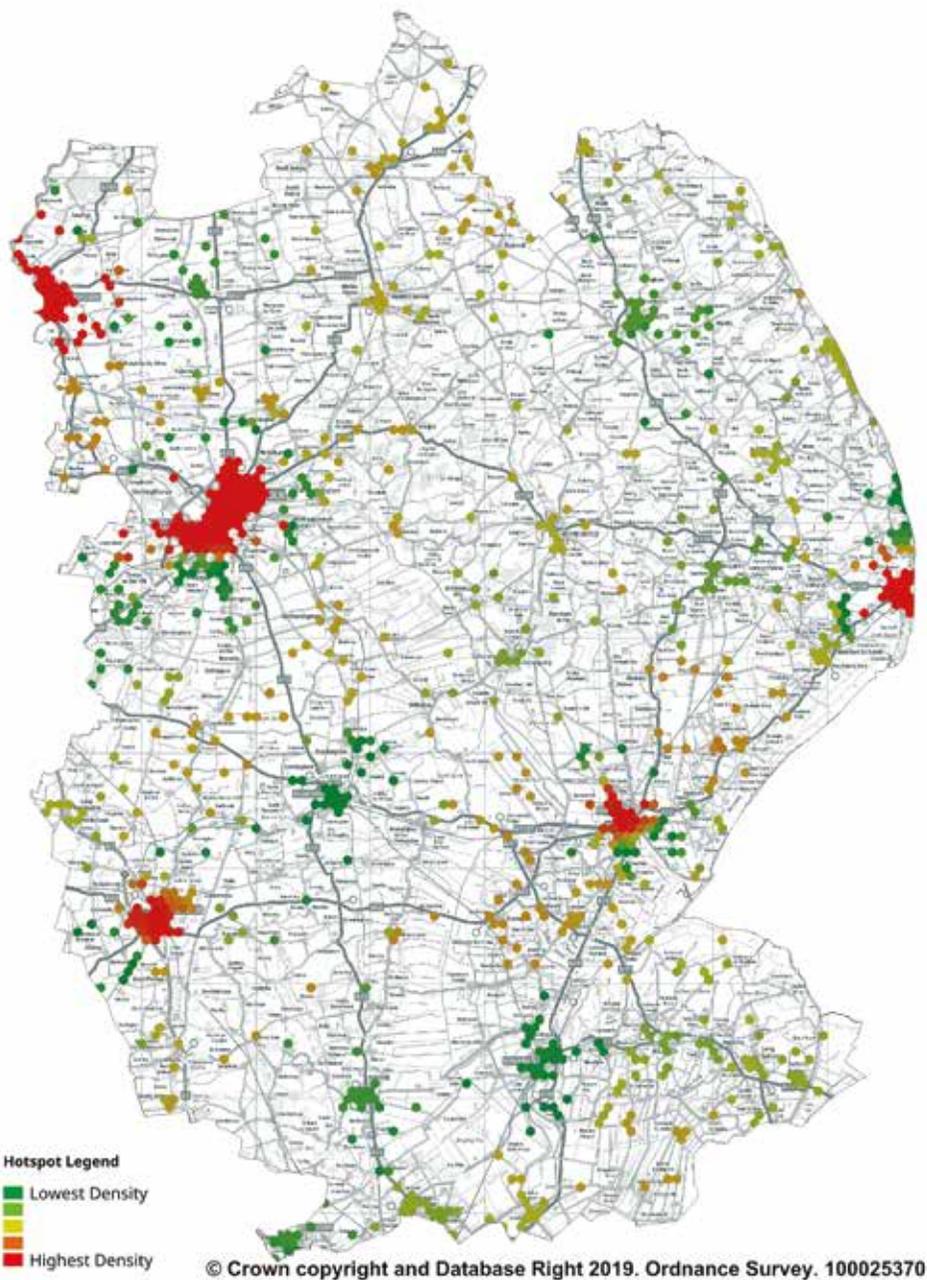
Deliberate ignition (arson) secondary fires by property type 2014/15 - 2018/19



Deliberate Ignition Fires – Where

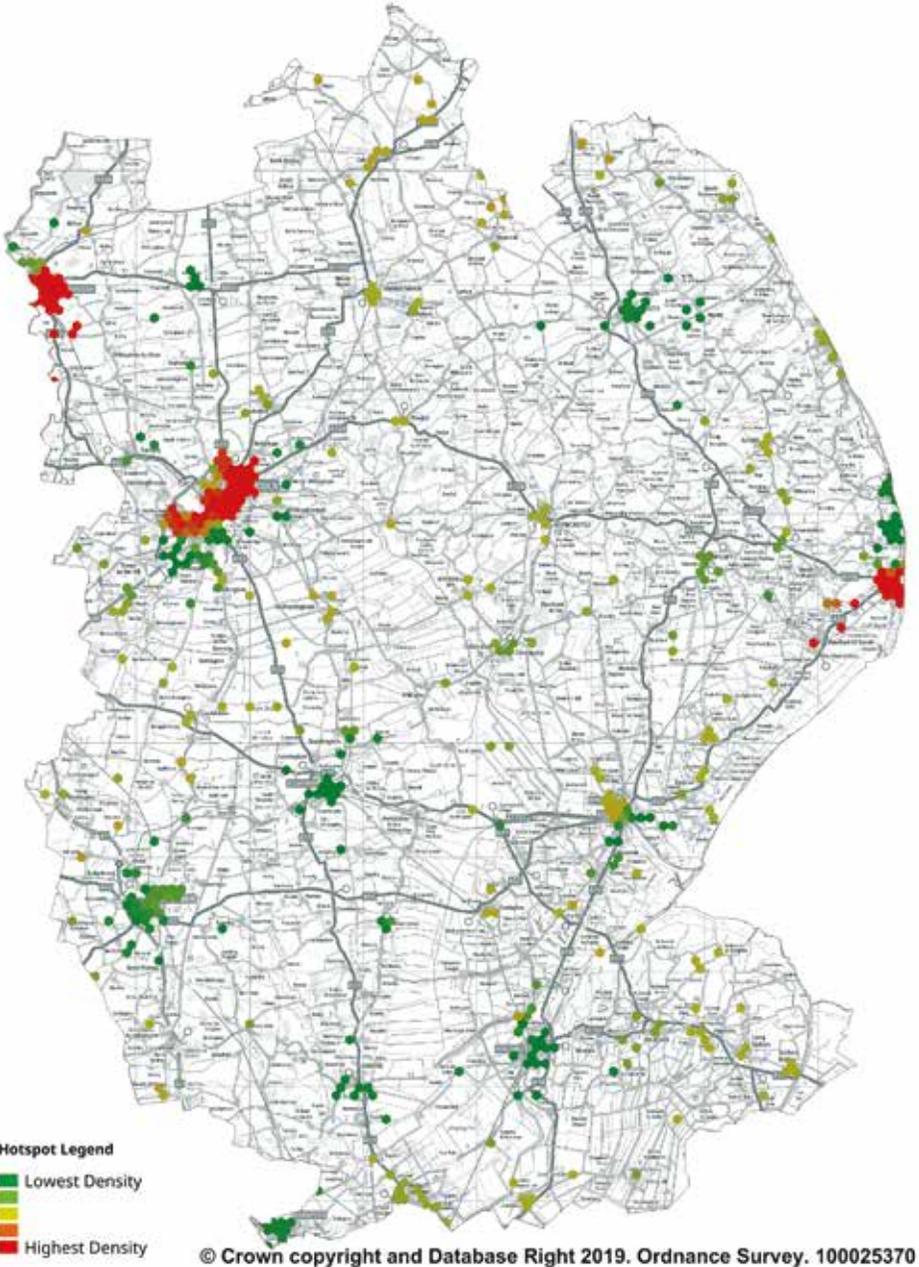
Deliberate Ignition Primary Fires – Where

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Deliberate Ignition Secondary Fires – Where

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Our corporate risks

We define our corporate risks as those risks which have the potential to impact on the service internally, preventing us from conducting our business effectively. LFR analyses and reviews our corporate risks on a continuous basis by identifying in advance, potential sources of disruption and the impact it may have on delivery of our critical services. This is informed by a number of prevailing factors, both national and local, and is linked to both Lincolnshire County Council's Strategic Risk Register and the Lincolnshire Community Risk Register.

Corporate risk management is monitored routinely, recorded on our Corporate Risk Register and reported on at Service Management Board (SMB). A lead officer is responsible for each corporate risk ensuring appropriate control measures are in place. This ensures our risks are properly prioritised and resources allocated appropriately.

We build our resilience to corporate risks through effective governance and business continuity management (BCM). Our approach to BCM is aligned

with that of LCC's emergency planning business continuity team, thus improving consistency and resilience across LCC and the wider LRF.

BCM involves identifying critical business activities and carrying out a business impact analysis for each area. Critical activities are deemed to be those which have to be performed in order to enable LFR to meet its most important and time-sensitive objectives, e.g. receiving 999 calls, responding to emergency incidents, fire investigation, supplying welfare to staff at critical incidents and managing vehicle defects etc.

LFR maintains a set of business continuity plans in readiness for use when an incident occurs. These plans are regularly tested through exercises to ensure we can continue to deliver our critical services throughout any major disruption.

The following risks are assessed as our highest corporate risks for 2020–24:

Risk 1
Failure to maintain and develop the competencies and skills of the workforce.

Risk 2
Failure to maintain adequate equality and diversity policies.

Risk 3
Failure to maintain an appropriately structured workforce.

Risk 4
Failure to ensure effective financial and performance management in the planning and delivery of service activities.

Risk 5
Failure to ensure appropriate safeguarding procedures are in place.

Risk 6
Failure to respond to a major disruption of service.

Risk 7
Failure to manage and discharge health and safety responsibilities.

Risk 8
Failure to communicate and consult with all internal and external stakeholders.

Risk 9
Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-service and inter-agency operations.

Further analysis

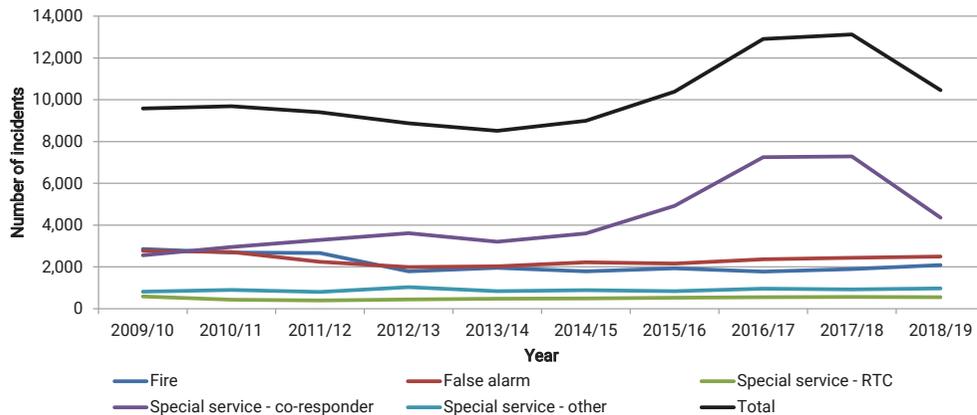
Historical incident demand 2014/15 – 2018/19

Historical Incident Demand - All Incidents

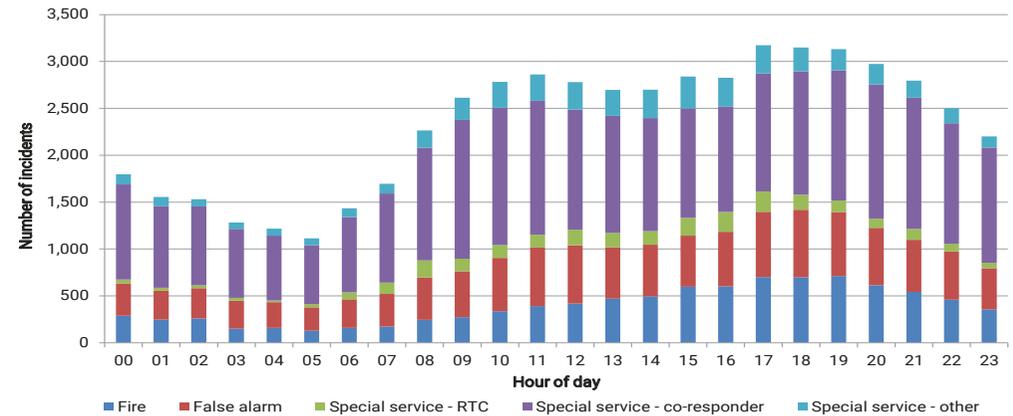
Incident demand over time is largely on the increase, mainly attributable to the increase in medical response. Over recent years additional stations have taken up co-responding duties which is linked to the increase in calls. However, changes within mobilising protocols within the NHS along with the availability of LFR crews, saw the number of attended calls decrease in 2018/19.

The number of fires attended is slowly on the increase, but this is subject to increase during prolonged periods of hot and dry summer weather, which is reflected in the number of incidents in 2018/19. Conversely, the number of 'other special service' incidents, which would include flooding attendances, will increase during times of exceptional rainfall. This will be the case during the 2019/20 year due to the flooding event of June 2019.

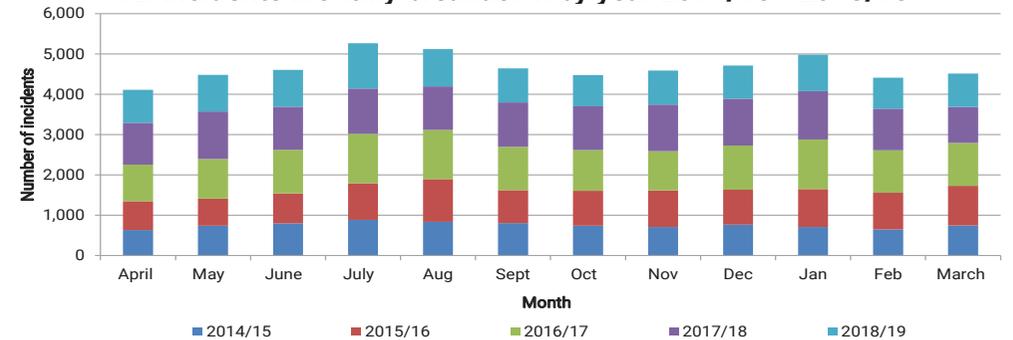
All incidents attended by LFR 2009/10 - 2018/19



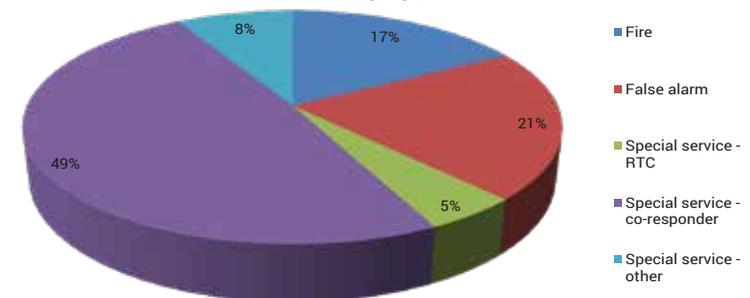
Number of incidents by type and hour of day 2014/15 - 2018/19



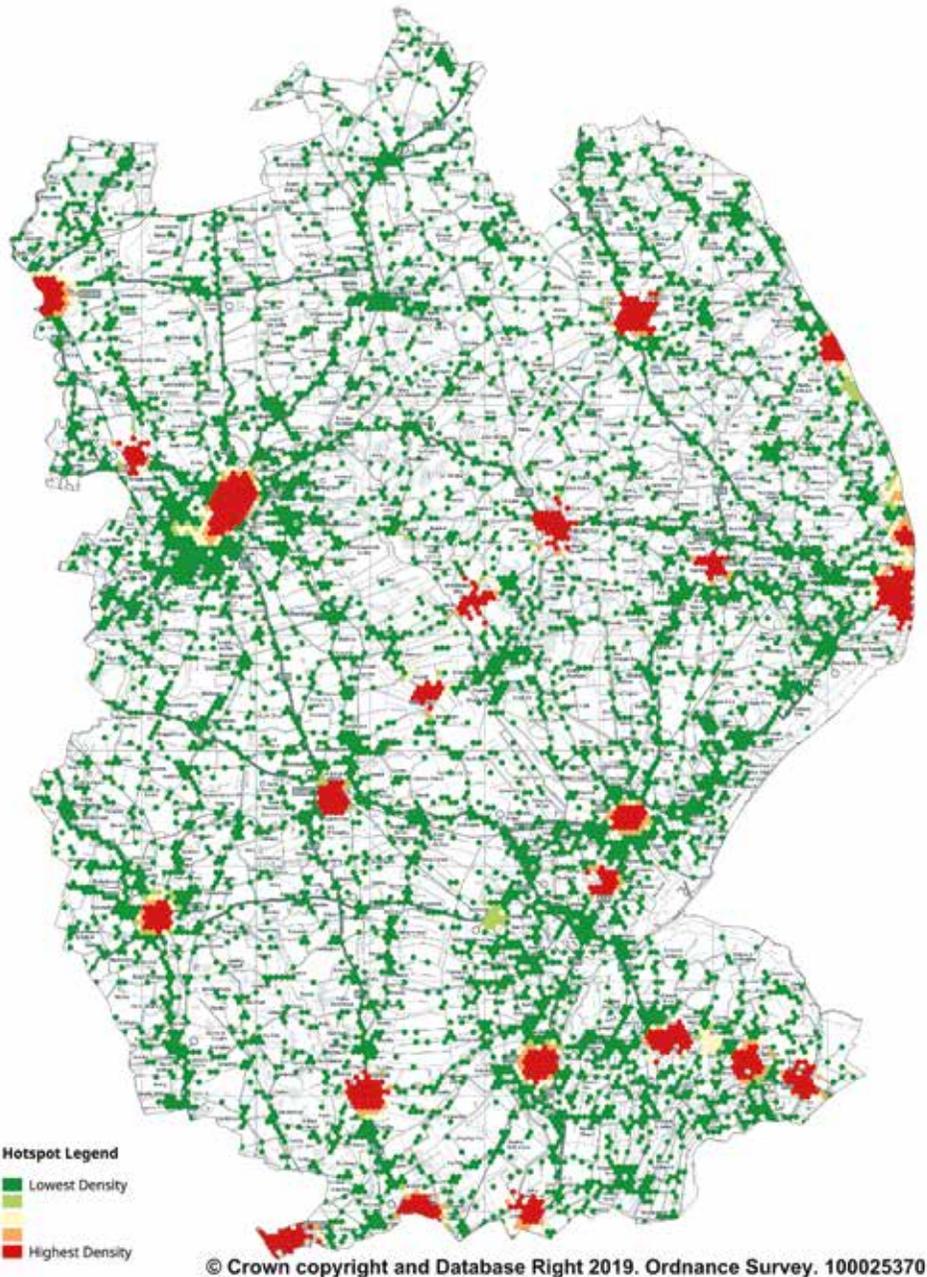
All incidents monthly breakdown by year 2014/15 - 2018/19



Incident breakdown by type 2014/15 - 2018/19



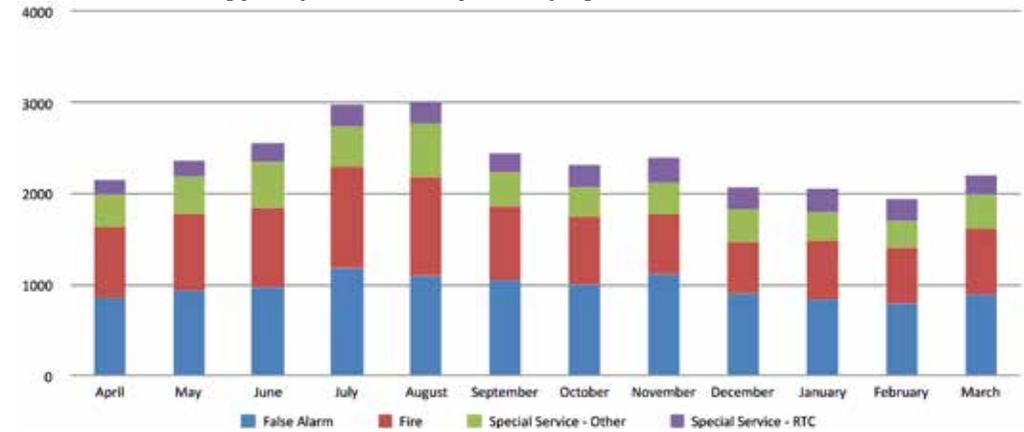
Heat map of All Attended Incidents



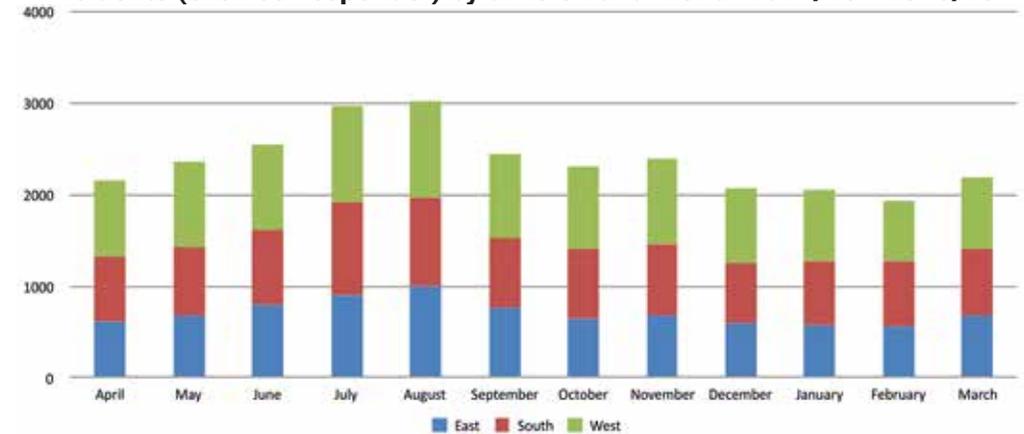
Seasonal demand variation

Our analysis of seasonal variation in incident demand has been broken down into service, division and station level with a peak in incident activity taking place in the summer months of July/August:

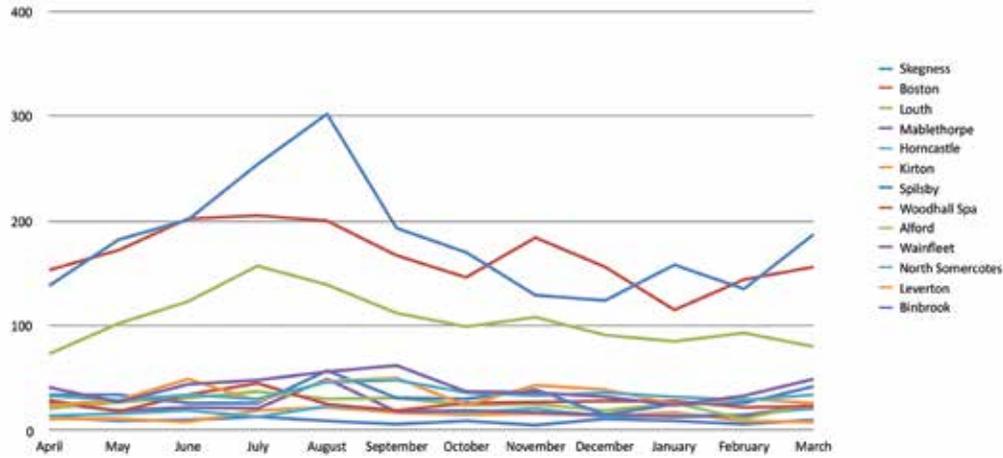
Incident Types (excl. co-responder) by month 2014/15 - 2018/19



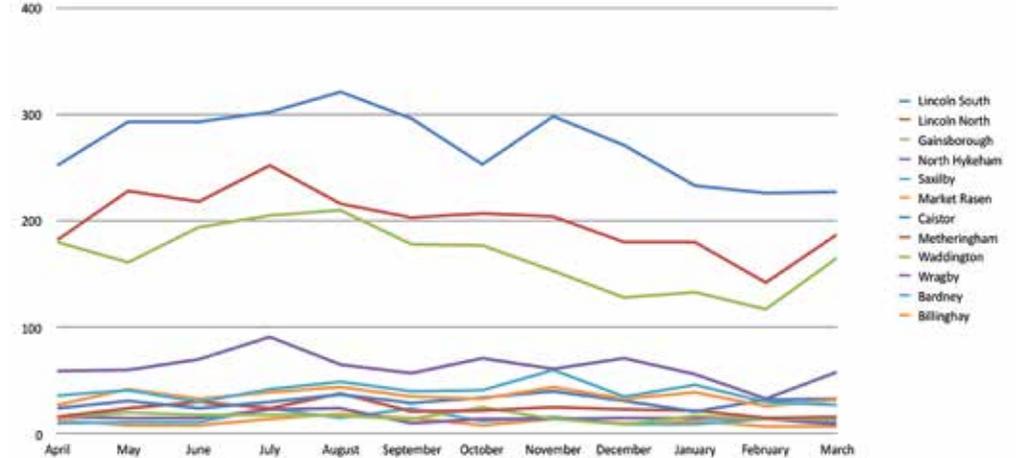
Incidents (excl. co-responder) by division and month 2014/15 - 2018/19



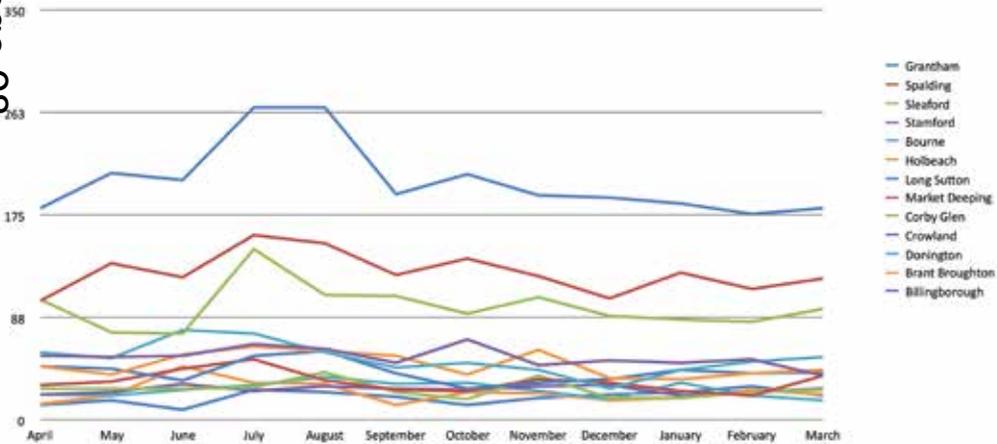
East Division Incidents (excl. co-responder) by station and month 2014/15 - 2018/19



West Division Incidents (excl. co-responder) by station and month 2014/15 - 2018/19



South Division Incidents (excl. co-responder) by station and month 2014/15 - 2018/19



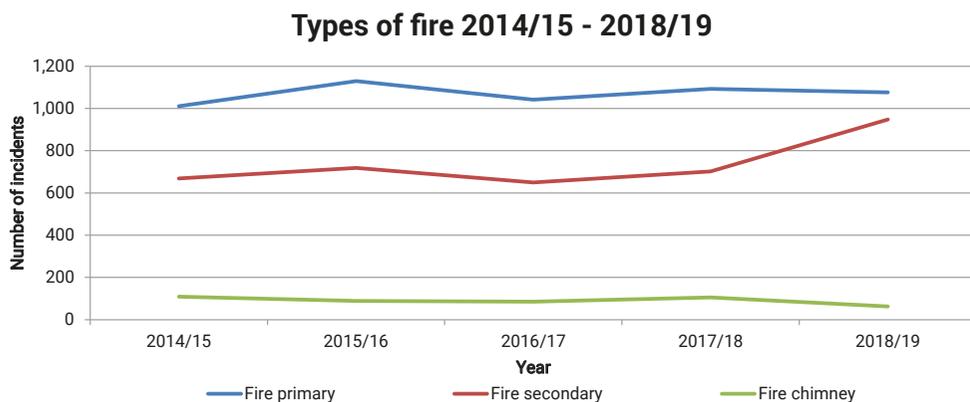
Coastal stations such as Skegness, Wainfleet and Mablethorpe show the most dramatic increase in incident activity during the summer months. This can be attributed to the increase in tourist population with Lincolnshire's coastal resorts attracting around 20 million visitors per year. Analysis of types of incident during this period shows the majority are fires in grassland/refuse.

Fire Incidents Attended 2014/15 – 2018/19

Over the last five years the number of fires attended is slowly on the increase. In the most recent year this was largely due to the prolonged hot summer of 2018.

Types of fire are grouped into three categories:

- 1) Fire Primary, 2) Fire Secondary and 3) Fire Chimney.

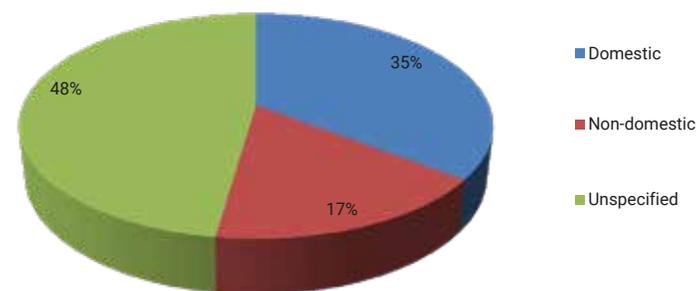


Primary Fire Incidents 2014/15 – 2018/19

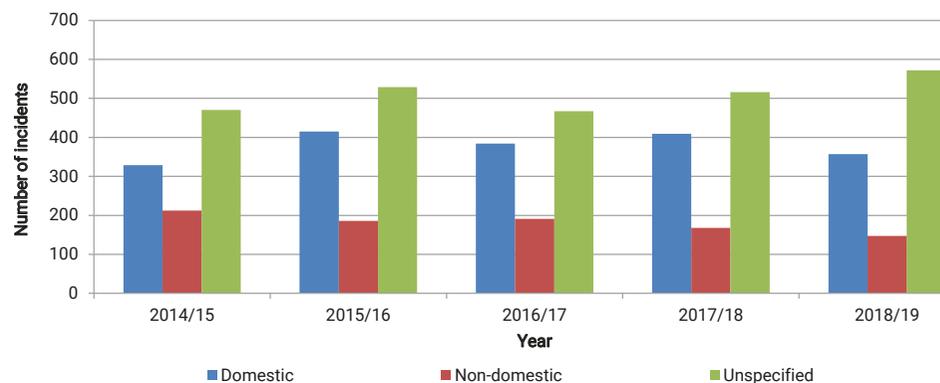
Primary fire incidents are categorised by property group and type, the main distinctions are:

- 1) Domestic, 2) Non-Domestic and 3) Unspecified.

Primary fire property categories 2014/15 - 2018/19



Primary fires by property category 2014/15 - 2018/19



Over the last five years 35% of primary fires occurred in domestic (dwellings).

Analysis of fire deaths/injuries

Fire Injuries and Fatalities Overview

The number of people involved in fire is recorded within the Incident Recording System by different categories:

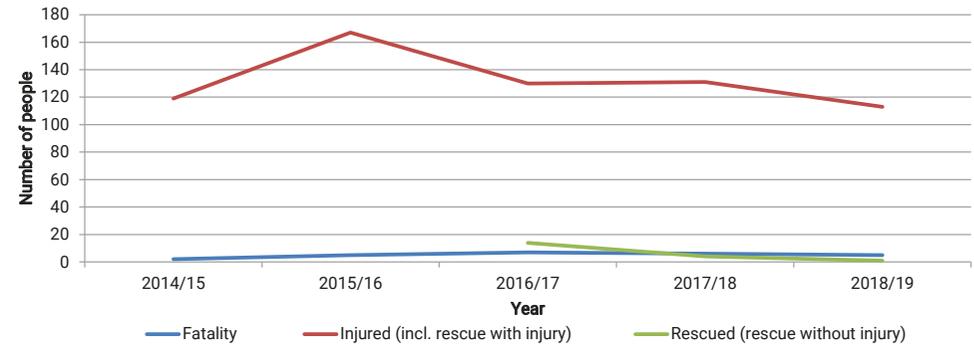
- 1) Fatality.
- 2) Injured (which includes where a person was rescued with an injury).
- 3) Rescued (without injury).

The following line chart illustrates the number of people involved where their death or injury is recorded as being related to the fire. This chart also shows all people who were injured as a result of the fire, regardless of their severity of injury, explained in more detail below.

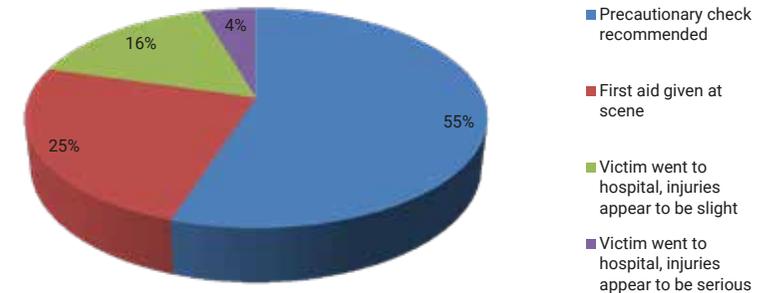
(Note: in 2014/15 there were two recorded rescues from fires and in 2015/16 there was zero.)

20% of fire related injuries are recorded where the severity of injury was such that treatment in hospital was required (135 people over five years). Therefore 80% of fire related injuries, 525 people, were either recommended to seek a precautionary check, or were given first aid at the scene. Severity codes where treatment was required in hospital are counted and reported against National Indicator 49 (iii) for internal reporting.

People involved in fires (fire related injuries) 2014/15 - 2018/19



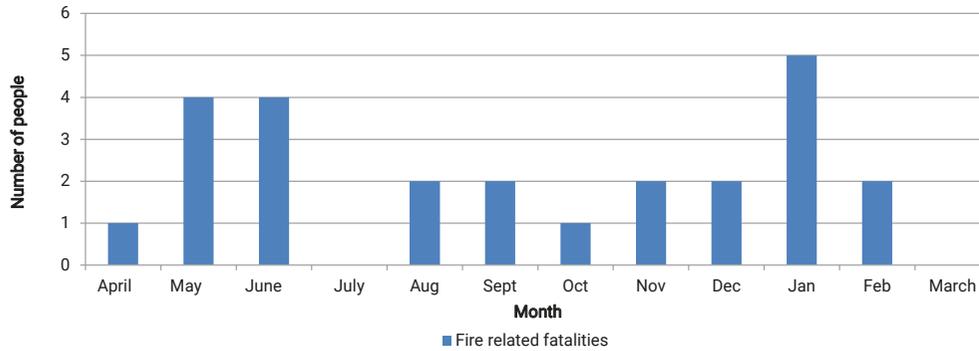
Fire related injuries severity of injury 2014/15 - 2018/19



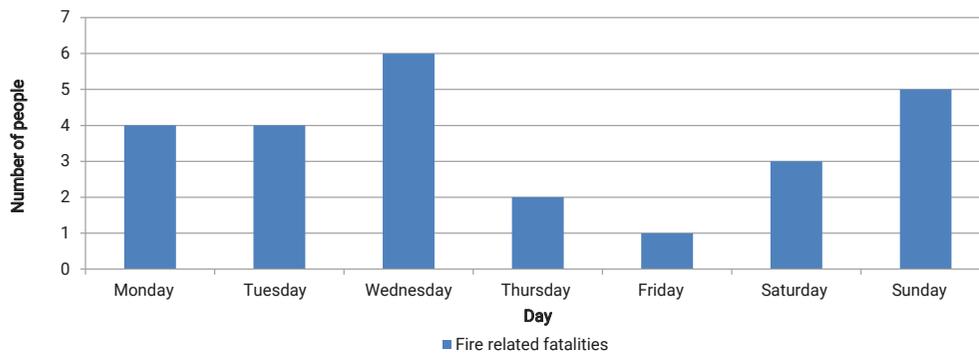
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Fire Fatalities – When

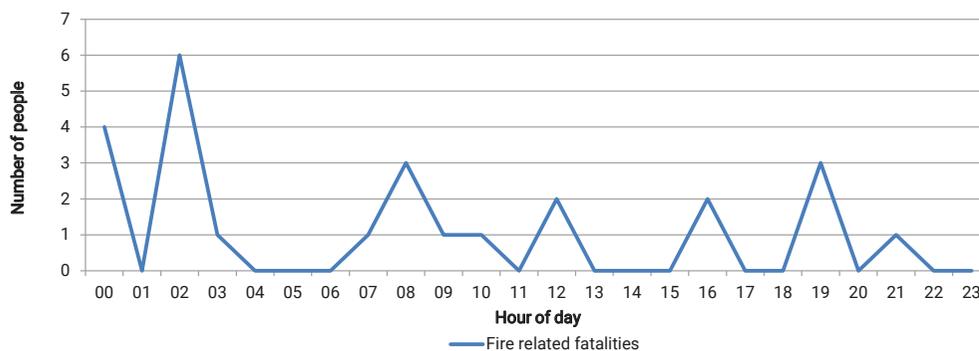
Fire related fatalities by month 2014/15 - 2018/19



Fire related fatalities by day 2014/15 - 2018/19

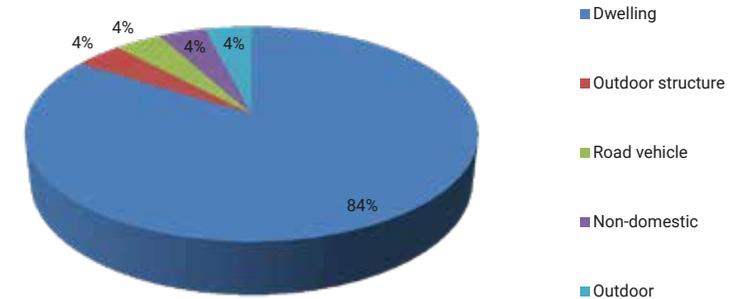


Fire related fatalities by hour of day 2014/15 - 2018/19

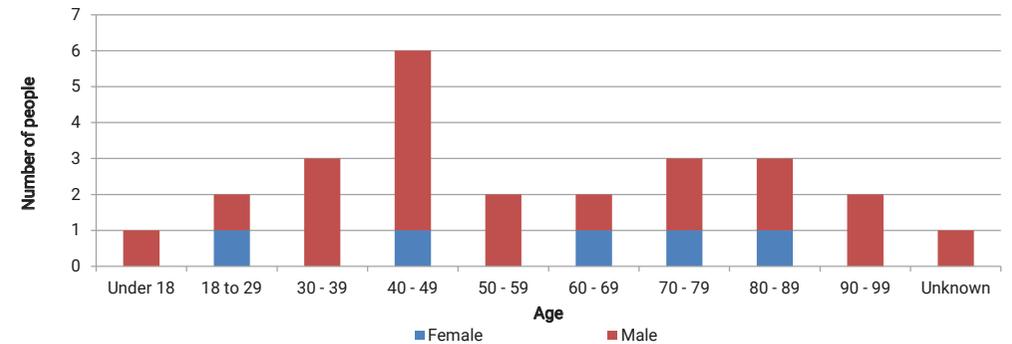


Fire Fatalities – Who and What

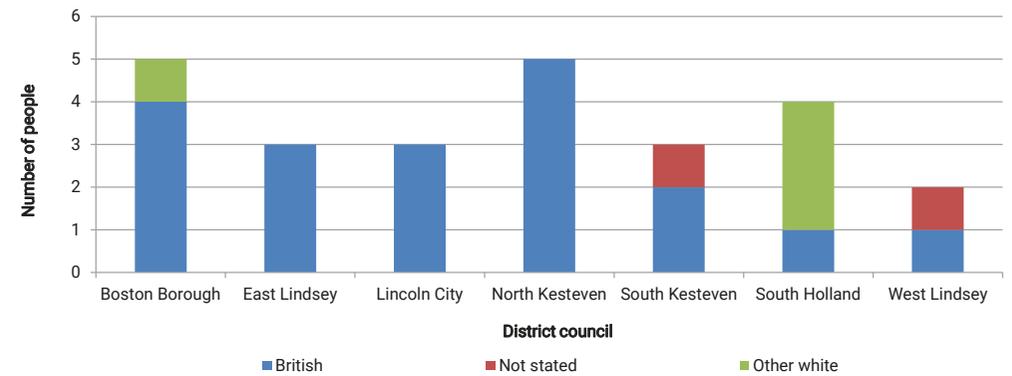
Fire related fatalities by property category 2014/15 - 2018/19



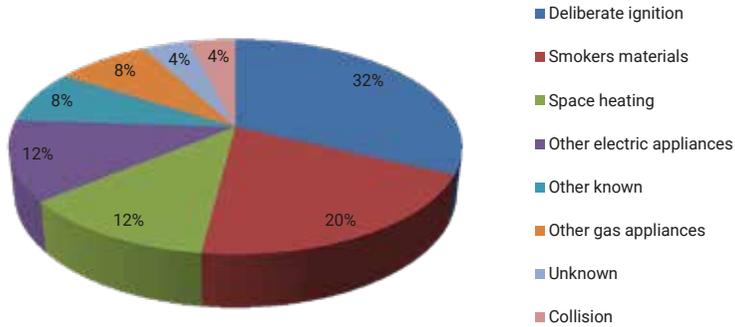
Fire related fatalities by age and gender 2014/15 - 2018/19



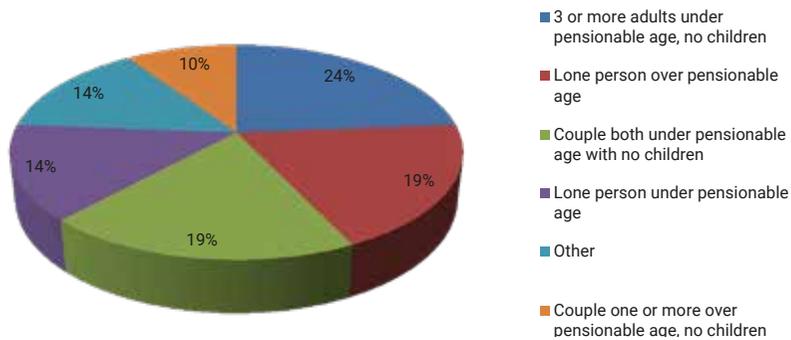
Fire related fatalities ethnicity by district council 2014/15 - 2018/19



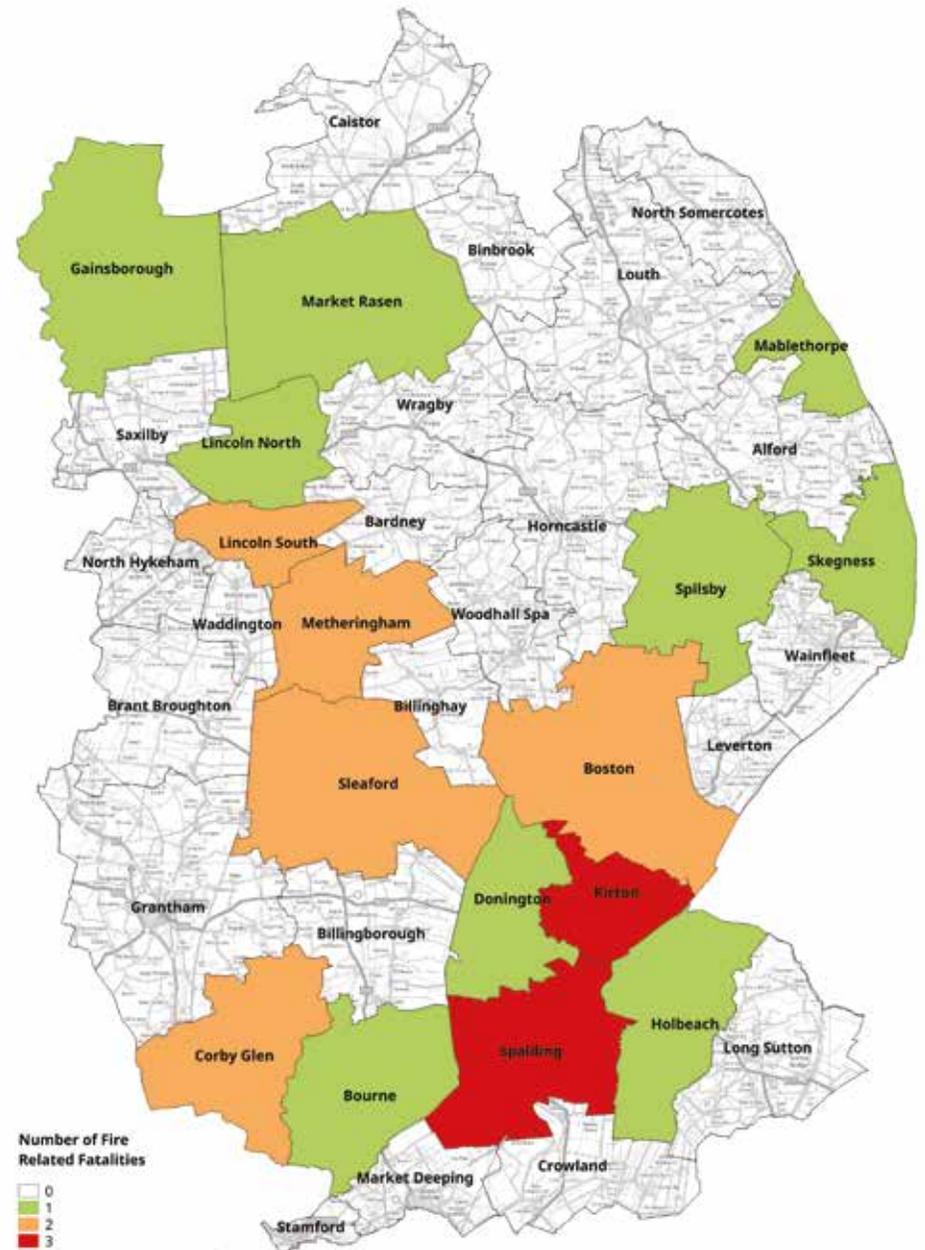
Fire related fatalities by cause of fire 2014/15 - 2018/19



Fire related fatalities household occupancy (dwellings only) 2014/15 - 2018/19



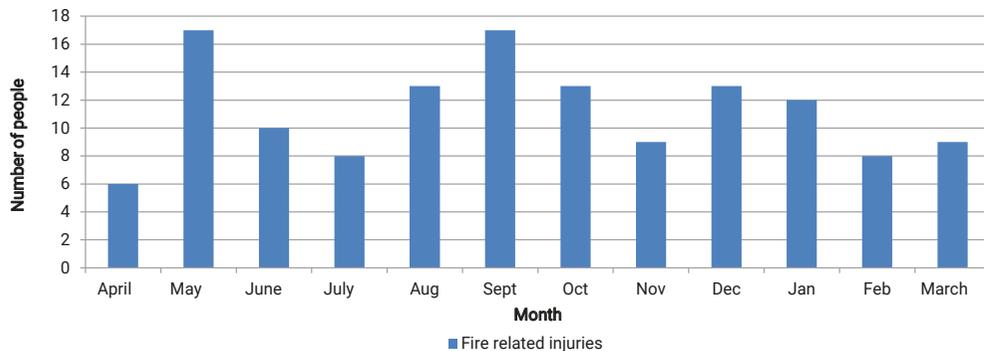
Fire Fatalities – Where



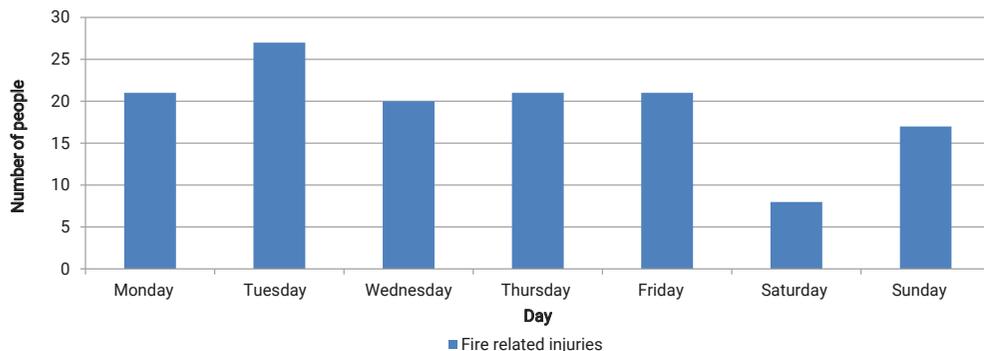
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Fire Injuries - When

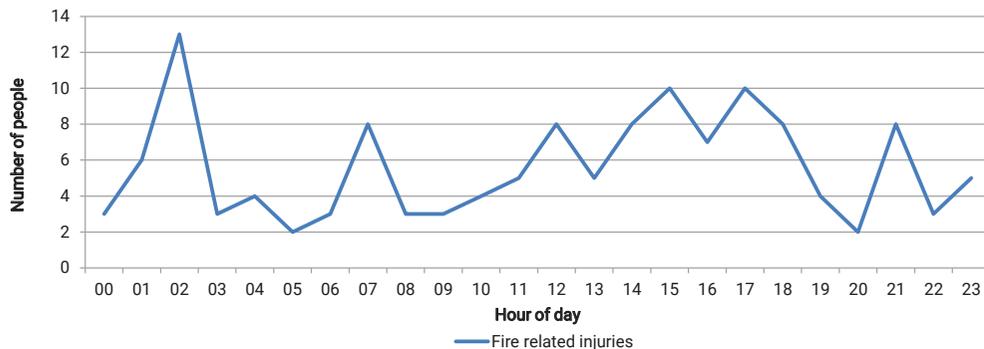
Fire related injuries by month 2014/15 - 2018/19



Fire related injuries by day 2014/15 - 2018/19

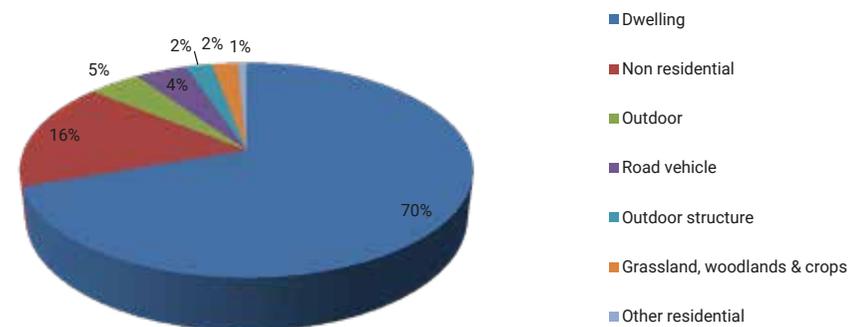


Fire related injuries by hour of day 2014/15 - 2018/19

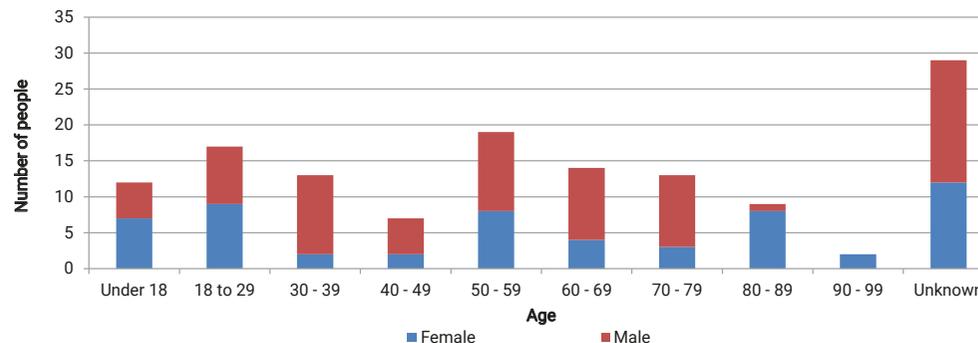


Fire Related Injuries – What and Who

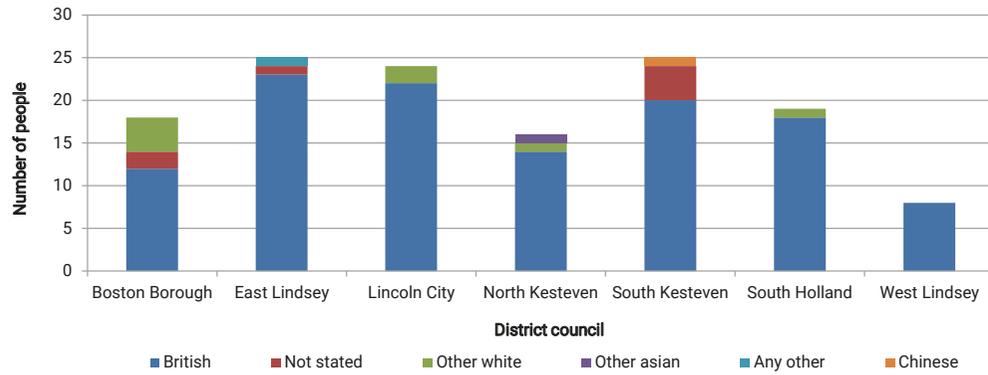
Fire related injuries by property category 2014/15 - 2018/19



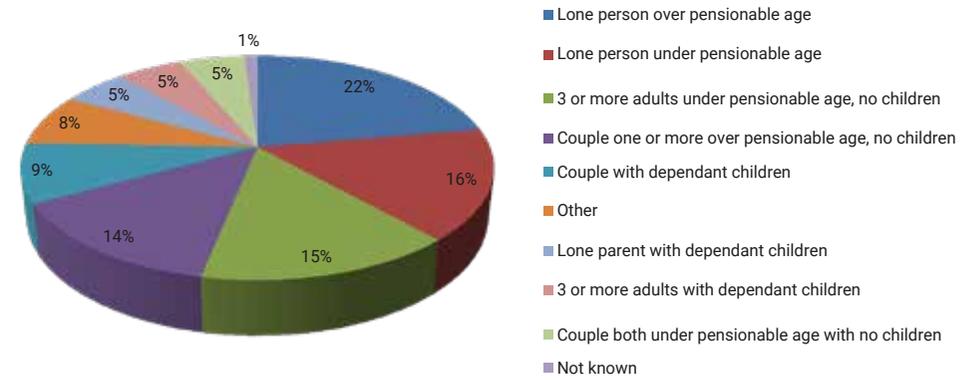
Fire related injuries by age and gender 2014/15 - 2018/19



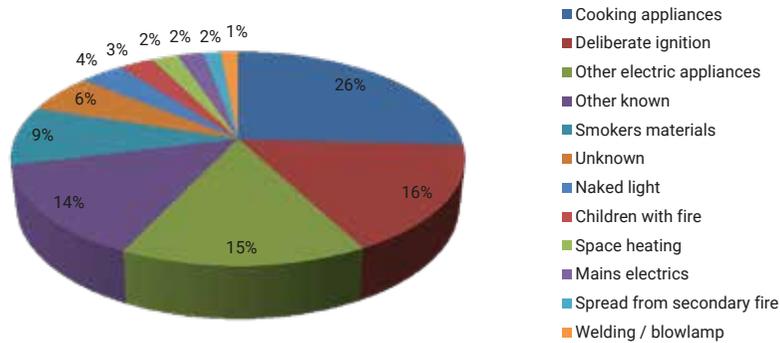
Fire related injuries by ethnicity by district council 2014/15 - 2018/19



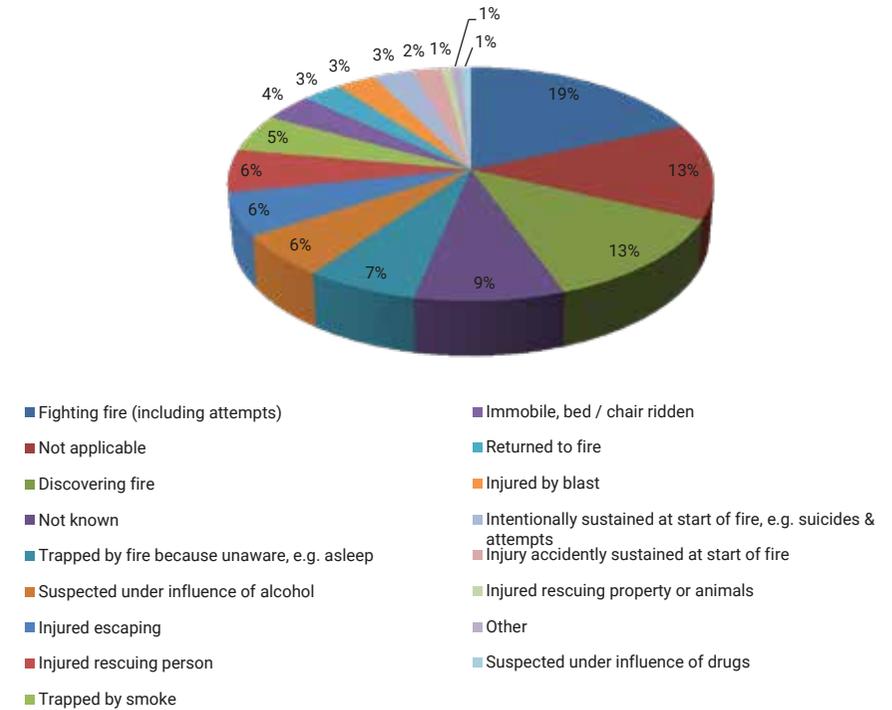
Fire related injuries household occupancy (dwellings only) 2014/15 - 2018/19



Fire related injuries by cause of fire 2014/15 - 2018/19



Fire related injuries circumstances leading to injury 2014/15 - 2018/19



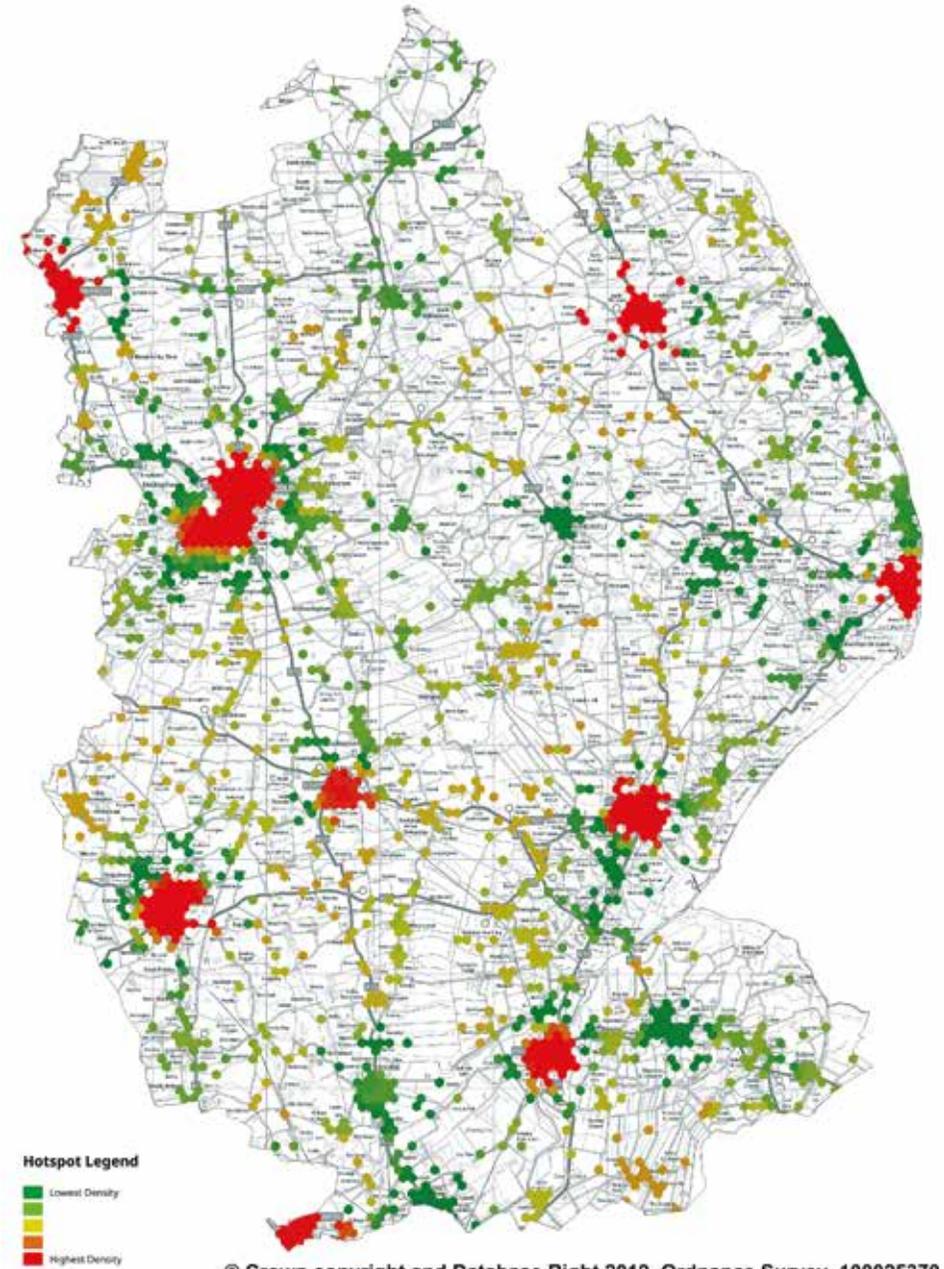
False alarms

False Alarms – Types

False alarms are defined as ‘where the FRS attends a location believing there to be a fire situation but on arrival discovers no such incidents exists or existed’ and are broken into three categories:

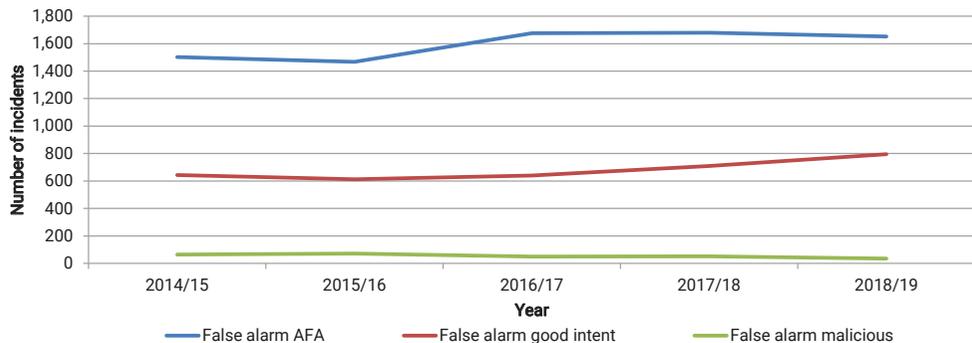
- 1) False Alarm AFA – Calls initiated by fire alarm or firefighting equipment operating.
- 2) False Alarm Good Intent – Calls made in good faith in the belief that FRS attendance to an incident is required.
- 3) False Alarm Malicious – Calls made with the intention of getting FRS to attend a non-existent incident, including deliberate/malicious and hoax intentions.

Locations of all False Alarms shown below:



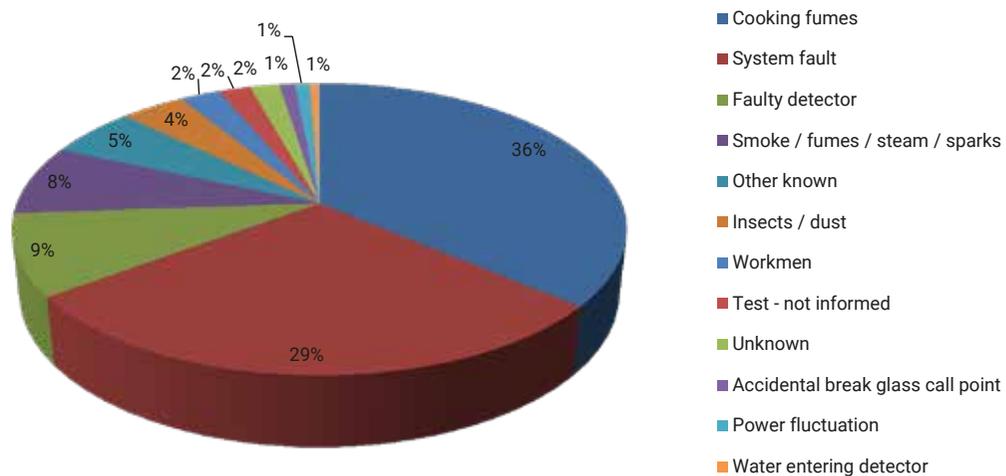
The breakdown of attendances to these types of false alarms over the five year period 2014/15 - 2018/19 is shown below.

Types of false alarms attended 2014/15 - 2018/19



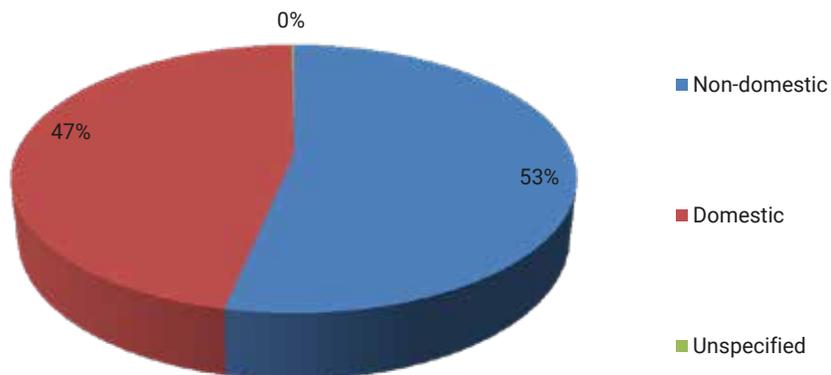
False Alarm AFA – Domestic – What

Cause of false alarm AFA incidents in domestic premises 2014/15 - 2018/19



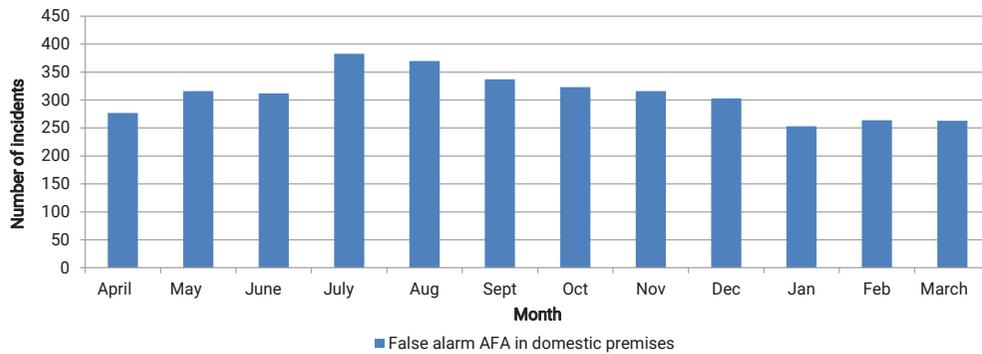
False Alarm AFA incidents broadly fall into two distinct groups, occurring in domestic and non-domestic properties.

False alarm AFA by property category 2014/15 - 2018/19

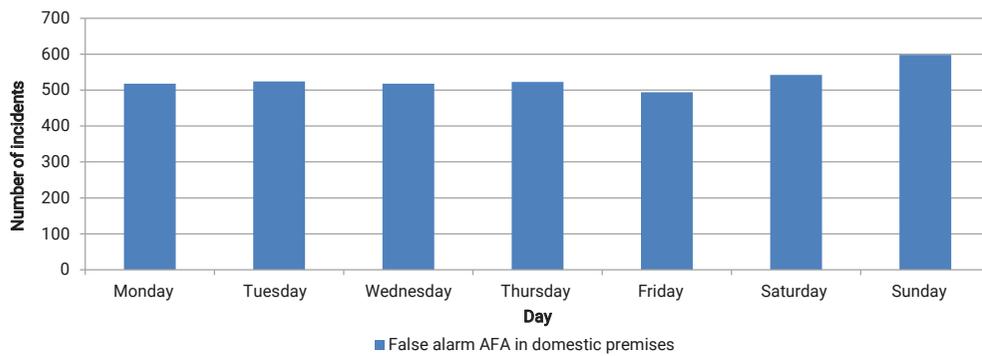


False Alarm AFA – Domestic - When

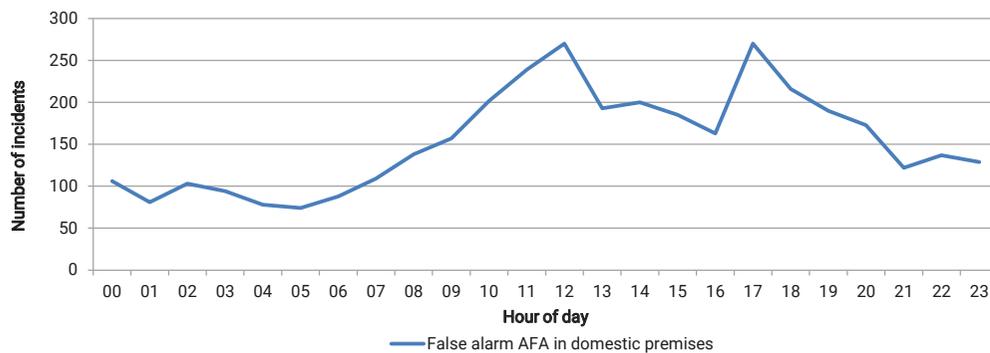
False alarm AFA in domestic premises by month 2014/15 - 2018/19



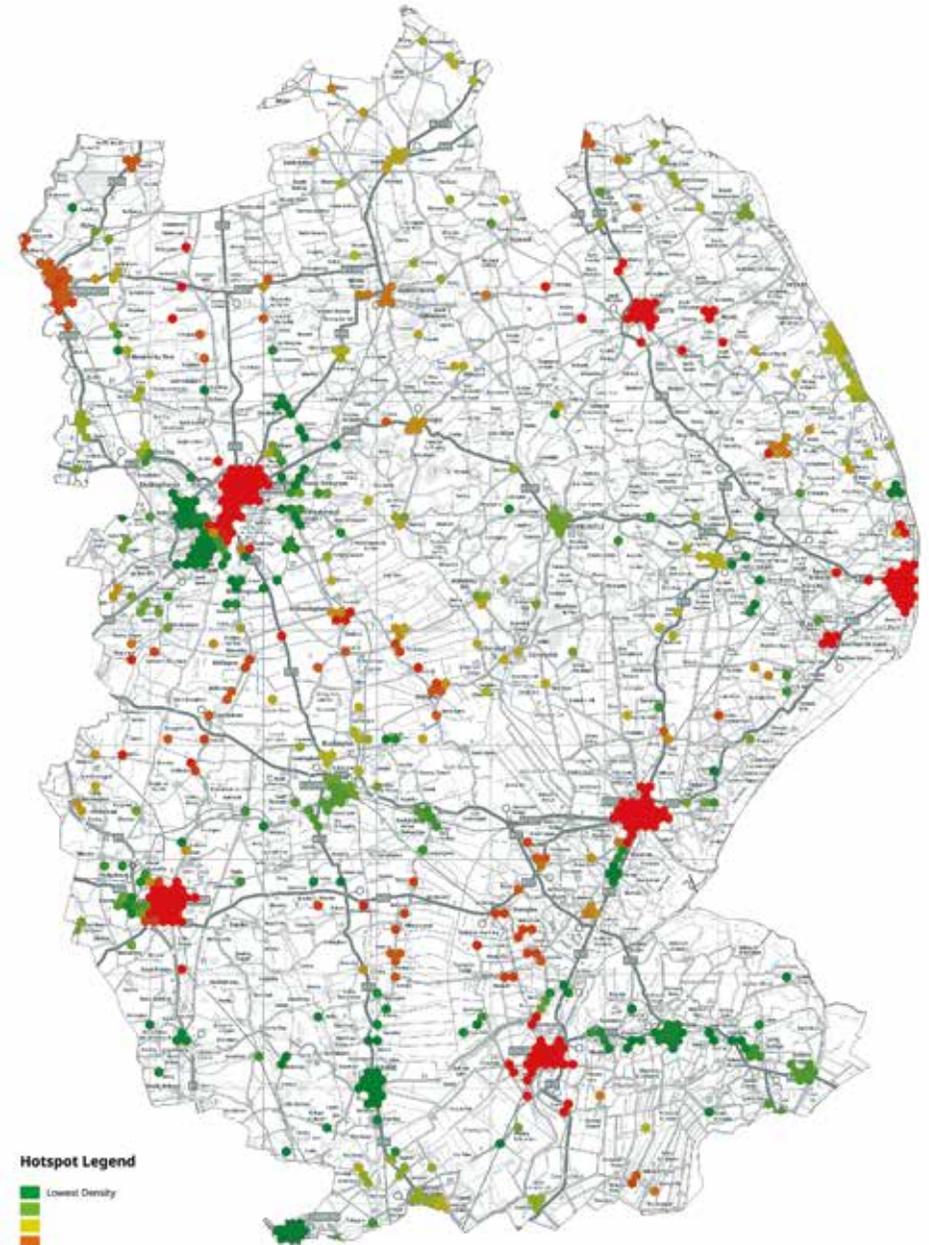
False alarm AFA in domestic premises by day 2014/15 - 2018/19



False alarm AFA in domestic premises by hour of day 2014/15 - 2018/19



False Alarm AFA – Domestic - Where

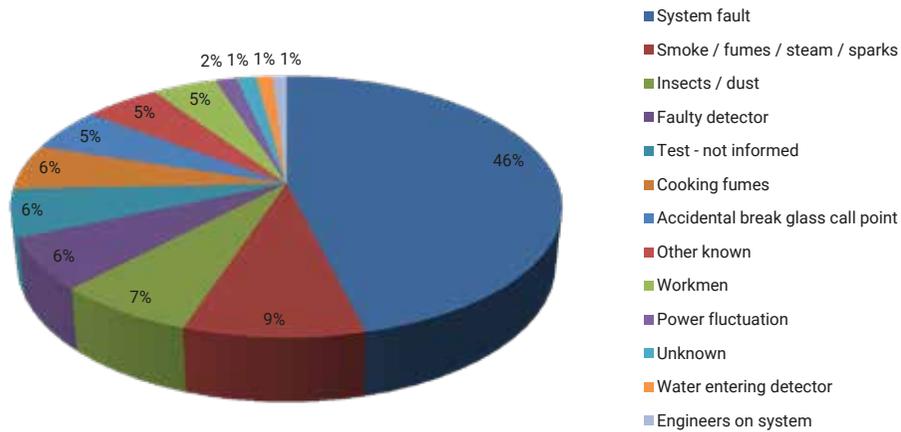


Hotspot Legend
 Green: Lowest Density
 Yellow: Medium Density
 Red: Highest Density

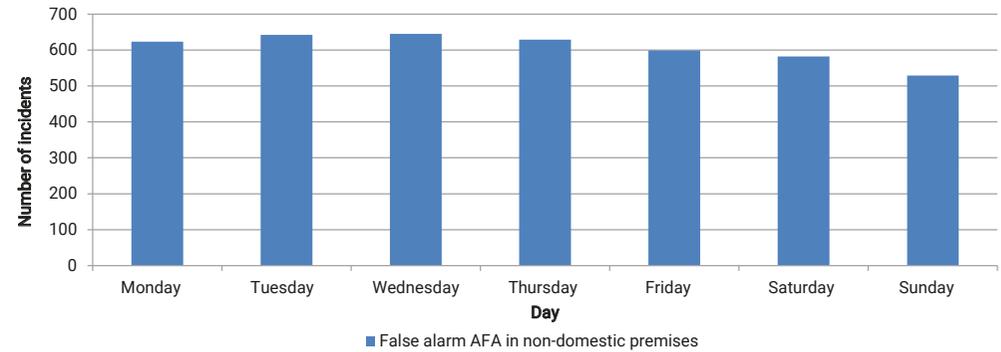
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False Alarm AFA – Non-Domestic – What

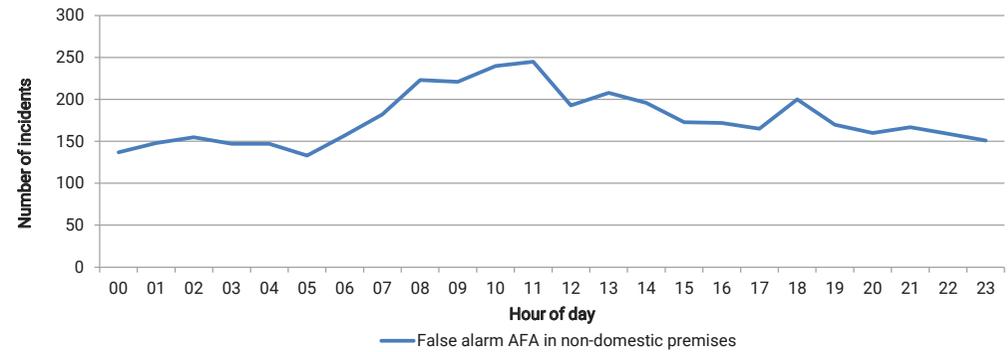
Cause of false alarm AFA incidents in non-domestic premises 2014/15 - 2018/19



False alarm AFA in non-domestic premises by day 2014/15 - 2018/19

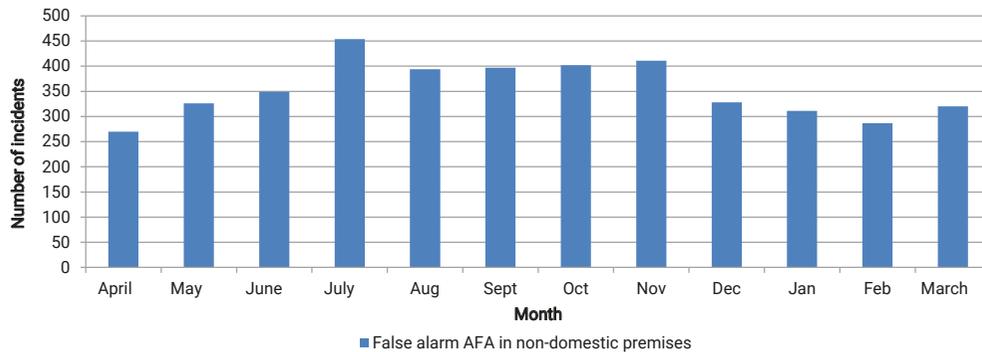


False alarm AFA in non-domestic premises by hour of day 2014/15 - 2018/19

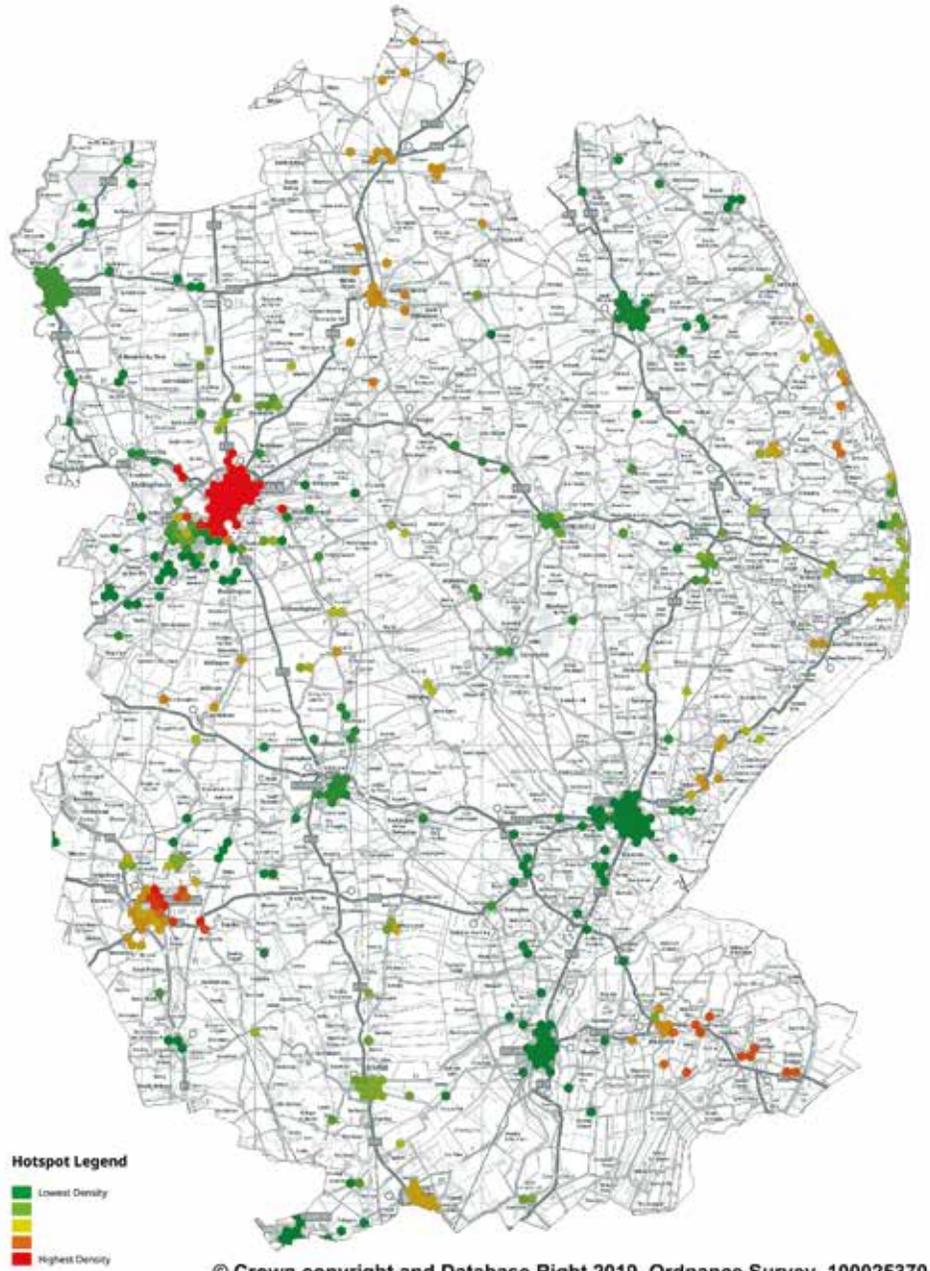


False Alarm AFA – Non-Domestic - When

False alarm AFA in non-domestic premises by month 2014/15 - 2018/19

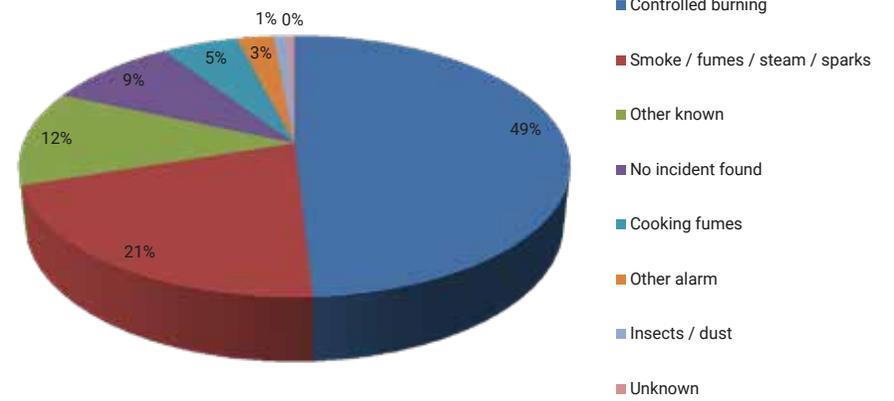


False Alarm AFA – Non-Domestic - Where



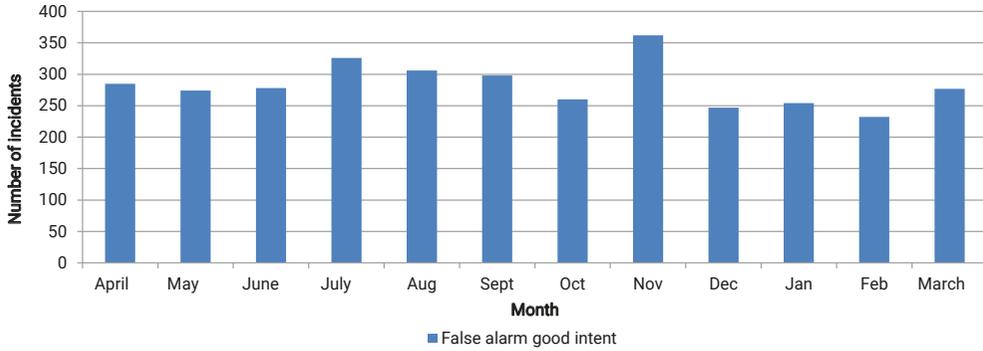
False Alarm Good Intent – What

Cause of false alarm good intent incidents 2014/15 - 2018/19

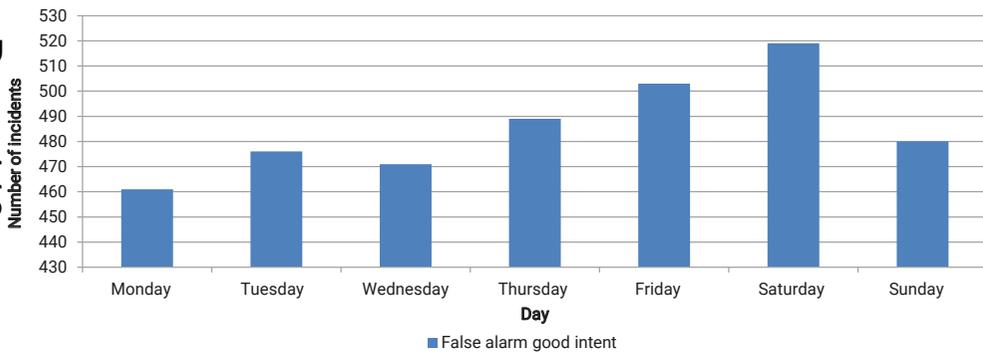


False Alarm Good Intent - When

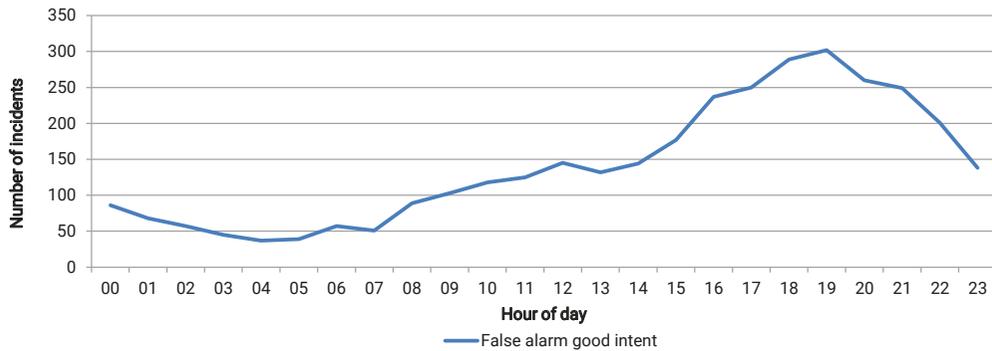
False alarm good intent by month 2014/15 - 2018/19



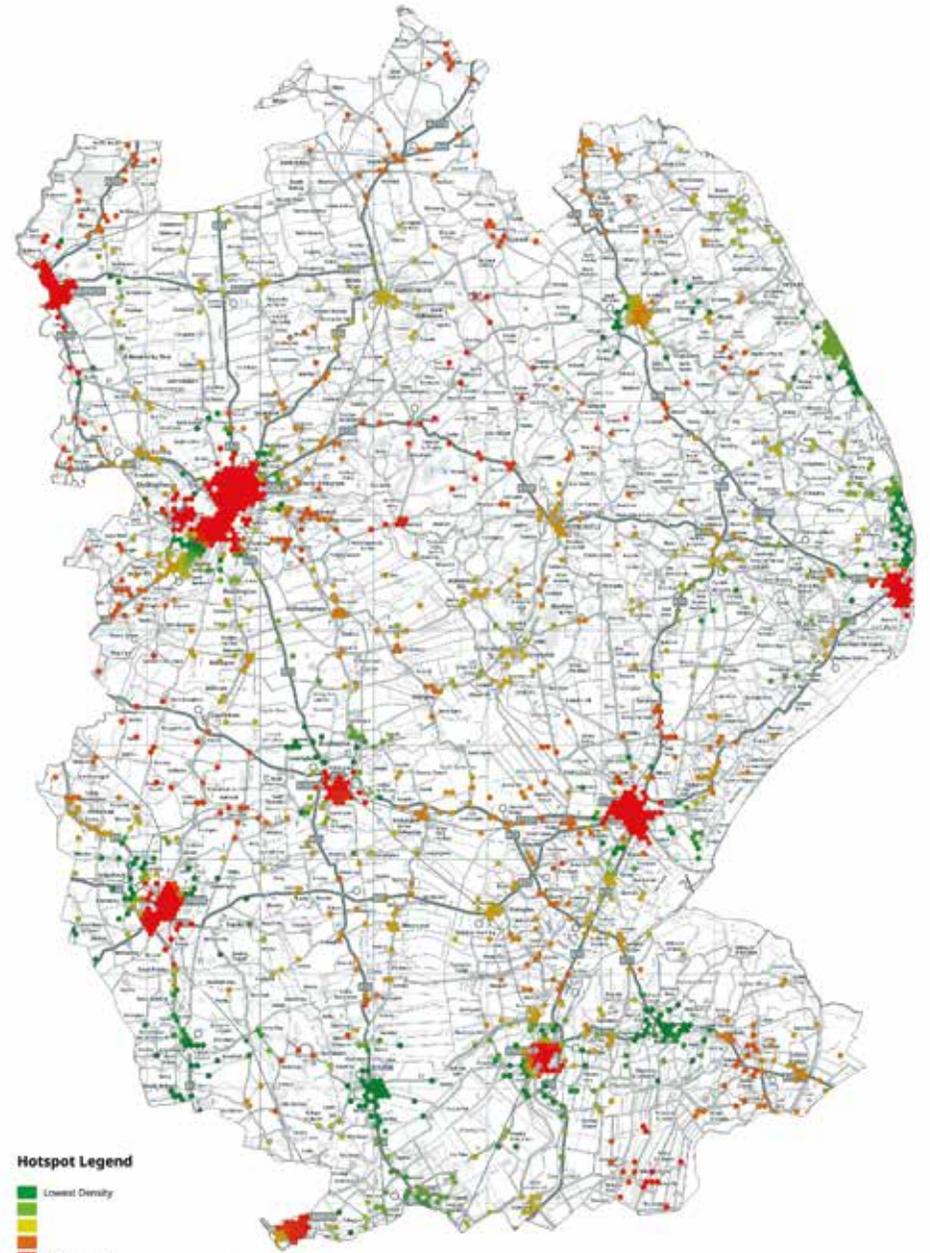
False alarm good intent by day 2014/15 - 2018/19



False alarm good intent by hour of day 2014/15 - 2018/19



False Alarm Good Intent - Where

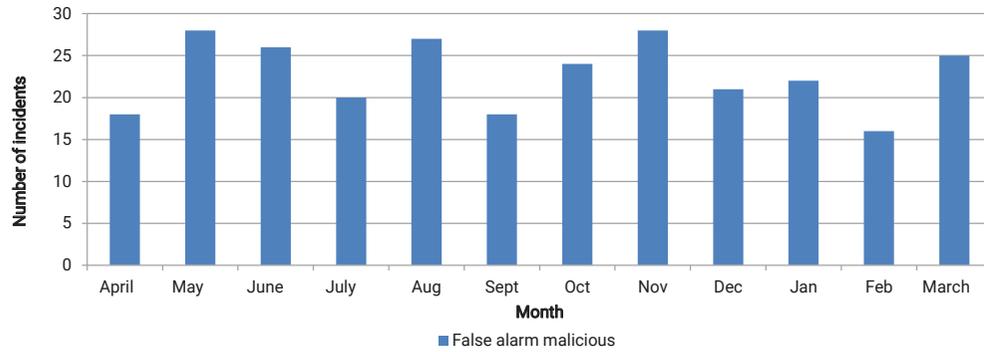


Hotspot Legend
 Green - Lowest Density
 Yellow - Medium Density
 Red - Highest Density

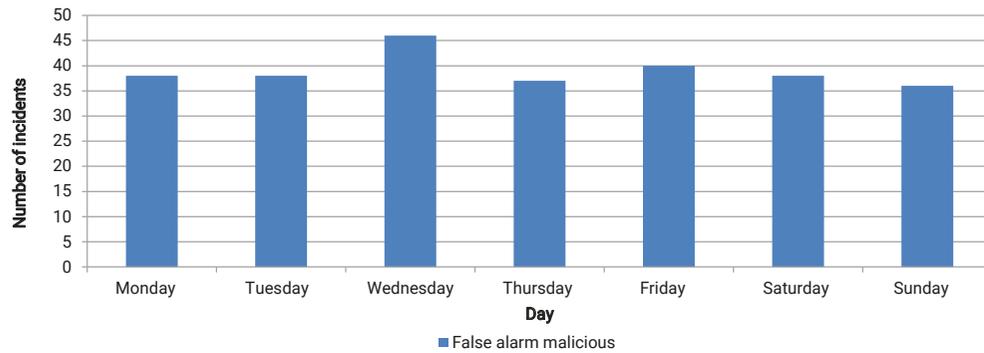
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False Alarm Malicious - When

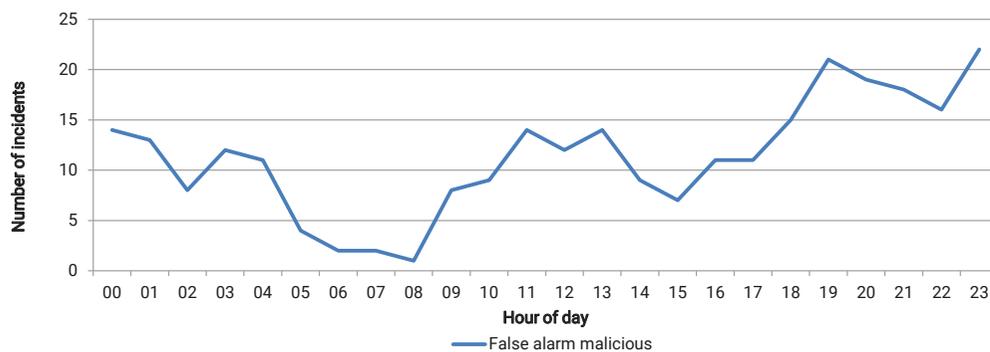
False alarm malicious by month 2014/15 - 2018/19



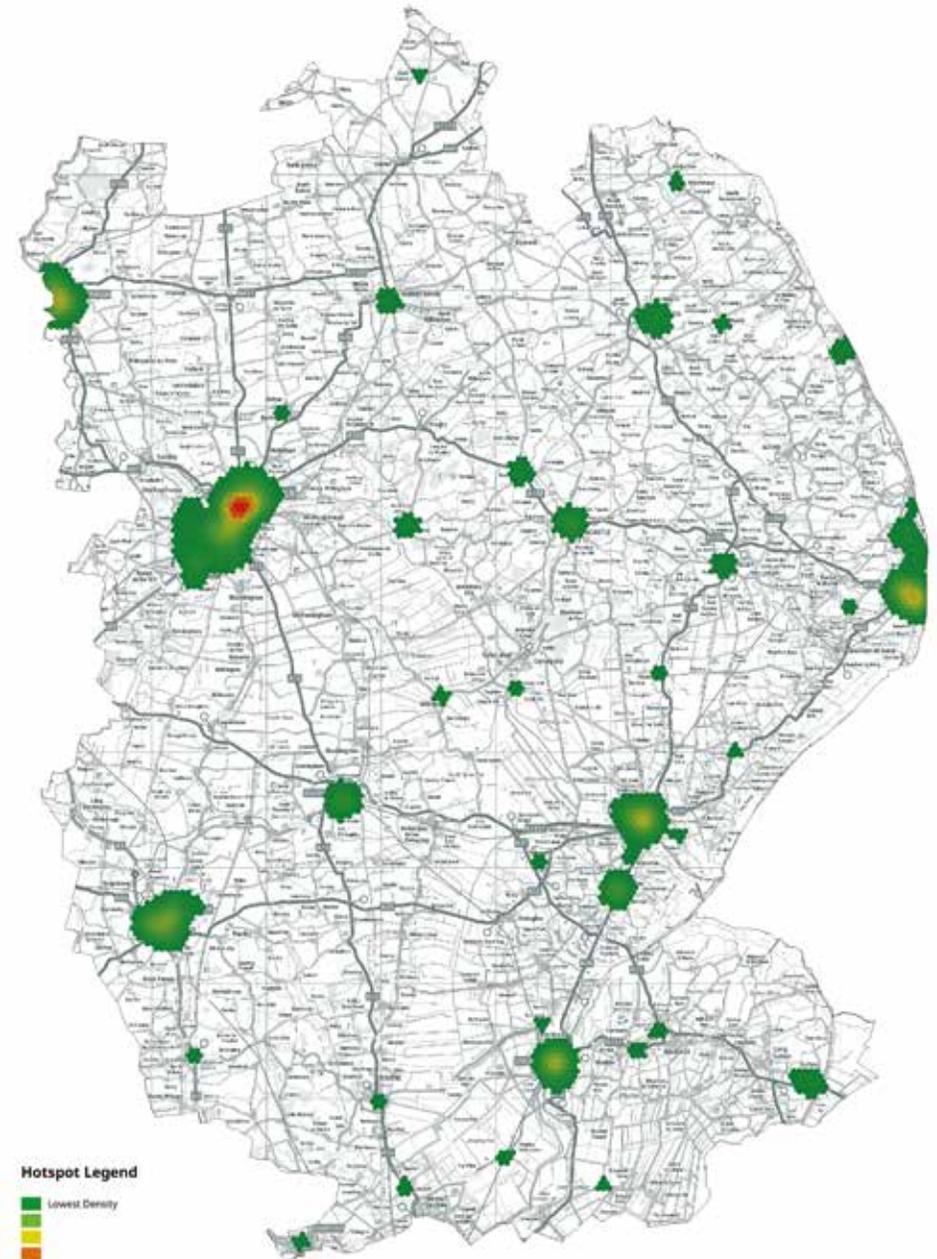
False alarm malicious by day 2014/15 - 2018/19



False alarm malicious by hour of day 2014/15 - 2018/19



False Alarm Malicious - Where



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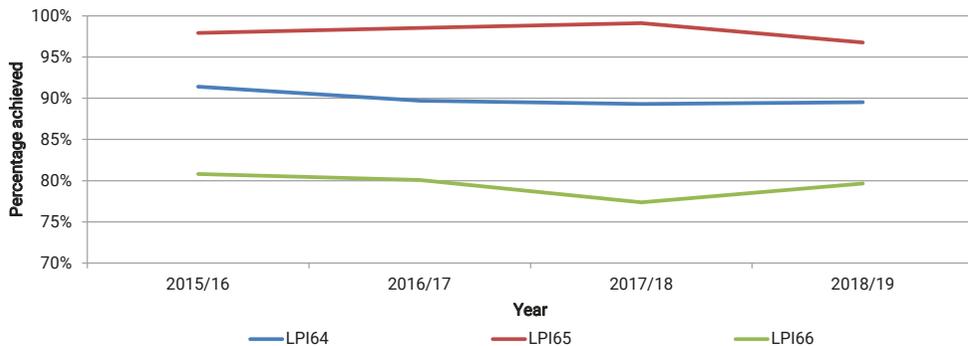
Response Times

Response to incidents is calculated using a drive time methodology from each Lincolnshire fire station, including control call handling time. This factors in an allowance for the pumping appliance to respond from the station, added to a drive time footprint from the station. Our response strategy is for the following:

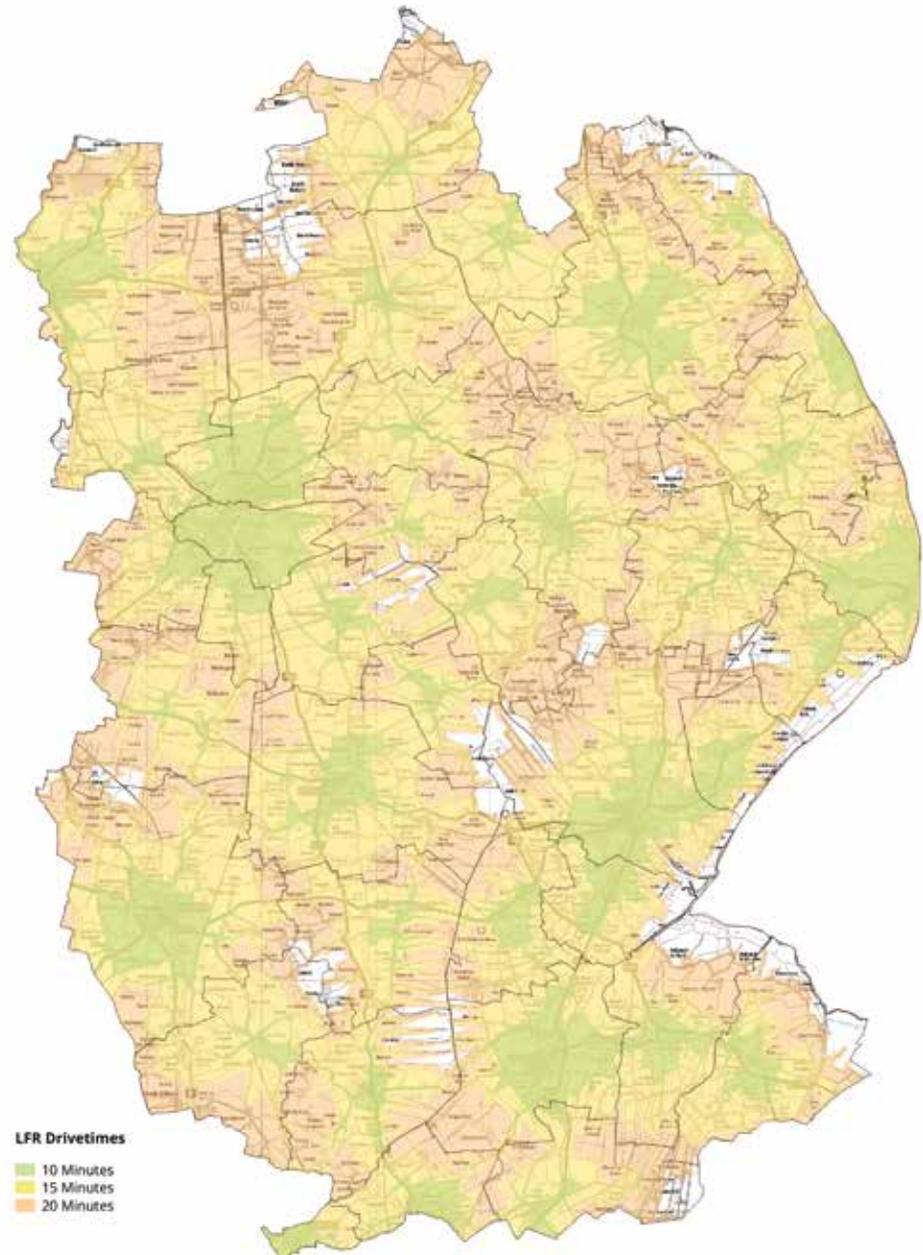
- First appliance to arrive at dwelling fires within the expected timeframe on 100% of occasions, with a 10% tolerance allowed. (Measured as Indicator LPI 64.)
- Second appliance to arrive at dwelling fires within 25 minutes on 100% of occasions, with a 10% tolerance allowed. (Measured as Indicator LPI 65.)
- First appliance to arrive at road traffic collisions within the expected timeframe on 100% of occasions, with a 10% tolerance allowed. (Measured as Indicator LPI 66.)

These response standards have been measured in this way for the four financial year periods commencing 2015/16 and the percentages achieved for each indicator is shown below.

Response standards performance 2015/16 - 2018/19



The 10, 15 and 20 minute response times can be seen below from each Lincolnshire Fire Station.



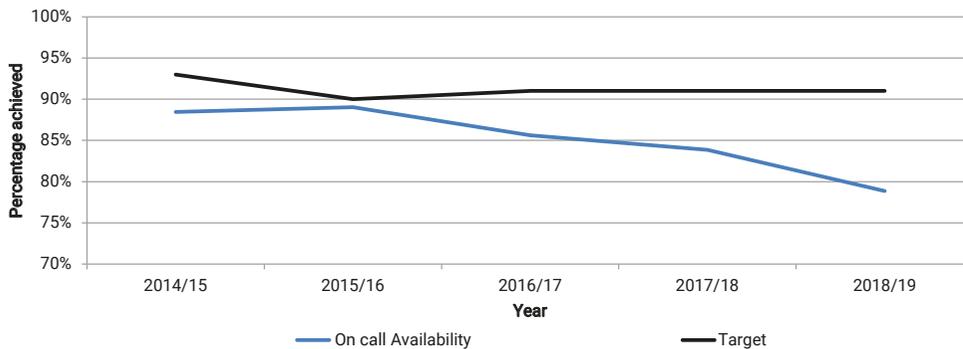
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On call availability

The availability of our on call appliances has continuously dropped over the last five years, to its lowest point (below 80%) in 2018/19. This has had a direct impact upon our ability to meet our response times and impacts on our corporate risk in terms of our ability to maintain an appropriately structured workforce.

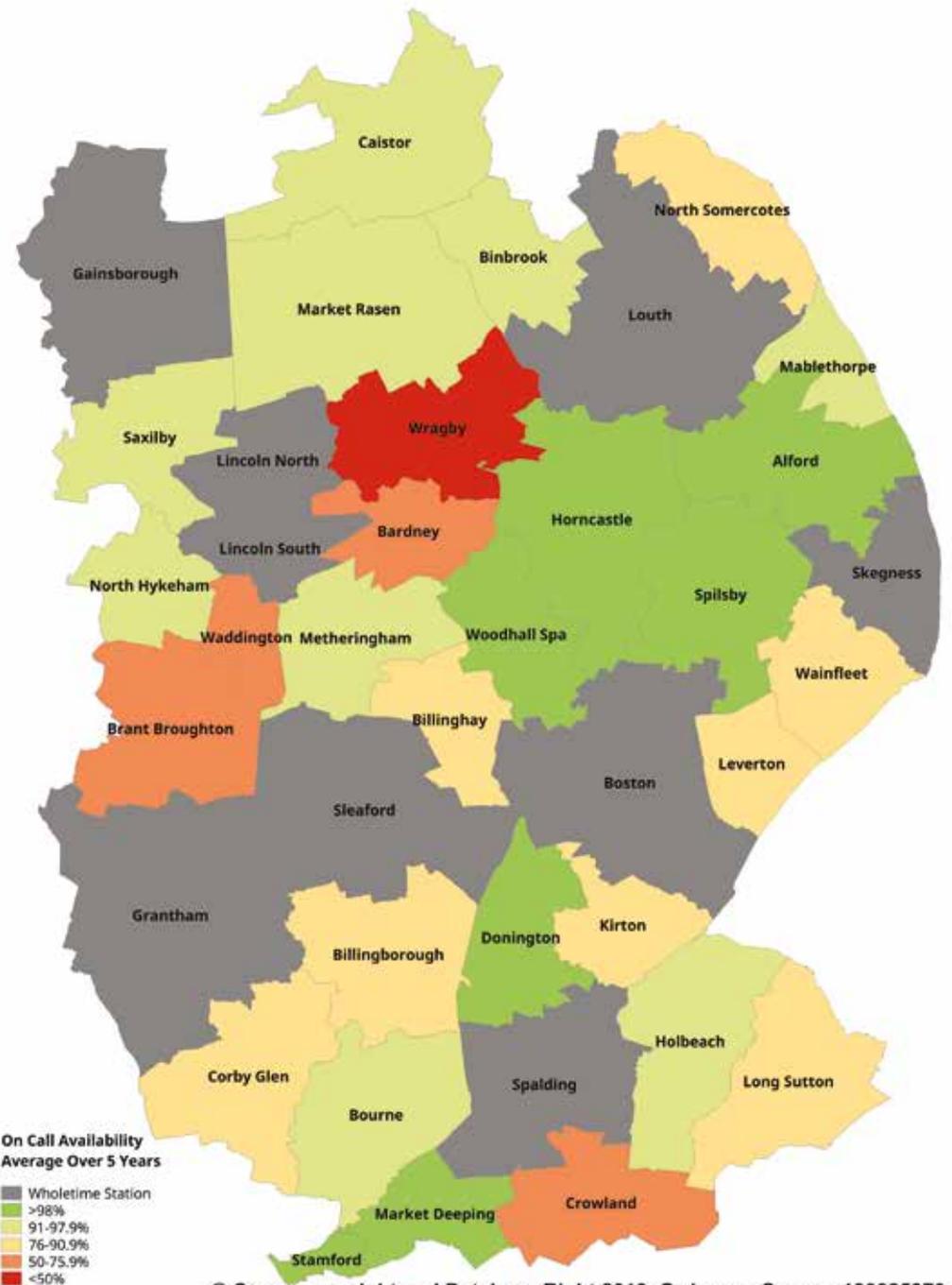
There are well-documented challenges around on call availability and the long-term sustainability of the current on call model. Changes to demographics, lifestyle choices, availability of employment in local communities and financial reward are all factors behind this decrease.

On call availability 2014/15 - 2018/19



On Call Availability – 5 Year Average Percentage

The following thematic map shows the average on call availability percentage over five years. The Wholetime/Lincolnshire Crewed stations have been removed from this cover map, and for Stamford, the percentage availability of the first appliance is shown.



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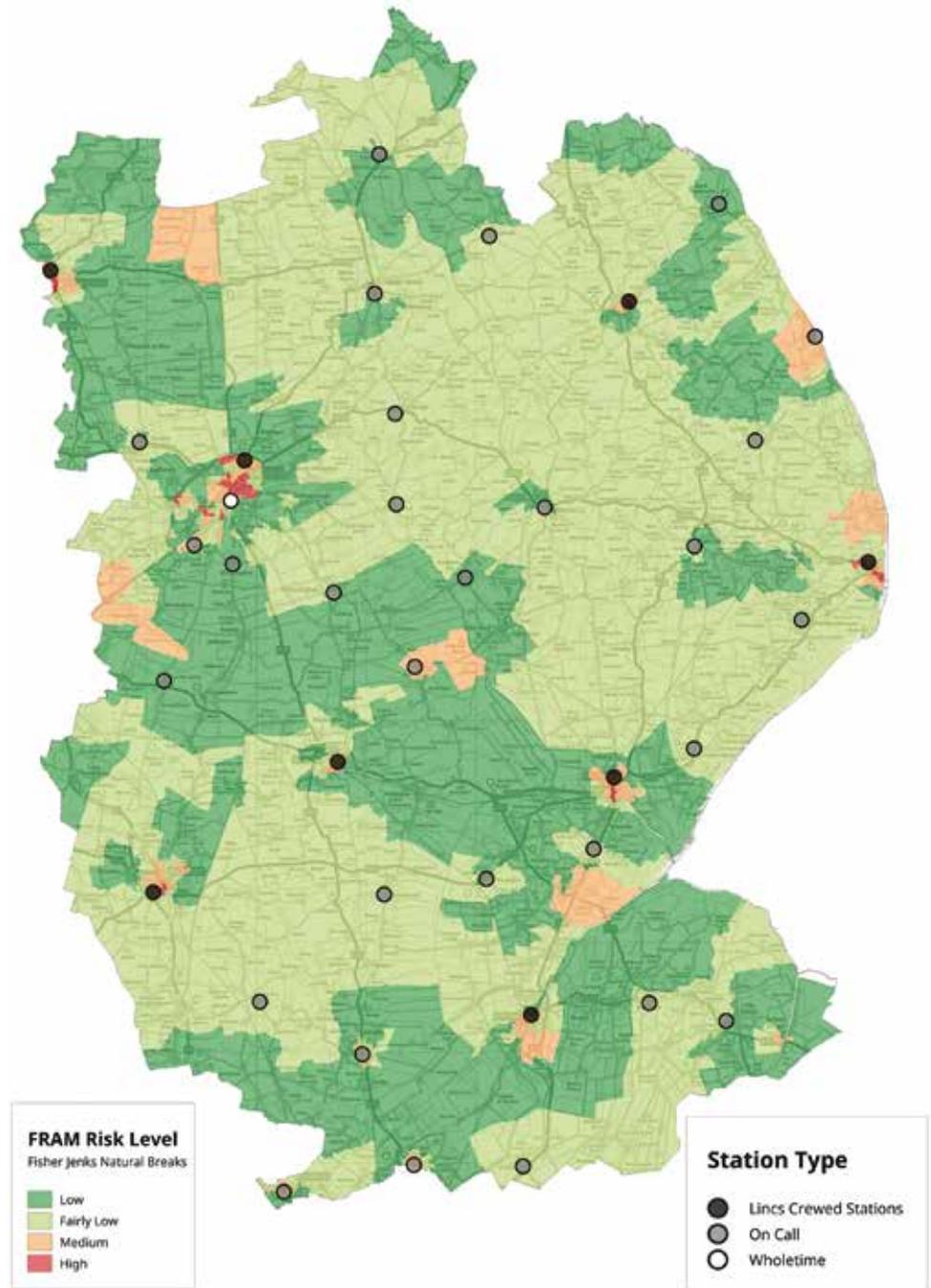
Fire cover

Our fire cover is regularly reviewed to ensure we resource our response assets to risk. Using the FRAM mapping tools we are able to overlay our fire stations and duty systems to ensure we match fire cover to areas of highest risk. When laying our response assets over our risk mapping, there is clear correlation between high risk areas and heightened levels of fire cover.

Drive time boundaries are also mapped as part of our fire cover reviews to ensure timescales for intervention of response activity can be factored in to our judgment of risk. LFR will continue to develop its use of software and additional data sets to ensure we are effectively resourcing and locating our response assets. We use multiple performance indicators to ensure our interventions are timely and effective.

A comprehensive fire cover review is planned to take place during the lifespan of Our Community Plan 2020-24. The Service is committed to regularly reviewing fire cover to ensure it is both matched to risk and cost effective.

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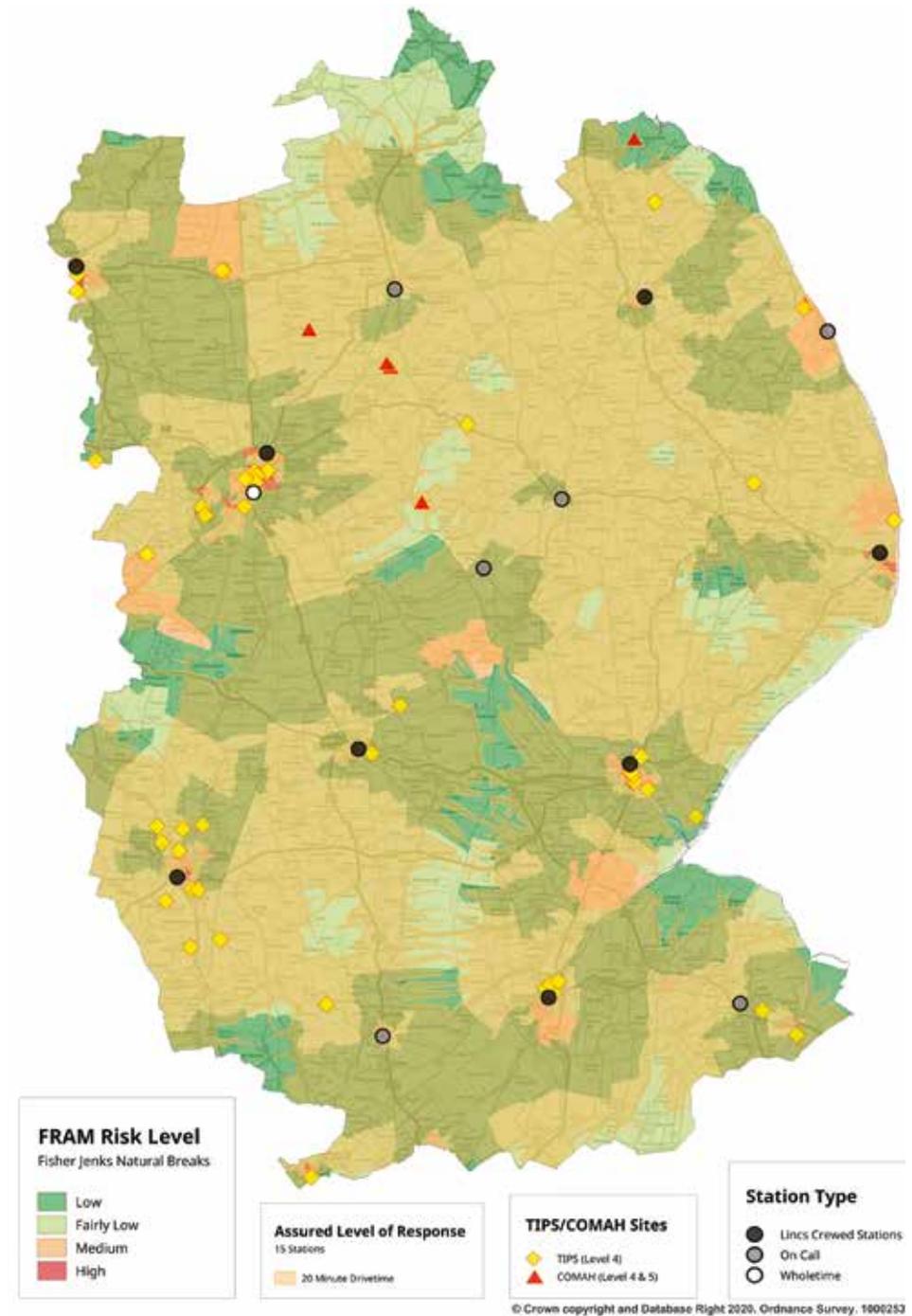


Assured level of response

Our planning suggests the most effective way to provide response to emergencies across the County and be able to further resource rapidly escalating or major incidents, is to provide 38 fire stations (48 fire engines). These are geographically based to enable catchment of staff for our on call system which remains the backbone of Lincolnshire's operational response. This forms the basis of our 'offer' to the communities of Lincolnshire and it remains a key ambition to work towards providing availability from all the stations 100% of the time. Inevitably, there are periods in which staff whose primary role is not fire and rescue are unavailable to provide cover. We manage this picture on a daily basis to reduce the impact of any gaps in fire cover.

Using risk mapping and drive time data, we are able to identify a number of key stations that will allow us to provide a minimum assured level of response. The strategic placing of our full time stations, along with six additional on-call stations provides a response to all of our high risk areas and 99% of our medium risk areas, within a timeframe of 20 minutes. Locations outside of these identified areas are further profiled and supported by our Prevention and Protection Framework.

The minimum number of fire engines needed to manage foreseeable concurrent incidents, blended with the strategic locations identified to provide the minimum 20 minute response, provides the basis of our 'Assured Level of Response'. Further detail can be found in the Response Framework.



Fire safety audits

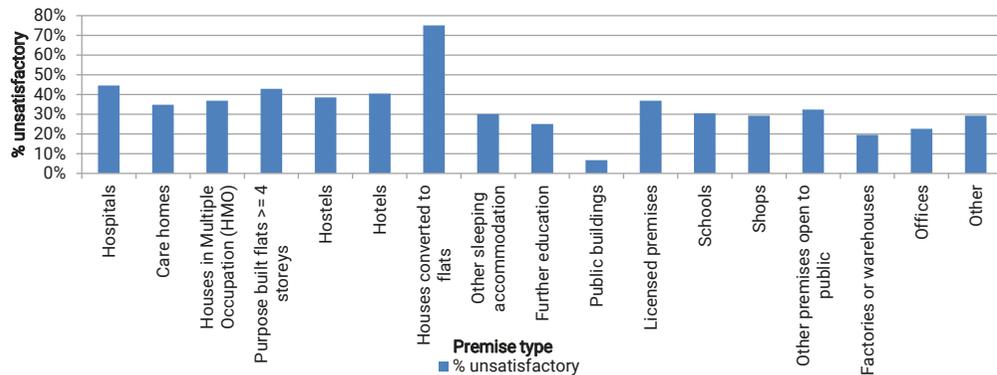
During the previous IRMP lifespan, the Community Fire Protection (CFP) team has made significant improvements in the way we target premises for fire safety audits. A refresh of the methodology to identify risk for non-domestic premises has led to an increase in the number of audits determining unsatisfactory outcomes against the Regulatory Reform Order (Fire Safety) 2005 (RRO).

The CFP department has increased its use of data and tools to improve the Risk Based Inspection Programme (RBIP), and has led to a greater understanding of high risk premises.

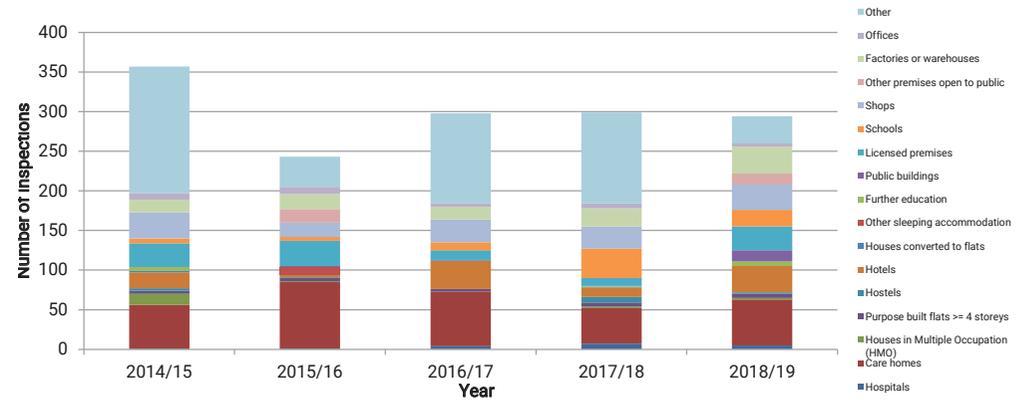
The improvements in the RBIP allow the Service to better identify trends in which premises type are less likely to be compliant with the RRO. This makes our audits more targeted and allows us to allocate our resources to risk more effectively. The increased effectiveness of the RBIP has also led to an increase in enforcement activity.

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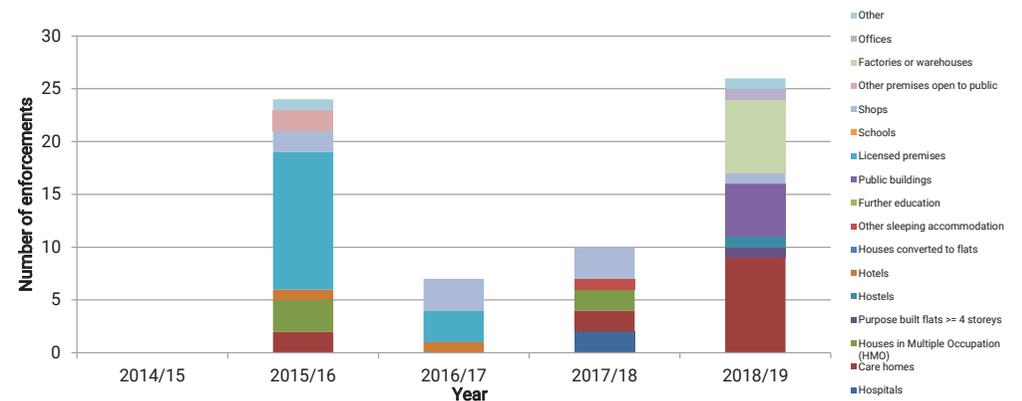
Percentage unsatisfactory audits by premise type 2014/15 - 2018/19



Number of premises inspected 2014/15 - 2018/19



Enforcement activity by premise type 2014/15 - 2018/19



References



- Lincolnshire Research Observatory
- Lincolnshire Road Safety Partnership
- Greater Lincolnshire Local Enterprise Partnership
- Central Lincolnshire Local Plan
- Lincolnshire Fire and Rescue Incident Recording System
- Experian Incident Risk Score Model
- Experian Mosaic
- Homes England strategic plan 2018/19 - 2022/23
- Lincolnshire Joint Strategic Needs Assessment
- Joint Health and Wellbeing Strategy for Lincolnshire 2018
- Lincolnshire LRF Community Risk Register
- Environment Agency - Draft National Flood and Coastal Erosion Risk Management Strategy for England
- Global Heritage Fire – White paper
- Grenfell Tower Inquiry – Phase 1 report
- Nottingham Trent University national review of community risk methodology across the UK Fire and Rescue Service

UNDERSTANDING RISK IN LINCOLNSHIRE
2020 - 2024
LINCOLNSHIRE FIRE & RESCUE
COMMUNITY RISK PROFILE



OUR COMMUNITY PLAN

2020 - 2024

LINCOLNSHIRE FIRE & RESCUE

INTEGRATED RISK MANAGEMENT PLAN



Lincolnshire
COUNTY COUNCIL
Working for a better future





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Foreword

Having safe, healthy and resilient communities is at the heart of everything we do as a fire and rescue service and will be the golden thread running through every emergency call we take, every incident we attend and every home or business we visit.

The Fire and Rescue National Framework for England outlines the requirement for every fire and rescue authority to publish an Integrated Risk Management Plan (IRMP), reflecting up to date risk information and covering at least a three year period, which has been developed in consultation with our community, our staff and our partners.

Our community plan summarises the fire-related risks to our communities and our plans to reduce these risks. It is underpinned by our community risk profile 'Understanding Risk in Lincolnshire' and is supported by our five key frameworks. Together, these documents make up our IRMP. We think of this as our 'contract' with our communities and are committed to delivering against it.

The recent coronavirus crisis not only threatened our public health but also our ability to deliver our critical services, should we suffer a staff shortage as a result of the pandemic. We, like all public services, are proud to have supported both the response to, and the recovery from, this devastating virus.

The tragedy that unfolded at Grenfell Tower in 2017 served as a poignant reminder of the critical role we play in protecting our communities from fire. Changes in legislation arising from the Grenfell inquiry will rightly

impact upon how we deliver our protection work in the future. We will monitor this closely to ensure we are able to provide an appropriate regulatory response.

At a local level, the number of fires we have attended is slowly on the increase, RTCs remain a risk and we have responded to some significant flooding events, most recently the devastating 2019 floods in Wainfleet.

The health and wellbeing of our communities remains a high risk and our co-responder scheme is an example of how we are helping to reduce this risk. Although not traditionally a fire-related risk, our responders are well placed, well trained and well resourced to provide this support.

These events underline the importance of good risk management planning. The ability to understand risks and resource to them is key to the delivery of a modern fire and rescue service. We can't do this alone and, as a part of the Lincolnshire Resilience Forum, we work closely with our multi-agency partners in both planning for, and responding to, these risks.

We believe the strength of our partnership with Lincolnshire County Council will ensure we are well placed to support further improvements in public protection. We

will collaborate with colleagues from across the council to further improve public safety.

Reductions in funding over the last decade, have driven us to be more innovative in the way we deliver our services, and to rise to the challenge of continuing to offer a first-class fire and rescue service to people living, working and visiting Lincolnshire.

We have sought opportunities to collaborate with our partners and looked at ways we can enhance and widen the traditional firefighter role.

At Lincolnshire Fire and Rescue we are all extremely proud to be part of a fire and rescue service which strives to put the public at the heart of what we do. There will undoubtedly be challenges ahead but our values place improvement, diversity, service to the community and our people at the heart of what we do.

It is our commitment to these values that will ensure we remain focused on delivering a professional, risk-led and innovative service to the communities of Lincolnshire and we will build upon our current position of strength to ensure we can fulfil our vision 'to make our communities safer, healthier and more resilient'.



Les Britzman,
Chief Fire Officer



Nick Worth,
Executive Councillor

Our Vision, Our Mission and Service Objectives

OUR VISION

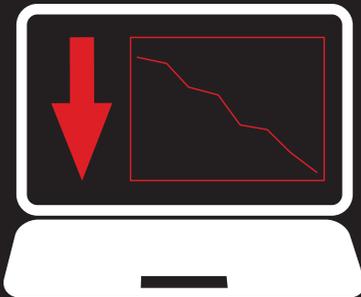
A Lincolnshire which is safe and in which Fire and Rescue plays a key role in helping everyone to find and enjoy the lifestyle that suits them best

OUR MISSION

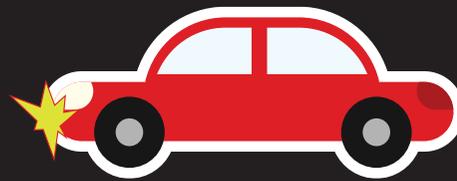
Making our communities safer, healthier and more resilient

SERVICE OBJECTIVES

Reduce fires and their consequences



Reduce road traffic collisions



and their consequences

Improve health & wellbeing



Protect the community and environment



from the impact of major emergencies

Manage our resources effectively



Manage our people effectively



Govern the business effectively



Our Culture

The Journey Continues...

Our Values

Respectful

Resourceful

Professional

Reflective

Our Focus

Diversity

Improvement

People

Service to the
community

Our Expectations

Trust

Helping people

Respect

Inclusion

Valued

Empowered

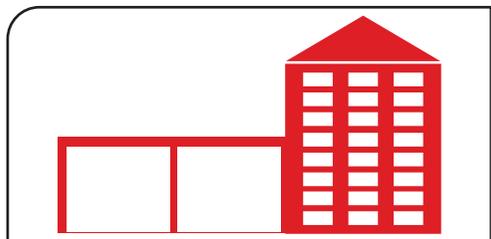


About us

In order to deliver our services across Lincolnshire we deploy the following people, premises and assets:



688 MEMBERS OF STAFF



38 FIRE STATIONS



60 SUPPORT STAFF



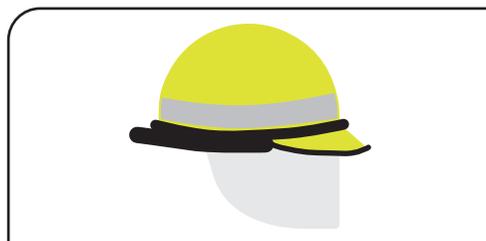
48 FRONT LINE FIRE ENGINES



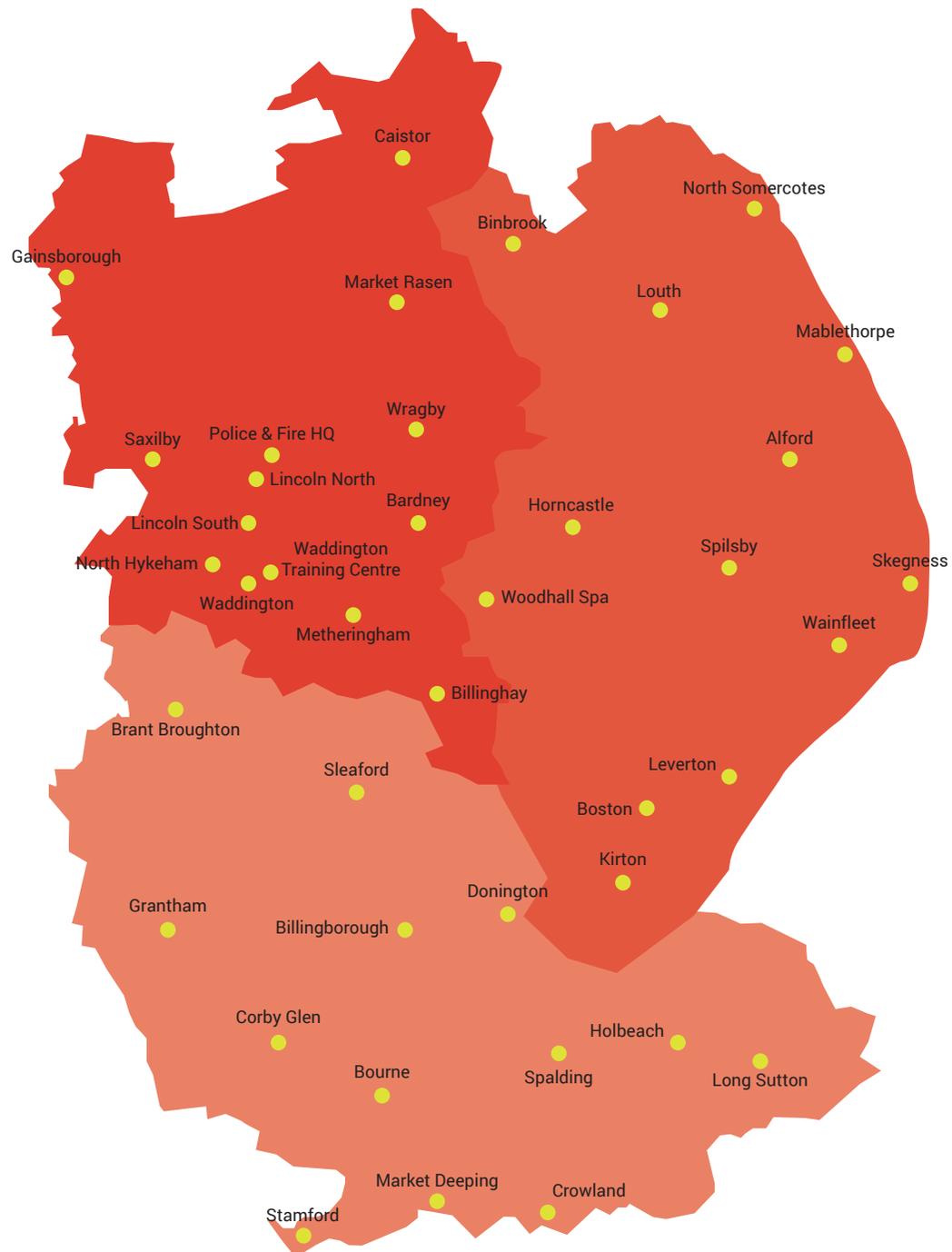
17 CONTROL ROOM STAFF



JOINT FIRE & POLICE HQ AT NETTLEHAM



607 FIREFIGHTERS
176 FULL-TIME 431 ON-CALL



Evaluating our previous IRMP

The effectiveness of our previous IRMP for 2016-2020 has been evaluated, and we are proud of some of our progress and achievements in line with Our Mission and Service Objectives. Multiple performance indicators tell us that between 2016/17 and 2019/20 we have made Lincolnshire safer, healthier and more resilient.

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7% Reduction



in accidental dwelling fires

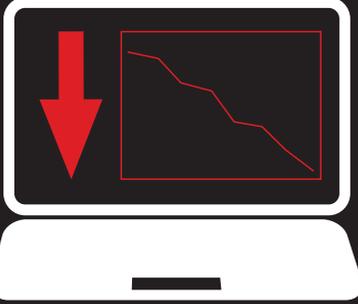
HMICFRS Report
"GOOD" - Effectiveness
"GOOD" - Efficiency
"REQUIRES IMPROVEMENT" - People



CO-LOCATION
at
HQ, Sleaford, Louth & Lincoln
Blue Light Collaboration



33% Reduction



in primary fire casualties



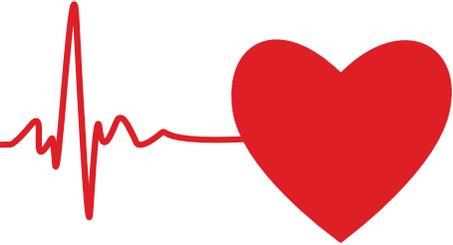
21% REDUCTION
in hoax calls received

21% Reduction



in Non-Domestic property fires

At 90% of
co-responder incidents
we made a positive
difference



Unwanted Fire Signals



9% reduction in false alarms caused by AFAs in non-domestic premises

Integrated Risk Management Planning

Understanding Risk in Lincolnshire

WHAT IS IRMP?

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

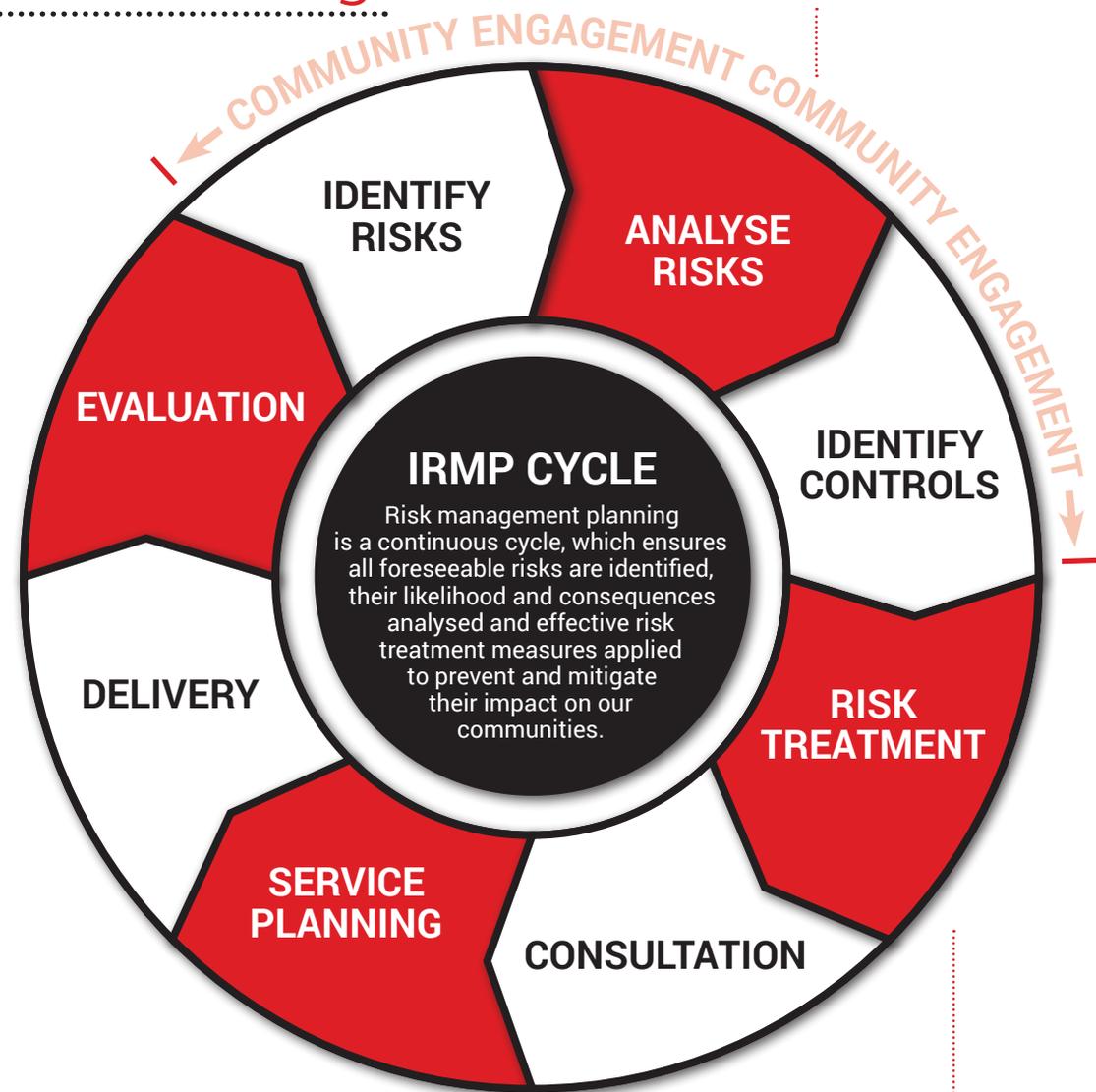
We monitor these drivers closely to determine any changes and likely impact upon our community and corporate risks.

This document 'Our Community Plan' summarises Lincolnshire Fire and Rescue's Integrated Risk Management Plan for 2020-2024. It is underpinned by a detailed community risk profile 'Understanding Risk in Lincolnshire' and is supported by our five key frameworks, which set out how we plan to mitigate our risks over the next four years. This enables us to match our resources to risk, and individuals to interventions and is used to effectively develop further detailed plans, such as our annual service plan, department plans and individual staff appraisals.

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

- Fire and Rescue Services Act 2004
- Fire and Rescue Services National Framework for England
- Regulatory Reform (Fire Safety) Order 2005
- Civil Contingencies Act 2004
- Fire and Rescue Services (Emergencies) (England) Order 2007
- Cabinet Office National Risk Register of Civil Emergencies
- Health and Safety at Work etc Act 1974
- European Working Time Directive
- Lincolnshire County Council's Business Plan

At the time of writing the National Fire Chiefs Council (NFCC) Community Risk Programme is developing a national toolkit which will provide consistency across UK fire and rescue services in the way we identify risk and the methodologies we use to analyse and evaluate risk. We have been engaged with the programme throughout its journey to ensure our risk management work aligns with the current practice and future direction.



SUPPORTING FRAMEWORKS

- PREVENTION & PROTECTION
- RESPONSE
- RESOURCING
- PEOPLE
- EVALUATION

Our risks

Our document 'Understanding Risk in Lincolnshire' provides the context, evidence and background analysis of risk which informs our IRMP. This process is linked to local and national risks as identified in the Community Risk Register for Lincolnshire 2019-2020.

Underpinned by data and predictive analytics, 'Understanding Risk in Lincolnshire' helps us to target activities, both strategically and on a day-to-day basis. It enables us to better understand the diverse nature of our communities and to identify, prioritise and plan for both current and foreseeable fire-related

risks. As a result of our analysis we have identified two broad categories of risk (community and corporate) for the period 2020-2024.

COMMUNITY RISKS

We define community risks as risks to life, property, infrastructure or the environment that, as a fire and rescue service, we can help to mitigate. Our key community risks are shown below:

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Dwelling Fires



Road Traffic Collisions



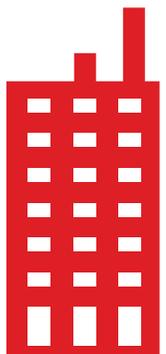
Flooding & Severe Weather



Health & Wellbeing



Pandemic Flu



Non-Domestic Fires



Water Risks



Residential High Rise



Malicious Attacks



Heritage



Deliberate Fires

CORPORATE RISKS

We define corporate risks as those which have the potential to impact on our service internally, preventing us from conducting our business effectively; for example mobilising fire appliances to incidents.

Lincolnshire Fire and Rescue analyses and reviews these risks on a continuous basis. This is informed by a number of factors, both national and local, and is linked to Lincolnshire County Council's (LCC) strategic risk register. Our corporate risks are recorded on our corporate risk register.

We have identified the following categories of corporate risk for the period 2020-2024:

Risk 1

Failure to maintain and develop the competencies and skills of the workforce.

Risk 2

Failure to maintain adequate equality and diversity policies.

Risk 3

Failure to maintain an appropriately structured workforce.

Risk 4

Failure to ensure effective financial and performance management in the planning and delivery of service activities.

Risk 5

Failure to ensure appropriate safeguarding procedures are in place.

Risk 6

Failure to respond to a major disruption of service.

Risk 7

Failure to manage and discharge health and safety responsibilities.

Risk 8

Failure to communicate and consult with all internal and external stakeholders.

Risk 9

Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-service and inter-agency operations.



Supporting frameworks

Lincolnshire Fire and Rescue uses five supporting frameworks designed to mitigate those risks identified within our community plan. These frameworks outline why we provide each part of the service, what we provide and how we have decided to approach the problem.

These frameworks are a strategic document, providing a link between IRMP and service delivery, evaluation and assurance of all our activities;

COMMUNITY RISK PROFILE

'Understanding Risk in Lincolnshire'

IRMP

'Our Community Plan'

Prevention
and
Protection
Framework

Resourcing
Framework

Response
Framework

People
Framework

Evaluation
Framework



The following pages provide an overview of the challenges identified within our community profile and how these challenges will be met by Our Ambitions and Our Objectives for each area of Service.

To view the supporting frameworks in full please visit the following link; <https://www.lincolnshire.gov.uk/performance-plans-reports/service-planning-values>

Over the last five years the number of fires attended has slowly increased, with domestic fires making up 35% of our fire related incidents. Almost half of those were caused by cooking.

84% of fire fatalities over the same period occurred in dwelling fires. Our analysis of future risk shows us that housing in Lincolnshire is set to increase significantly in the next few years. We must be in a position to respond to this growth and any potential impact on our communities.

At the same time, the numbers of road traffic collisions where people were killed or seriously injured on Lincolnshire's roads has increased from 375 in 2013 to 507 in 2017. Our analysis shows that most of these collisions happen during the daytime and at peak travelling times.

We must work closely with our partners and make good use of demographic data to identify vulnerable groups. Once we have located them, we need to gain their confidence when delivering safety messages.

Our 2018 HMICFRS inspection identified areas for improvement in how we protect the public through fire regulation. A risk-based approach to protection, regulation and enforcement of premises will be key to ensuring the highest risks are given priority.

Changes in legislation arising from the Grenfell inquiry will rightly impact upon how we deliver our protection work in the future.

Prevention and protection framework

To meet the challenge we have set the following Ambitions and Objectives

OUR AMBITIONS

- ✓ We aim to have zero accidental fire deaths in the county.
- ✓ We aim to ensure we attend calls where we are actually needed, reducing those which are caused by false alarms.
- ✓ We aim to provide support and advice, in conjunction with our partners, to our most vulnerable groups to improve the levels of safety within the home.
- ✓ We aim to ensure our locally determined risk-based inspection programme targets the highest risk within the county to enforce compliance with the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies.
- ✓ We aim to ensure we have sustainable, effective and appropriately skilled teams to support our specialist protection activities.



OUR OBJECTIVES:

- ✓ We will improve the targeting of our Risk Based Inspection Programme to increase the number of fire safety audits determining unsatisfactory outcomes.
- ✓ We will embed, in a timely manner, any emerging fire safety issues arising from incidents of special interest, with particular focus on the tragic events from the Grenfell Tower fire.
- ✓ We will respond to Building Regulations submissions within 15 days.
- ✓ We will respond to new License Applications (Licensing Act 2003) within 21 days.
- ✓ We will respond to a complaint for premises related to the Regulatory Reform Order (Fire Safety) 2005 within two days.
- ✓ We will deliver a Safe and Well visit to people classed as critical, to reduce the risk of domestic fires and their consequences within five days.
- ✓ We will deliver a Safe and Well visit to people classed as high risk, to reduce the risk of domestic fires and their consequences within 10 days and medium risk households within 30 days.
- ✓ We will identify and provide risk based support to households deemed to be outside our response strategy.
- ✓ We will ensure that following a dwelling fire or other significant fire in residential premises, immediate prevention activities will be carried out.



The nature and range of emergency incidents we respond to has changed in recent years, but the expectation of the community remains the same; when emergencies happen, we respond in the most effective and safe way to protect and limit damage to life, property and the environment.

We need to ensure our staff are competent and our firefighting vehicles available, with clearly defined response standards based on risk and balanced against the challenges of operating within a large rural county. We must ensure our response is resilient to any disruption to service. Effective business continuity planning will be key to this.

The availability of our on-call staff has steadily declined over the last five years and has had a direct impact on our ability to meet our response times. This is one of our most significant challenges and we will develop strategies to mitigate the impact on our response.

We will continue to be flexible in the way we manage and deal with emergencies, from receiving the call to after the incident, whilst seeking to develop collaborative opportunities in our response to emergencies.

We must ensure we have the right people, in the right place to enable us to meet the expectations of our communities.

We will continually evaluate our operational response to ensure it delivers our intended outcomes. Incident monitoring and debriefing will ensure operational learning is captured and shared in the interests of continuous improvement.

Response framework

To meet the challenge we have set the following Ambitions and Objectives

OUR AMBITIONS

- ✓ We aim to provide the most effective and efficient response to a range of emergencies, both current and emerging, across the county.
- ✓ We aim to provide an efficient, effective and person centred service to our communities.
- ✓ We aim to provide robust plans to deal with major emergencies and critical events in conjunction with other blue light and wider partners (JESIP).
- ✓ We aim to maintain an ability to respond to national emergencies as required.
- ✓ We aim to ensure we carry out operational activity in a safe and effective manner.
- ✓ We aim to ensure we have sustainable and effective duty systems to support operational activity.
- ✓ We aim to continuously improve our response through active learning both locally and nationally (for example Grenfell Tower).



OUR OBJECTIVES

- ✓ We will provide a response to all dwelling fires across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- ✓ We will provide a response to all Road Traffic Collisions (RTCs) across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- ✓ We will maintain an assured level of response, by providing a minimum of 23 appliances available 100% of the time.
- ✓ We will fully embed National Operational Guidance for all operational training packages and operational guidance by 2023 supporting competence of operational personnel.
- ✓ We will continue to seek collaborative opportunities and joint working initiatives with our blue light partners to enhance performance and service delivery to our communities.
- ✓ We will develop and maintain the competence of our control room staff to ensure timely handling of emergency calls and subsequent mobilisation of resources.
- ✓ We will continue to carry out periodic reviews of our Pre-Determined Attendances (PDAs) in line with national and local risks and best practice, as identified by the National Fire Chiefs Council (NFCC).
- ✓ We will monitor and maintain competence of operational commanders at all levels within the organisation resulting in the most appropriate effective management of operational incidents.
- ✓ We will review our operational assets in line with identified and emerging risks ensuring we provide our operational crews with the most up to date equipment possible.
- ✓ We will embed a robust process for capturing 'Operational Learning' from all incidents and exercises to ensure we continue to develop and improve service delivery, with a commitment to maintaining and enhancing our high standards of performance.
- ✓ We will regularly train/exercise with local partners to understand and manage local and emerging risks.
- ✓ We will develop and embed working relationships and formal legal agreements with emergency service partners in bordering counties to enhance service delivery.



Our 2018 HMICFRS inspection highlighted the need for us to improve the way we look after our own people, ensure we have the right people with the right skills, promote our organisational values and better develop our leaders.

It is important therefore that our People framework sets out how we will meet these specific challenges whilst maximising the capacity, resilience and wellbeing of our workforce to deliver our key priorities and to help develop and support them to do their job well for the benefit of our communities.

We are focussed on improving our organisational values. Work is ongoing to develop the expectations and behaviours which underpin our culture and to provide an environment in which our staff can thrive.

We will continue to develop our workforce planning approaches to address recruitment and retention challenges, particularly around our on-call workforce.

We recognise a need to further embed our service values at all levels across the organisation and will engage with staff to address this.

We are committed to the health and wellbeing of our workforce and have implemented a wellbeing and inclusion strategy. A key area of work will be to support staff to access specialist support across the service.

All of this has to be achieved against a backdrop of changing needs and expectations of our communities, changing roles of our firefighters, financial restraints and government requirements to work more collaboratively with other blue light services.

People framework

To meet the challenge we have set the following Ambitions and Objectives

OUR AMBITIONS

- ✓ We aim to create a positive and inclusive culture that will enable our people to thrive during their time with Lincolnshire Fire and Rescue in a safe environment which encourages openness.
- ✓ We aim to enable all employees to have a voice (either through representative bodies, employee groups or as individuals).
- ✓ We aim to be an Employer of Choice which represents the diversity of our community, by welcoming and attracting under-represented groups (BAME, women, LGBTQ+).
- ✓ We aim to ensure all our staff have good mental and physical wellbeing and know where to get help.
- ✓ We aim to provide all our people with opportunities to reach their full potential within their careers.
- ✓ We aim to give our people the skills required to deliver their roles to the best of their abilities.



OUR OBJECTIVES

- ✓ We will ensure all staff achieve 100% competence in their core skills.
- ✓ We will fully embed National Operational Guidance for all operational training packages by 2023.
- ✓ We will ensure our workforce planning requirements are met.
- ✓ We will reduce our sickness levels to 6.5 days per person.
- ✓ We will ensure all staff have an annual Performance and Development Review.
- ✓ We will reduce the number of staff who feel they have encountered bullying or harassment in the last 12 months.

It is important in these financial times that we have clear and robust planning and management of our finances to enable us to provide the resources we need to meet the risks identified within our Community Risk Profile. To meet our stated objectives, with limited financial resources, it is vital that we have agile and reactive abilities to align resources to meet any changing risks.

We need to maintain our strong culture of financial scrutiny and assurance that enables us to make the most of our financial investments. This will be tested throughout the lifespan of our IRMP as there is a level of uncertainty following the impact of Covid19 and the Comprehensive Spending Review. This will be mitigated through robust planning for short and medium term financial planning, along with ongoing budget management on a monthly basis. Our objectives will always be to deliver our service against our agreed budget and have the agility to make in year changes to our resources to reflect budget and risk.

Throughout the lifespan of the IRMP, we need to ensure we provide and place our resources, whether it be our equipment or our people, in the right place to meet the identified risks, and to support the delivery of all of our Frameworks. We will do this in a clear and transparent manner with open engagement with our workforce.

We are committed to drive forward our resourcing solutions through a collaborative approach, whether that is from joint procurement or entering into multi-agency agreements. We have a duty to collaborate and it is a duty that is at the heart of our resourcing solutions to ensure we provide appropriate solutions to meeting our risks.

Resourcing framework

To meet the challenge we have set the following Ambitions and Objectives

OUR AMBITIONS

- ✓ We aim to have clear and robust scrutiny of budget management throughout the Service.
- ✓ We aim to provide effective and efficient use of resources to meet our risks.
- ✓ We aim to enable flexible and agile solutions for resourcing to support all other Frameworks in mitigating our risks.
- ✓ We aim to identify present and future resourcing requirements to meet the needs to mitigate our risks.
- ✓ We aim to have clear and transparent processes for decision making relating to resource requirements.

OUR OBJECTIVES

- ✓ We will produce monthly budget reports for Revenue and Capital that reflects actual and projected costs.
- ✓ We will deliver agreed services within 1% tolerance of agreed budget.
- ✓ We will have access to contingency funding to meet the demands of unplanned and unexpected events.
- ✓ We will ensure we have collaborative approaches in regards to procurement and/or partnership working to provide our resource requirements.
- ✓ We will ensure we have skilled and confident budget holders and managers within each role.
- ✓ We will ensure our equipment and kit is fit for purpose and enables us to deliver against our risk in a safe and efficient manner.
- ✓ We will ensure our people have the ability to progress and move to meet their personal ambitions and organisational needs.
- ✓ We will ensure our people have the skills to deliver in areas of their responsibility.
- ✓ We will ensure our project and programmes are delivered within agreed timeframes and within agreed budgets.

Delivering an effective, innovative and efficient service within a difficult financial climate is a challenge.

In order to meet this challenge we remain committed to continual improvement, whilst delivering value for money. To achieve this we must constantly evaluate our activities across all areas to understand what works and what can be improved.

In the operational context this means identifying learning from incidents and sharing this learning across the organisation and with the wider UK fire and rescue services.

In prevention and protection this means ensuring activities and interventions are targeted to our most vulnerable people and that we are able to demonstrate the value of those activities.

Evaluation framework

To meet the challenge we have set the following Ambitions and Objectives

OUR AMBITIONS

- ✓ We aim to improve our analysis of data to become more effective and efficient.
- ✓ We aim to ensure our community has a clear understanding of our performance.
- ✓ We aim to develop a learning organisation.
- ✓ We aim to ensure our measures are aligned to the outcomes the public expects from their Fire & Rescue Service.
- ✓ We aim to ensure we have data-driven methodology which allows the service to remain agile over the life of the IRMP and react to emerging risks to our delivery models.
- ✓ We aim to support continuous improvement throughout the organisation.

OUR OBJECTIVES

- ✓ We will provide clear strategic aims with outcomes which can be measured throughout the supporting frameworks and the service plan.
- ✓ We will report progress against targets within the service plan on a monthly basis to Performance Management Board.
- ✓ We will highlight areas of concern to Corporate Leadership Team.
- ✓ We will report to the Public Protection and Communities Scrutiny Committee bi-annually on service performance.
- ✓ We will provide robust systems to enable regular reporting of performance data.
- ✓ We will retain sufficient, professional, competent and knowledgeable staff within the performance team.
- ✓ We will measure activity through a suite of appropriate National and Local performance indicators and qualitative assessment.
- ✓ We will maintain performance management and reporting systems to ensure up-to-date information is available to the end user in a timely manner.
- ✓ We will retain service data in a cleansed format for appropriate timeframes in a secure manner.
- ✓ We will ensure we collaborate with other blue light services and LCC partners to inform best practice and to improve our ability to measure success.
- ✓ We will carry out annual assessment of evaluation activity.
- ✓ We will collate and provide annual report suggesting options to improve efficiency and effectiveness against all measures.
- ✓ We will learn from our operational activity (through the Operational Learning Board) and our wider service activity (through the Service Delivery Board log).

Delivery

SERVICE PLAN

We produce an annual service plan, which is linked to our IRMP and provides the detail on how we will deliver our supporting frameworks. The service plan will outline our key priorities, objectives and outcomes and is the mechanism by which we manage and measure our performance. It is refreshed annually with a major review being conducted in line with the four yearly IRMP.

EVALUATION AND ASSURANCE

LCC's scrutiny committee oversees governance of our plans and activities, with key tasks monitored and reviewed through our internal Service Management Board, Performance Board, Service Delivery Board and Programme Board. Managers at all levels are responsible for managing performance against Service Plan objectives.

ANNUAL REVIEW CYCLE

We think it is important that our IRMP process is reviewed on an annual cycle, to identify any new or emerging risks and to ensure our resources remain matched to those risks.

We will keep our community risk profile up-to-date on an annual basis and highlight any emerging community/corporate risks as appropriate.

MEASURING SUCCESS

The success of our strategies will come from measuring how well we achieve them and how cost efficient they are.

We will measure the social economic benefits of our activities to ensure we are delivering value for money for our communities.

We will compare ourselves with other fire and rescue services and ask our communities how well they think we are doing.

Our activities will have their own performance indicators to help us measure and report on our performance.



We will:

- ✓ Know how well we engaged with staff and our communities on major changes affecting the Service
- ✓ Obtain community feedback on our performance
- ✓ Have audit and inspection reports telling us how we've done
- ✓ Have effective data capture and management reporting
- ✓ Publish our data and key performance indicators
- ✓ Readily share information about us to everyone
- ✓ Have an external audit by HMICFRS
- ✓ Have no significant loss of functionality through any of our identified corporate risks
- ✓ Achieve all compliance standards
- ✓ Meet statutory requirements for responding to Freedom of Information requests
- ✓ Measure delivery against time, cost and quality on projects
- ✓ Publish an annual report and statement of assurance

Finance

OUR FINANCIAL PLAN

LFR receives its revenue and capital funding from Lincolnshire County Council on an annual basis. LCC's budgets and financial strategy can be found [here](#).

At a time when we, along with other public sector organisations, face an uncertain future, it is essential we have a realistic and effective financial plan in place.

This will be managed through robust and regular financial scrutiny at all levels within the organisation to ensure we can demonstrate best value for money in delivering our objectives. To allow us to plan for the future we will ensure accurate planning assumptions are based on agreed funding from both central and local sources, against our agreed objectives.

We currently have a year on year financial plan. Our medium term financial plan will become clearer following guidance on future funding from the government.

We remain committed to looking for more efficient ways of delivering our services in partnership with other agencies. This may be through shared facilities, joint procurement or partnership agreements.

We are also committed to understanding the economic cost versus benefit of investment into our service and the value this adds for our communities. We are closely involved with the NFCC economic cost of fire project and will ensure the outcomes of this work are aligned with our evaluation framework and financial planning in the future.

OUR BUDGET

Our revenue budget pays for the day-to-day running of the organisation which is predominantly our salary and wages budget.



Our capital programme pays for works of long-term benefit. The programme up until 2021 includes improvements to fire stations, replacing firefighting vehicles and equipment and purchasing ICT hardware. We have planned up until 2025, during which time we have projected budget to invest and replace our existing fleet and non-fleet assets.

References

- Lincolnshire Research Observatory
- Lincolnshire Road Safety Partnership
- Greater Lincolnshire Local Enterprise Partnership
- Lincolnshire Fire and Rescue Incident Recording System
- Experian Incident Risk Score Model
- Experian Mosaic
- Lincolnshire Joint Strategic Needs Assessment
- Central Lincolnshire Local Plan
- Joint Health and Wellbeing Strategy for Lincolnshire 2018
- Lincolnshire Resilience Forum Community Risk Register
- Environment Agency - Draft National Flood and Coastal Erosion Risk Management Strategy for England
- NTU national review of community risk methodology across the UK Fire and Rescue Service

Feedback

WHY DO WE ASK FOR FEEDBACK?

As a public funded body, it is essential we seek the views of the people we serve to ensure we are focusing on what matters most to our communities.

As part of our risk planning process, we will seek the views of our stakeholders including residents, our staff, representative bodies and our partner organisations. We will engage with our communities to offer and seek feedback on our assessment of risk in Lincolnshire and our plans to mitigate this risk.

We will consult formally on any key changes to service delivery arising from our IRMP process.

HOW DO WE ASK FOR FEEDBACK?

We will use a variety of ways to make sure everyone can have their say. This will include staff and public events, information on our website and social media and publicising through local media.

It is important we engage with a representative sample of the community we serve, considering where people live and their gender, age, ethnicity etc.

We ensure that information is made available and presented in an accessible way to the community and other interested parties.

Integrated risk management planning is a continuous cycle and, during the lifetime of this document, there may be reasons to engage our communities further, or consult formally on changes to service delivery if they arise.

HOW CAN I KEEP UP TO DATE?

You can keep up to date with changes to our IRMP and view our annual statement of assurance on our website at <https://www.lincolnshire.gov.uk/lfr>

OUR COMMUNITY PLAN
2020 - 2024
LINCOLNSHIRE FIRE & RESCUE
INTEGRATED RISK MANAGEMENT PLAN



Lincolnshire
COUNTY COUNCIL
Working for a better future

LINCOLNSHIRE FIRE & RESCUE

PEOPLE FRAMEWORK

2020 – 2024



Lincolnshire
COUNTY COUNCIL
Working for a better future



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1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide clarity about how we will develop our staff, promote a culture of inclusion and demonstrate strong leadership, personal accountability and professional standards as part of our Integrated Risk Management Plan (IRMP).

The People Framework is part of a suite of frameworks (Figure 1) which jointly outlines how we mitigate the risks highlighted in our Community Risk Profile 'Understanding Risk in Lincolnshire'. This framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents (Service Orders and Organisational Development Procedures).

LFR uses a blended approach throughout the Frameworks to ensure sufficient and appropriate resources are available to address both community and corporate risks. Hence the People Framework is targeted to provide appropriately qualified personnel in all functions of LFR.

The Framework will be refreshed annually to ensure that it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

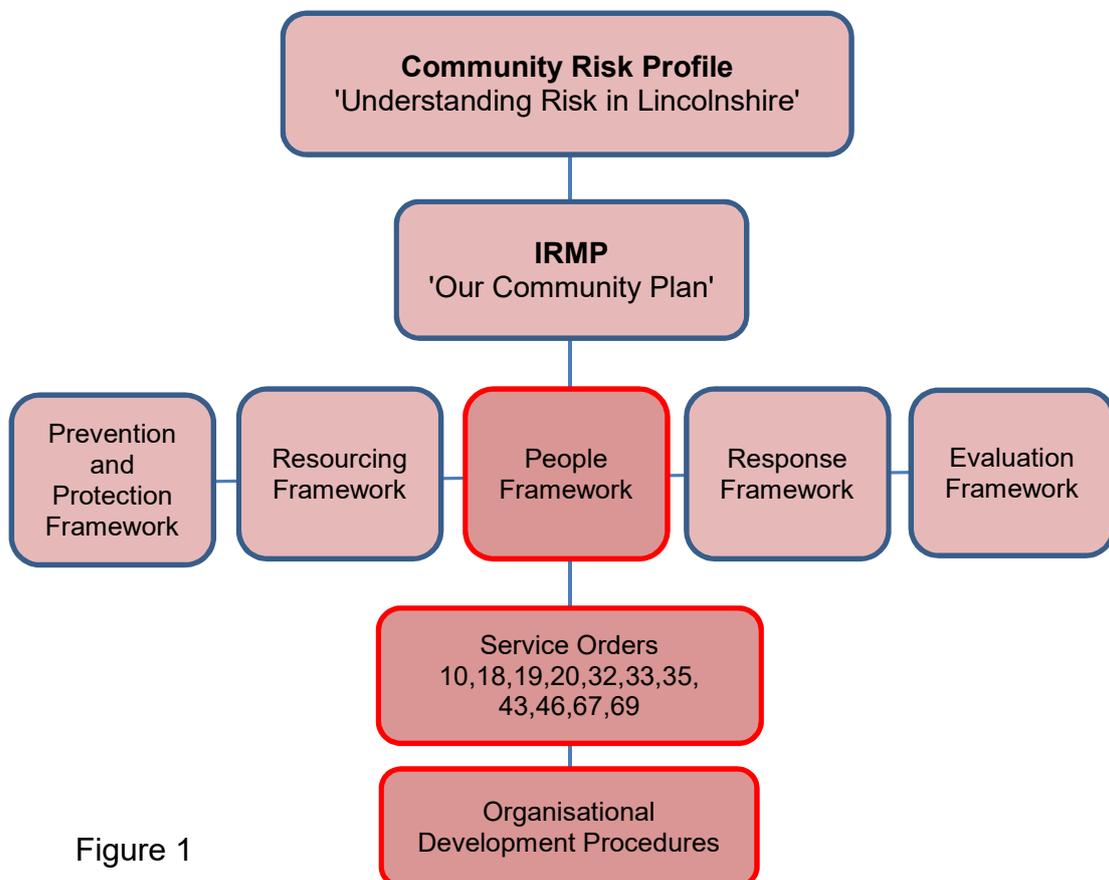


Figure 1

2 WHY DO WE HAVE A PEOPLE FRAMEWORK?

The purpose of our People Framework is to facilitate all the other LFR Frameworks and ultimately our Community Plan by addressing a number of the Corporate risks by ensuring that LFR has the correct number of appropriately trained personnel at all times to provide an effective and efficient Fire and Rescue Service. The People Framework also provides the clear foundations upon which our culture is built.

The framework outlines how LFR will carry out its statutory, legislative and corporate Lincolnshire County Council (LCC) responsibilities, within its current financial constraints.

The information and data that supports the Framework, in terms of resourcing to risk, is outlined within the Community Risk Profile 2020-24 which therefore directly influences the policies and procedures for Organisational Development (Service Orders and Organisational Development Procedures)

LFR will ensure it complies with relevant statutory requirements contained within the following four key pieces of legislation:

- Fire and Rescue Services Act 2004 (Sections 7(2)(b))
- Health & Safety at Work Act 1974 (Section 2 (2)(c))
- Management of Health and Safety at Work Regulations 1999 (Regs 3, 4, 13)
- Equality Act 2010

LFR is committed to delivering our People Framework in line with national best practice and will have policies and procedures in place which comply with (or exceed) the following guidance in regards to organisational development:

- Fire and Rescue National Framework for England (which sets out the Government's priorities and objectives for Fire and Rescue Authorities)
- Lincolnshire County Council Workforce Strategy
- NFCC People Strategy
- Inclusive Fire Service Group (IFSG) Improvement Strategies

Key links are as follows:

LCC Workforce Strategy	National People Strategy	IFSG Improvement Strategies	FRS National Framework
Keeping and attracting talented people	Talent management and succession planning		Improving diversity of the workforce Recruitment, retention and progression
Promoting a positive working environment	Develop ways of working Support health and wellbeing of staff Diversifying our staff and creating a fair and equal place to work Develop cultural values and behaviours that make the Service a great place to work for all our people	Visible senior ownership and leadership promoting inclusive culture Mentoring and E&D champions	Professionalism, skills and leadership Equality, cultural values and behaviours Tackling bullying and harassment Flexible working Health, wellbeing and support Fitness principles
Developing skills now and for the future	Provide excellent training and education Different learning pathways to develop a suite of management skills	Fire and Rescue Services should ensure all managers are trained in people management Progression - fair and transparent, encourage interest in promotion Recruitment, progression and retention improvements	Training opportunities
Developing leaders	Strengthen leadership and line management to support organisational change and improved community outcomes		Professionalism, skills and leadership

Improving systems and information	Independent Standards Body supporting development of the profession Creation of fire inspection regime	Adoption of the LGA/NFCC Memorandum of Understanding IFSG monitoring of improvement actions	Professional Standards Body
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3 OUR AMBITIONS

For people, LFR has set the following ambitions for 2020-24:

- We aim to create a positive and inclusive culture that will enable our people to thrive during their time with LFR in a safe environment, which encourages openness.
- We aim to enable all employees to have a voice (either through representative bodies, employee groups or as individuals).
- We aim to be an Employer of Choice which represents the diversity of our community, by welcoming and attracting under-represented groups (BAME, women, LGBTQ+).
- We aim to ensure all our staff have good mental and physical wellbeing and know where to get help.
- We aim to provide all our people with opportunities to reach their full potential within their careers.
- We aim to give our people the skills required to deliver their roles to the best of their abilities.

4 OUR OBJECTIVES

LFR has set the following people based objectives for 2020-24:

- We will ensure all staff achieve 100% competence in their core skills.
- We will fully embed National Operational Guidance for all operational training packages by 2023.
- We will ensure our workforce planning requirements are met.
- We will reduce our sickness levels to 6.5 days per person.
- We will ensure all staff have an annual Performance and Development Review.
- We will reduce the number of staff who feel they have encountered bullying or harassment in the last 12 months.

5 HOW WE WILL ACHIEVE THIS

Our people are at the heart of our Service and this framework aims to provide clarity about how we will develop our staff, promote a culture of inclusion and demonstrate strong leadership, personal accountability and professional standards. 'Our culture' provides a clear roadmap which builds from our core values through to a list of expectations which all members of our service have the right to enjoy. All of this has to be achieved against a backdrop of changing needs and expectations of our communities, changing roles of our firefighters, financial restraint and government requirements to work more collaboratively with other blue light services.

Change is constant and we need to manage our Service and our people within a more complex and uncertain environment. Our challenge is how to enable the organisation and our staff to flourish in such a situation, where there is much less certainty and clarity or ability to control the pace of change. It is important, therefore, that our People Framework is flexible, maximising the capacity, resilience, wellbeing and adaptability of our staff to deliver our key priorities and helps to develop and support them to do their job well for the benefit of our customers and communities.

5.1 Keeping and attracting talented people

A sustainable workforce enables organisations to plan for the future with regards to their people requirements. Creating and maintaining a sustainable workforce requires organisations to take appropriate action to:

- recruit and retain the right workforce
- address key future and occupational skill shortages
- promote jobs, careers and the concept of employability
- identify, develop and motivate talent
- address diversity and inclusion issues

5.1.1 Recruitment and retention

LFR will take appropriate positive action in advance of recruitment to ensure applications come from as wide a pool as possible to increase diversity of our workforce.

LFR has a team of recruiting staff dedicated to on-call recruitment and employer engagement. We will develop more flexible approaches to on call recruitment and training to both improve overall recruit numbers and also the diversity of those recruited.

Maintaining appropriate on call staffing levels remains a challenge. Following a detailed RDS Review Project¹ we have implemented a number of actions to address the issues raised and our new On call Recruitment Plan aims to target recruitment in order to satisfy the requirements of the Assured Response Strategy (see Response Framework). We will continue to ensure as much training as possible is practical based and delivered flexibly to suit the varying needs of our personnel. We will also revise our Exit Interview System with the aim of improving information regarding reasons for leaving. We will use this information to better inform our retention activities.

Recruitment of Fire Service Staff is carried out by our in-house recruitment team in accordance with the LCC Recruitment and Selection Policy and we are committed to identify development opportunities where appropriate for Fire Service Staff.

5.1.2 Workforce planning

Effective workforce planning is recognised as a mechanism to ensure resources are used well. LFR strength and establishment data is managed on a monthly basis. Detailed planning is carried out on an annual basis to determine the likely retirements/vacancies at all roles in the Service. LFR uses its workforce data to benchmark our Service diversity. LFR will publish an annual statement of our workforce profile. Key workforce data will be used to determine key activities on an annual basis.

Training plans are reviewed annually in light of this data and that received via the annual PDR process. Our Internal Resources Board meets on a monthly basis to consider vacancy and promotional requirements considering external recruitment where necessary to address potential skills gaps. Where the Board identifies difficulties filling posts it considers what action is necessary to resolve the issue.

Our Development Programme for personnel under Grey Book conditions is a continuous process of nomination and assessment resulting in a pool of candidates to be considered at annual promotion boards through our Core Progression Framework (CPF). Details of the CPF are within our Service Order 35.

LFR regularly use on call staff to backfill wholetime duty system (WDS) short-term vacancies which both maintains WDS crewing levels and also provides additional development opportunities for on call personnel enabling them to reach competent standard earlier than would normally be achieved. We will continue to seek innovative approaches to secure resilience for all other duty systems.

LFR intends to increase our number of apprentices and will review the development of the national Fire Apprenticeship Standards (for both WDS and on call recruitment). We will continue to contribute to LCC development of apprenticeship schemes promoting take up with existing staff.

¹ RDS Project SMB Report

5.1.3 Succession planning and talent management

In order to thrive in a constantly changing environment LFR relies on having people with the capabilities, commitment and behaviours needed for current and future organisational success. This not only means having the right people in the right roles, with the right values and behaviours but also that these people have access to the right opportunities, exposure, stretch and development to reach their potential, whether in their current role or for a future position.

LFR will develop its approach to succession planning using the NFCC Toolkit and by working with the Local Government Association (LGA) utilising their Workforce Planning Matrix Self-Assessment.

5.2 Promoting a positive working environment

We will work hard to make LFR a positive working environment for everyone. We want everyone to enjoy coming to work, feel challenged by, and appreciated for, what they do.

To help achieve this we intend to introduce and reinforce throughout our policies and processes, a defined, positive initiative which we hope will enable staff to access some 'behavioural tools' to facilitate conversations, improvement and healthy challenge in their daily work lives. The overarching aim is to allow our staff to THRIVE at work.

OUR CULTURE
The Journey Continues...

Our Values	Our Focus	Our Expectations
R espectful	D iversity	T rust
R esourceful	I mprovement	H elping people
P rofessional	P eople	R espect
R eflective	S ervice to the community	I nclusion
		V alued
		E mpowered

Lincolnshire
Making for a better future

5.2.1 Wellbeing and inclusion

LFR's vision for the wellbeing and inclusion of its people is '*a healthy, happy and resilient workforce*'. To support our commitment to the health and wellbeing of our workforce, LFR has developed a Wellbeing and Inclusion Framework. The framework is an integral part of our People Framework and is included at Annex A.

To deliver a diverse workforce we must have an inclusive culture. All our staff should be able to deliver their best, free from fear of discrimination and inappropriate behaviour.

LFR welcomes the work of the IFSG and the launch of the NFCC People Programme Inclusion Strategy. We have undertaken a good deal over the past few years on values-led culture and tackling any equality issues as they arise. But we are not complacent. We carried out an initial gap analysis of our position against the IFSG strategies, commissioned an internal audit against these standards and are implementing our Wellbeing and Inclusion Action Plan. Our Wellbeing and Inclusion Board oversee progress against this plan. A key area of work has been to support staff to access specialist support across the Service and continue to promote an inclusive culture to provide an environment in which our staff can thrive.

We conduct a two-yearly Cultural Audit/Staff Survey². We use standard questions in order to be able to benchmark our progress but will continue to consider additional areas as necessary. Any actions resulting from the survey are incorporated within our Wellbeing and Inclusion Action Plan as appropriate.

LFR engages in a number of initiatives as part of the Blue Light Programme³ including sharing of premises and joint new builds. We will capitalise on this by considering wider integration in the areas of:

- joint training facilities
- joint training - particularly in the areas of leadership and management development
- Health and wellbeing being a member of the Police Health and Wellbeing Board

Keen to make ourselves more mental health aware and promote better discussion and management of mental health issues, LFR has introduced a Peer Support Team to complement our existing Critical Incident Support Team providing support to our staff on mental health issues and we will continue to maintain an active programme of work against the Mind Blue Light Action Plan. We will also continue to promote the LCC Mental Health Awareness toolkit.

² Last survey carried out in December 2019

³ A joint collaborative initiative with LCC, Lincolnshire Police and East Midlands Ambulance Service

LFR has adopted the Chief Fire Officers Association (CFOA) fitness standards and will provide guidance and support for all staff to maintain their fitness for work. Our sickness absence figures are monitored on a monthly basis and we hold monthly case conferences with our HR colleagues to ensure we provide the appropriate level of management, occupational health and welfare support to our staff to enable them to return to work at the earliest opportunity.

We acknowledge that shift-working and Retained Duty System on call commitments put strain on work-life balance and we will seek to find ways of maintaining essential operational cover whilst providing some flexibility to reduce this strain. We will continue to hold limited non-shift-working opportunities wherever possible for staff who are temporarily unable to work our duty systems. Our On Call Resilience Board and associated action plan aims to address on call concerns.

5.3 Developing skills now and for the future

LFR recognises that its single most important asset is its employees and acknowledges that, if the public are to continue to receive the very highest levels of professionalism, then the continuous appropriate development of all staff is paramount. We have a highly skilled and committed workforce but our roles are constantly changing and many of us will need new skills in the future.

It is crucial to the success of the Fire and Rescue Service (FRS) that its personnel are well trained, motivated, operating within a supportive culture, and clear about the tasks they face. LFR is committed to managing and supporting the aspirations of individual employees to achieve their development potential. Service Order 35 and supporting Organisational Development Procedures set our approach to operational training.

The substance of vocational qualifications will be adopted whenever available and appropriate for the various roles, within the Service. They will be mapped out to relevant competence statements, role maps and job descriptions adopted by the Service. The Institution of Fire Engineers (IFE) Qualifications will form the basis for assessing technical underpinning knowledge.

Development programmes are the basis for personnel progressing to a new role, to acquire and apply the necessary skills and knowledge, and to demonstrate competence in the workplace. The development programmes within LFR are set to the National Occupational Standards (NOS) for each role. In the absence of NOS, ie for Fire Service Staff, the LCC Core Values and Behaviours Framework will be used.

LFR is committed to training to achieve outcomes in realistic conditions and will continue to develop our Waddington Training Centre to provide excellent opportunities for operational skills development.

5.3.1 Operational competence

LFR has fully adopted the Skills for Fire and Rescue Operational Competence Model and provides training in the following core operational areas:

- Driving
- Command and control
- Breathing apparatus
- Hazardous materials
- Working at height
- Water rescue
- Fire service pump
- Extrication and rescue
- Casualty care
-



All training is managed and delivered via our Learning Management System which provides a 'one-stop shop' for Competence Statements, Annual/Quarterly Training Plans, Lesson Plans and E-learning. The system covers both the Maintenance of Skills (MOS) and Maintenance of Knowledge (MOK) required by operational firefighters. By using this single system we are able to quickly update our training in line with operational learning gathered from our Operational Learning Board and regional/ national experiences together with doctrinal changes to guidance and training requirements developed through the National Operational Guidance Programme.

Our 'level-based' approach to our operational training ensures all operational staff from firefighter to brigade manager have the appropriate operational skills to undertake their role.

5.3.2 Management development

The FRS National Occupational Standards (NOS) standards and the NFCC Leadership Framework provide the basis for continuing professional development, throughout an individual's professional career. As professionals move into new roles through their career, the standards offer an opportunity for them to benchmark themselves against new and unfamiliar areas to ensure they can operate at the appropriate professional level.

Maintenance of skills and continuing professional development are critical for a workforce to remain responsive to the changing demands of the environment. We seek to deliver a co-ordinated approach to learning and development ensuring a fully inclusive approach for all staff.

LFR uses both the NOS and Values standards in our annual Performance and Development Review (PDR)/Appraisal for both providing supporting evidence against performance in role and also determining those individuals eligible for entry into our

career development pathway. We aim to provide processes for career development that will take account of individual potential, qualities and attributes. Our CPF is used to identify talent, develop knowledge and skills, assess competence and exploit potential. A candidate is required to follow the CPF to ensure they have demonstrated the potential to complete the next role within the Service. The CPF comprises a number of elements including PDR, operational training, E-learning and Learn-Pro Study and IFE Qualifications (which are mapped against the NOS and LCC values).

Our programme of management development activities and learning is provided through a tiered approach to the three levels of service management (supervisory, middle and strategic) and will be aligned to the NFCC Core Learning Pathway.

In addition to operational competence (Incident Command) and role specific skills (eg Fire Safety, Fire Investigation etc) at each level managers will be developed in the following areas:

Strategic Management Leading the Service	Middle Management Leading the Function	Supervisory Management Leading Yourself/Others
Strategic HR	HR	HR
Industrial and employee relations management	Industrial and employee relations management	Industrial and employee relations management
Political awareness	Political awareness	Political awareness
Coaching and mentoring	Coaching and mentoring	Coaching and mentoring
Appraisal/managing performance	Appraisal/managing performance	Appraisal/managing performance
Programme management	Project management	Project management
Procurement/finance	Procurement/finance	Procurement/finance
GDPR	GDPR	GDPR
Diversity and inclusion	Diversity and inclusion	Diversity and inclusion
Safeguarding	Safeguarding	Safeguarding
Strategic health & safety	Health & safety management	Health & safety managing safely
ELP	IFE Level 4C	IFE Level 3C/D

5.4 Developing leaders

Positive and confident leadership is vital to the success of our organisation. Traditionally we think of leaders as those who hold the most senior roles in an organisation, but there are many different types of leader. We will be developing the 'One Council' culture where employees are empowered, and go the extra mile. LFR aims to demonstrate our leadership in a consistent, confident and values-based manner. Our leaders need to be able to engender trust in the decisions they make, create a compelling vision and take people with them. LCC has set the following leadership objective:

"To provide council wide leadership by role modelling and promoting the council's core values and behaviours, ensuring a high performing and engaged workforce to support the delivery of changes and challenges ahead".

LFR leaders are expected to champion the Service values, demonstrate positive behaviours, use professional judgement, take responsibility and act in the best interests of the Service and the public. Overall we want our people to be authentic in everything they say and do. LFR aligns our leadership and management development to that contained within the LCC leadership development programme.

The first element, targeted at all managers, consists of Managers' Induction E-learning and Managers' Essentials E-learning and face to face courses. The Leadership for Change Programme is targeted at middle managers and above and comprises Mind Tools, Masterclasses, Mentoring and Action Learning.

In addition LFR offers access to the following National programmes:

- Cross Sector Leadership Exchange (CSLE) Leading without Boundaries Programme (open to substantive Station Managers or equivalent)
- CSLE Strategic Impact Groups and Leading into the Future Programmes (open to Group/Area Managers and equivalent)
- Executive Leadership Programme (open to substantive Group Managers or equivalent and above)

Further work is required to develop 'distributed leadership' ie ensuring appropriate leadership is shown at all levels of the organisation. *This will be informed by the development of the National Fire Chiefs Council (NFCC) Leadership and Management Development Strategy.*

LFR is committed to demonstrating leadership in equality and diversity and sits on the LCC Corporate Diversity Steering Group together with other LCC managers and elected members. We have recently established an LFR Wellbeing and Inclusion Board comprising the Chief Fire Officer, Portfolio Holder, Area Managers and Representative Bodies to oversee Service progress against the IFSG Improvement Strategies, staff survey and MIND Blue Light Action Plan. We have adopted the FRS Memorandum of Understanding on Equality and Diversity and will ensure all senior managers have undertaken 'Unconscious Bias' training.

LFR has regular engagement with our representative bodies at both informal and formal level. We have had positive results in the use of joint working groups resulting in local agreements on duty systems and working practices. This has enabled a more coherent approach to leading change and better engagement with staff.

6 MEASURING SUCCESS

We measure our success against a number of key indicators which we report on monthly through our internal performance board. The data is reflected on our management tools and actions to improve performance captured within our Service Plan as updates. Further detail can be found in our Evaluation Framework

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

Our People Framework informs our annual Service Planning activity, determining specific projects and initiatives to focus on in addition to ensuring normal day to day service delivery is maintained. Each Service area is dependent on each other for ensuring LFR's achievement of its objectives and the People Framework is core to this achievement.

Our quarterly Performance Management Board considers our performance against the People elements of the Service Plan and publicises any remedial action or circulates praise and thanks as appropriate to staff via station visits and staff briefing sessions.

LFR has been successful in maintaining Skills for Justice accreditation of our Training and Development Quality Assurance and qualified for the Skills Mark for both our Recruit and Operational Command training courses. Our Service Assurance Department undertakes Internal Audits against our Departmental and Service standards together with specific Themed Audits agreed by Service Management Board. We can also request additional independent Themed Audits through LCC Audit Department.

Feedback from the Operational Learning Board is publicised via a Safety Flash or Service Action Note, the reading of which is recorded on our Learning Management System. These are, in time, included in revised training packages to ensure continuous improvement in learning and development.

Organisational learning from grievance, discipline and capability management is obtained within our monthly HR case meetings and feedback provided to individual managers or informs management development training.

We attend regional and national meetings to share and gather good practice and to consider collaborative initiatives to make best use of time and resources. We also take part in the CFOA Management of Attendance benchmarking data.

LFR supports the LGA Operational Assessment and Fire Peer Challenge process. We also welcome the introduction of the NFCC Professional Standards and feedback from Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS).

8 PROVIDING VALUE FOR MONEY

We are committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan will be supported by this Framework, and providing value for money will be considered in all key decisions.

Our workforce comprises the largest expenditure in LFR's budget. Our workforce planning and establishment levels are monitored in the monthly Internal Resourcing Board. Our Job Evaluation schemes ensure that appropriate rates of pay are maintained for each position/role. Any increase in establishment will normally require a business case approved by Service Management Board.

Our training is largely delivered in-house and we ensure full utilisation of this capacity by offering commercial training to other Fire and Rescue Services and external organisations. Furthermore we make use of associate instructors and relief staff to assist in service delivery without unnecessarily increasing permanent establishment.

Further detail on budgetary management can be found in our Resourcing Framework.

9 SUMMARY OF RESOURCING TO OUR RISKS

Our Community Plan drives the strategies we will adopt to mitigate the identified community and corporate risks. It enables us to match our resources to risk, and individuals to interventions and is used to effectively develop further detailed plans, such as our annual Service Plan. Our People Framework aims to mitigate the following Corporate Risks.

RISK	RISK TYPE	RESPONSE STRATEGY
1	Failure to maintain and develop the competencies and skills of the workforce	We have developed a maintenance of competence system including an annual training plan based on the Oxford model. Our PDRPro system enables us to identify any shortfall in competence and take appropriate action. Our training content is being reviewed to ensure we meet National Operational Guidance and training delivery is monitored and assessed.

2	Failure to maintain adequate equality and diversity policies	We monitor and impact assess our policies and changes to service deliver. Our EDI champion and sponsor work with LFR to ensure everybody feels comfortable being themselves at work and that all sectors of our community are considered in the delivery of our service. Learning from our Staff Survey is incorporated into our Wellbeing and Inclusion action plan. We intend to re-launch our values-led approach to our service culture when current Covid19 restrictions are eased.
3	Failure to maintain an appropriately structured workforce	Our workforce planning process identifies the staffing requirements of the Service and our OD strategy monitors and manages the recruitment and development of our personnel. Service Management Board reviews the organisational structure and endorses business cases for additional/changes in staffing as required
4	Failure to ensure effective financial and performance management in the planning and delivery of Service activities	Our management development programme is being developed to provide better skills and knowledge to undertake these functions
5	Failure to ensure appropriate safeguarding procedures are in place	Safeguarding training is a mandatory requirement for all LFR personnel.
5	Failure to respond to a major disruption of service ⁴	Our Business Continuity Staff Shortage plan has been reviewed as a result of the Covid19 emergency and LFR makes use of the flexibility of our on-call personnel, relief workers and volunteers to ensure we can maintain an assured level of response.
7	Failure to manage and discharge health and safety responsibilities effectively	Risk assessment is a key factor trained throughout our LFR careers. Our management development programme is being developed to provide better skills and knowledge to undertake this function.
8	Failure to communicate and consult with all internal and external stakeholders	Service policy and regular meetings/engagement with Trade Union representatives and staff ensure issues are identified and acted upon at an early stage.

⁴ Resulting from staff shortage,

9	Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-service and inter-agency operations	Our engagement with regional, national and local Blue Light services ensures that we can learn from and contribute to wider organisational development. This may include collaborative training, exercising or peer review of functions.
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APPENDIX A - WELLBEING AND INCLUSION FRAMEWORK

INTRODUCTION

Over the past two years there has rightly been an increased focus on the wellbeing of staff within Fire and Rescue Services (FRS) with a number of National initiatives being introduced to help improve the wellbeing of staff. These have included initiatives such as the promotion of the MIND Blue Light Programme⁵ and the development of the NJC Inclusive Fire Service Group (IFSG) Improvement Strategies. Acknowledging that Lincolnshire Fire and Rescue (LFR) already has a number of mechanisms in place to support our staff, it is important that we maintain a coherent approach to improving wellbeing and inclusion within the workforce.

LFR's vision for the wellbeing and inclusion of its people is '*a healthy, happy and resilient workforce*'. This framework is designed to support delivery of that vision. It is an integral part of LFR's People Framework.

AIM

Our aim is to create a supportive and inclusive environment which promotes and encourages the health, happiness and resilience of our staff. We will do this by:

- Creating an accessible toolkit which unifies the policies, resources and advice which exists to support the wellbeing of staff
- Raising awareness of Equality, Diversity and Inclusion issues and initiatives
- Raising awareness that we all have a responsibility for improving our health and wellbeing
- Equipping managers with the necessary knowledge and skills to support improvements in workforce health and wellbeing
- Adopting an inclusive approach to developing wellbeing related activities, seeking ideas and commitment from all staff
- Overcoming barriers to inclusivity and wellbeing, including breaking down cultural barriers that prevent people accessing support or services
- Seeking feedback from our workforce to inform and shape future strategy, policies and procedures
- Linking in to regional, national and local collaborative wellbeing activities and resources and sharing best practice
- Regularly reviewing our framework, policies and procedures to ensure they remain relevant and conducive to a wellbeing culture

⁵ MIND is a mental health charity offering information and advice to people with mental health problems. It also works to raise public awareness and understanding of issues relating to mental health

APPROACH

Our wellbeing and inclusion framework comprises a number of key pillars as shown in Appendix 1. These include:

- Culture
- Equality, Diversity and Inclusion
- Family and Social
- Mental Health
- Fitness, Health and Nutrition
- Occupational Health and Rehabilitation

Taking into account the views of our staff⁶, a Wellbeing and Inclusion Action Plan has been developed around these pillars in order to deliver our vision. Our broad approach, which will support both short and long term improvement includes:

- Implementing the LFR Wellbeing and Inclusion Action Plan (to include our IFSG Improvement Strategy Action Plan)
- Implementing the Blue Light Workplace Wellbeing Charter Framework⁷
- Developing a network of Wellbeing and Inclusion champions across the Service
- Promoting the wellbeing activities and resources available to our staff
- Seeking feedback through a variety of methods including online surveys and focus groups
- Considering how to resolve issues through engagement with staff
- Developing a programme of events throughout the year
- Developing and delivering an annual wellbeing communication strategy
- Building wellbeing and inclusion into our Management Development Programme
- Building links with partners, utilising their expertise and best practice where possible

RESPONSIBILITIES

To ensure the effective implementation of this framework we have identified the following roles and responsibilities:

Wellbeing and Inclusion Board - the Wellbeing and Inclusion Board will oversee the development, implementation, monitoring and evaluation of the Wellbeing and Inclusion Framework. The Board will be chaired by a Brigade Manager and consist of representatives from all groups within the organisation. Terms of Reference for the Board are in Service Order 1.

All Managers - Managers at all levels are responsible for ensuring that staff are kept informed of workplace health and wellbeing policies, programmes and any services provided. They also

⁶ Initially from the 2017 staff cultural survey and E&D focus groups involving representatives from across the Service

⁷ The Blue Light Workplace Wellbeing Charter Framework has been developed to support the health and wellbeing of police officers and is supported with resources at www.oscarkilo.org.uk

have responsibility for ensuring that those policies and programmes are effectively implemented and monitored.

Wellbeing and Inclusion Champions - A wellbeing champion will be identified for each of the pillars within the framework to help develop and deliver specific actions within that area.

All Staff - The focus of this framework is on ensuring the health, wellbeing and inclusion of all staff. It is the responsibility of all staff to help shape the ongoing development and implementation of our framework.

Representative Bodies - Representative bodies are part of the membership of the Wellbeing and Inclusion Board. In addition, they also have a significant role to play in cascading information to staff throughout the organization.

SUPPORTING STRUCTURES AND PROCESSES

LFR will seek to deliver its commitment to maintaining and developing the health, wellbeing and inclusion of its staff through:

- Supportive leadership and management at all levels that is fully committed to delivery of this framework
- Promoting a culture which is open and inclusive and where everyone feels welcome, comfortable, engaged and involved
- Active participation of staff in identifying their own specific needs and developing suitable plans to address them
- Provision of a comprehensive coordinated range of policies, programmes and services that focus on health promotion, protection and prevention
- Workplace environments that are safe, healthy and pleasant, thus supporting our staff to undertake their work

MEASURING OUR SUCCESS

We want the feeling of wellbeing and inclusion within our workforce to improve and whilst recognising this can be difficult to quantify, we will use the following approaches to measure our success:

- Future staff survey responses
- Number of visitors to our wellbeing intranet pages
- Attendance at wellbeing activities
- Improvements in fitness assessment results
- Absence levels, reasons and trends
- Use of employee support initiatives
- The Blue Light Wellbeing Framework Self-Assessment
- Progress against the IFSG Improvement Strategies and national benchmarking exercises

Lincolnshire Fire and Rescue - Wellbeing and Inclusion Framework
 Vision - A Healthy, Happy and Resilient Workforce

Culture	Equality, Diversity and Inclusion	Family and Social	Mental Health	Fitness, Health and Nutrition	Occupational Health and Rehabilitation
Aim - to embed our Service values and continue to build on our positive organisational culture	Aim - to promote an inclusive culture where everyone feels welcome, comfortable, engaged and involved	Aim - to promote an inclusive, family friendly environment To see our opportunities to build relationships through social interaction	Aim - to raise awareness and promote understanding of mental health problems To provide advice and support to anyone experiencing a mental health problem	Aim - to promote a fit, healthy and resilient workforce. To raise awareness of nutrition and promote opportunities for keeping fit and healthy	Aim - to provide rehabilitation guidance and support to help staff to recover from sickness/injury and support their return to work.

Wellbeing and Inclusion Action Plan
 Developed by Wellbeing and Inclusion Board and delivered through SDB

Wellbeing and Inclusion Toolkit

Policies	Policies	Policies	Policies	Policies	Policies
Advice and Guidance					
Support Services					

LINCOLNSHIRE FIRE & RESCUE

RESPONSE FRAMEWORK

2020 – 2024



Lincolnshire
COUNTY COUNCIL
Working for a better future



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1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide an emergency response as part of our Integrated Risk Management Plan (IRMP).

The Response Framework is part of a suite of strategies (Fig 1) which jointly outlines how we mitigate the risks highlighted in our Community Risk Profile (CRP), 'Understanding risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents, (Service Order 04 and its associated Guidance Notes).

LFR uses a blended approach throughout the Frameworks to ensure resources are targeted to reduce the likelihood of emergency incidents happening in the first place; hence an area of increased risk will attract resourcing from Prevention, Protection and Response functions in a cohesive, strategic way aligned to the data supporting the CRP Document.

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

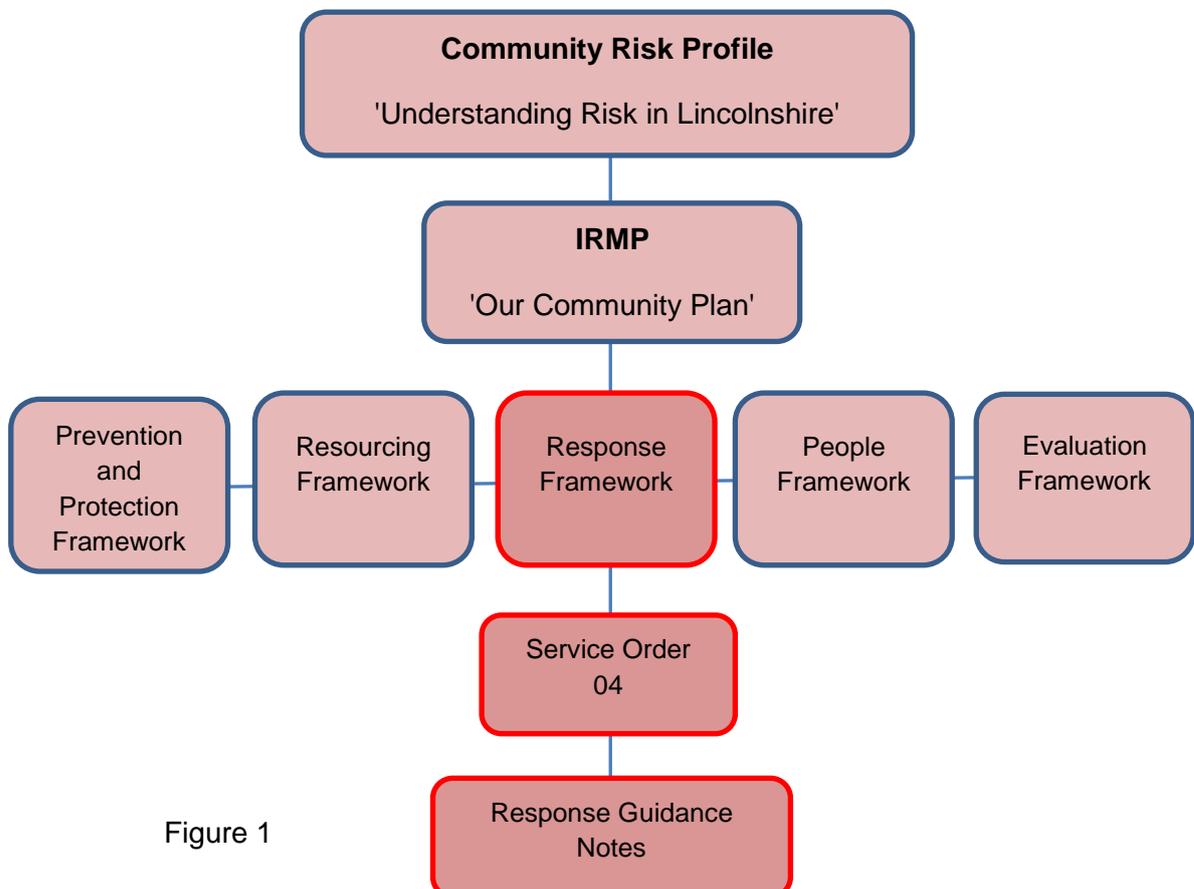


Figure 1

2 WHY DO WE HAVE A RESPONSE FRAMEWORK?

The aim of our Response Framework 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.

The Framework outlines how LFR will carry out its statutory and legislative responsibilities, utilising risk-based methodology, within its current financial constraints¹. The information and data that supports the Framework, in terms of resourcing to risk, is outlined within the CRP 2020-24 which directly influences the policies and procedures for our Operational Response (Service Order 04 and its associated 'Response Guidance Notes')

Specifically the Framework aims to mitigate risks captured in our community risk profiling document by providing the **response** element of our blended approach to community and corporate risk reduction.

LFR will ensure it complies with relevant statutory requirements contained within the following three key pieces of legislation:

- Fire and Rescue Services Act 2004 (predominantly Sections 7,8 and 9)
- Civil Contingencies Act 2004
- Health & Safety at Work Act 1974

LFR will have regard to the Fire and Rescue National Framework for England publicised and updated by the current government which sets out the Government's priorities and objectives for Fire and Rescue Authorities.

LFR is committed to delivering our operational response in line with national best practice and will have policies and procedures in place which comply with (or exceed) the following guidance in regards to response:

- National Operational Guidance (NOG)
- Joint Emergency Services Interoperability Principles (JESIP)
- National Co-ordination & Advisory Framework (NCAF)

Wherever there are nationally agreed concepts of operations (for example National Resilience Assets) against which LFR attracts funding we will endeavour to adhere to the principles agreed.

¹ Annual financial planning assumptions are provided in order to build a 'base line budget' requirement sufficient to enable the levels of response detailed within the framework.

3 OUR AMBITIONS

For response, LFR has set the following ambitions for 2020-24:

- We aim to provide the most effective and efficient response to a range of emergencies, both current and emerging, across the county.
- We aim to provide an efficient, effective and person centred service to our communities.
- We aim to provide robust plans to deal with major emergencies and critical events in conjunction with other blue light and wider partners (JESIP).
- We aim to maintain an ability to respond to national emergencies as required
- We aim to carry out operational activity in a safe and effective manner.
- We aim to have sustainable and effective duty systems to support operational activity.
- We aim to continuously improve our response through active learning both locally and nationally. (for example Grenfell Tower).

4 OUR OBJECTIVES

LFR has set the following response objectives for 2020-24:

- We will provide a response to all dwelling fires across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- We will provide a response to all road traffic collisions (RTCs) across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- We will maintain an assured level of response by providing a minimum of 23 appliances available 100% of the time.
- We will fully embed National Operational Guidance for all operational training packages and operational guidance by 2023 supporting competence of operational personnel.
- We will continue to seek collaborative opportunities and joint working initiatives with our blue light partners to enhance performance and service delivery to our communities.
- We will develop and maintain the competence of our control room staff to ensure timely handling of emergency calls and subsequent mobilisation of resources.
- We will continue to carry out periodic reviews of our Pre-Determined Attendances (PDAs) in line with national and local risks and best practice, as identified by the National Fire Chiefs Council (NFCC).

- We will monitor and maintain competence of operational commanders at all levels within the organisation, resulting in the most appropriate effective management of operational incidents.
- We will review our operational assets in line with identified and emerging risks ensuring we provide our operational crews with the most up to date equipment possible.
- We will embed a robust process for capturing 'Operational Learning' from all incidents and exercises to ensure we continue to develop and improve service delivery, with a commitment to maintaining and enhancing our high standards of performance.
- We will regularly train/exercise with local partners to understand and manage local and emerging risks.
- We will develop and embed working relationships and formal legal agreements with emergency service partners in bordering counties to enhance service delivery.

5 HOW WE WILL ACHIEVE THIS

To achieve our ambitions over the lifespan of Our Community Plan, we have devised the following strategies and will resource accordingly.

5.1 Concept of operations

LFR has its own 'Concept of Operations' which, through risk assessment, provides an appropriate response to our communities and where appropriate both nationally and internationally. This is influenced by the data provided within the CRP, National Resilience and Department for International Development (DFID).

The data within the Community Risk Profile will influence the locations of our response assets to ensure we are able to respond to our risks appropriately. Our concept of operations uses a tiered approach, each level adding additional but complementary, capability all underpinned by our command and control functions.

Throughout the lifespan of operations the culture defined within the Firefighter Maxim will be adopted to support successful outcomes during operations. The Firefighter Maxim is as follows:

"At every incident, the greater the potential benefit of Fire and Rescue actions, the greater the risk that is accepted by commanders and firefighters. Activities that present a high risk to safety are limited to those that have the potential to save life or to prevent rapid and significant escalation of the incident."

5.2 Command and control

Our concept of operations begins with the receipt of an emergency request for our assistance. Through our control room function we will have robust and effective systems and personnel in place to ensure we are able to mobilise assets, provide a scalable command structure and communicate with crews, other agencies and the community for the duration of an emergency event.

We will define the assets and skills required to deal with incidents by building PDA detail and enabling them through our mobilising system within the control room function. PDAs enable LFR to instantly send the correct type and number of assets in response to a particular type of incident by automating as much of the process as possible. This significantly speeds up the time taken to despatch our appliances and staff to emergency incidents.

5.3 Incident command

This is our structure to ensure we have a coordinated, risk based approach to decision making and communication on the incident ground that ensures operations are conducted safely and effectively.

LFR will be compliant with National Operational Guidance - Incident Command and The Foundation for Incident Command. The principles for our Incident Commanders are to:

- Prevent or minimise harm to people
- Resolve the incident with minimal impact to the community
- Protect the environment

Incident commanders must establish a safe working environment as soon as is practicable. To ensure a safe working environment they will need to:

- Select the most appropriate control measures.
- Consider the benefits of proceeding with actions taking account of the risk.
- Take into account any time constraints.

Safe systems of work must be developed, implemented, maintained and reviewed throughout the incident.

Incident commanders are to operate within the concept of Operational Discretion. This can be defined as:

In resolving an incident, commanders use their own experience and knowledge of guidance, together with that of the command team and crew members. However, incident commanders may occasionally be presented with a situation that is extremely unusual and not reasonably foreseeable. In this circumstance they may have to make decisions using their professional judgment.

Operational discretion relates to rare or exceptional circumstances where strictly following an operational procedure would be a barrier to resolving an incident, or where there is no procedure that adequately deals with the incident. Commanders need to be sufficiently aware of procedures, the skills and qualities of crew members and the capability of resources available.

LFR is committed to ensure that all personnel that operate within a command function will be trained, assessed and competent in the role they are asked to perform. The People Framework outlines our competence based training strategy that includes command training from Level 1-4 with a blend of internal and external assessments.

As part of the Lincolnshire Resilience Forum (LRF) response to major emergencies and events that require full multi-agency response and coordination, LFR will ensure we have a capability that supports the LRF command structure in line with CCA 2004 and JESIP.

To ensure this structure is embedded, LFR will be engaged with LRF's Training and Exercising Plan to receive command training within this environment.

5.4 Response levels

Level 1 response - All Hazards Response

All operational personnel are competent to this level of response. Level 1 enables an appropriate response to any incident, with a fully kitted fire appliance and appropriate crew. This level forms our Initial Operational Response (IOR) Phase.

Level 2 response - All Hazards Technical Response

Predominantly utilising fulltime firefighters this level provides additional 'technical' skills and capabilities to enhance and complement the Level 1 attendance.

This response provides a wide range of support to enhance our Level 1 response. In particular our crews within this capability (technicians) are employed and developed to operate strategically around the county to ensure our wider area response is maintained. For example technicians contribute to wider outcomes through enhanced skill sets e.g. laying guidelines and the use of Extended Duration Breathing Apparatus (EDBA) Station Rope Rescue.

Level 3 response - Specialist Response and Technical Rescue

These are generally stand-alone assets and capabilities that are strategically located around the County to be able to provide specific capability with dedicated crews. They may be mobilised with a supporting Level 1 appliance to provide additional staff.

Examples of these specialist appliances are: 2 x Aerial Ladder Platforms, Water Carrier, Command Support Unit and 2 x Rescue Support Units.

Examples of our Technical Rescue assets are: Animal Rescue teams, Water Rescue teams, Bariatric Rescue teams and Line Rescue teams.

Our response will also include responding to medical emergencies in support of the wider health and wellbeing agenda and the FRS Health Strategy; these activities are included within our Co-Responding and Joint Ambulance Conveyance activities.

Level 4 response - Nationally Available Response Assets

This level provides assets and crews to fulfil our commitment to the National Resilience Concept of Operations outlined within NCAF. The assets provide the highest levels of response capability available for local response across the County.

Examples of Nationally available assets are: High Volume Pump, Urban Search and Rescue Team, National Flood Tactical Advisors and Marauding Terrorist Firearms Attack response.

Level 5 response - International Response

This level is our International Search and Rescue (ISAR) Team that is part of DFID response to support international aid.

Details of all levels of response and competent crew requirements are within Service Order 04 and the appropriate Response Guidance Notes.

5.5 Phased response

Our 'Initial Operational Response' (IOR) is when the first appliance arrives at any emergency incident.

Our full 'Planned Response' (PR) is when all of the people and equipment we need to deal with the particular incident are on scene.

Beyond this, our response (including provision for command and control) will be scalable up to and including support to both Tactical Coordinating Groups (TCG) and Strategic Coordination Groups (SCG) which will support our Local Resilience Forum Operation.

5.6 Resource planning

Our analysis of historical attendance at incident types provides an indication of the scale and concurrency of incidents we attend. What this means is that we have assessed the amount and type of incidents we can reasonably foresee would occur at any one time and therefore identify the resources we would need to support the Planned Response to these incidents.

Based on this information we have assessed that, at any one time, we should plan for the following:

- 1 x larger scale incident of 9+ fire engines
- 1 x medium scale incident of 4-8 fire engines
- 4 x small scale incidents of 1-3 fire engines

The number of fire engines required to be available to meet the full range of this planning assumption is 29. To have sufficient fire engines to meet the average attendance required to meet this planning assumption is 23. To support the incident command system we have the required incident commanders to support these planning assumptions as follows:

- 1 x large scale incident - 1 x Level 4, 1 x Level 3, 1 x Level 2, 9 x Level 1
- 1 x medium scale incident - 1 x Level 3, 1 x Level 2, 8 x Level 1
- 4 x small scale incidents - 2 x Level 2, 12 x Level 1

To meet the minimum required incident commanders we require each appliance to have a Level 1 commander with supporting incident commanders to be able to support the incident command system as follows:

- 1 x Level 4
- 2 x Level 3
- 4 x Level 2

The planning assumption described above forms part of our 'Assured Level of Response' and will be reviewed on an annual basis. If the requirement exceeds the initial availability then we will invoke recall to duty for additional support and utilisation of mutual aid and National Resilience.

In the event of the county experiencing spate conditions, incidents exceeding 48 hours duration or the declaration of a major incident or emergency, we would consider, where appropriate, requesting assistance from neighbouring Authorities (utilising agreements made under the Fire & Rescue Services Act Sections 13 and 16) or through the National Coordination and Advisory Framework.

To ensure we have sufficient resources available to deal with our highlighted risks at the most effective locations the Scale and Concurrency Plan is supported by the CRP which identifies our high risk areas. This data is provided through FRAM (Fire Risk Assessment Methodology) and highlights areas of risk throughout the county.

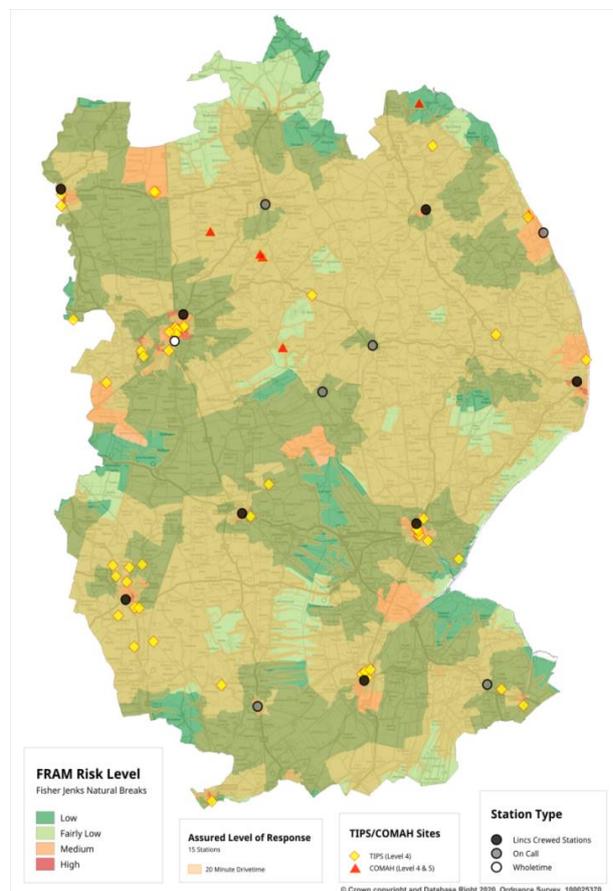
Our control room function takes calls for assistance from the public and other agencies and is responsible for despatching vehicles, crews and officers to incidents. Utilising state of the art systems and a list of 'National Incident Types' to classify emergencies, LFR provides a PDA to every incident. The PDAs are reviewed every three years to ensure initial response resources are sufficient (and compliant with National Operational Guidance) to apply a safe system of work at each incident. PDA data and review information is held within the Control Drive in a folder called 'Pre Determined Attendance Data'.

Our planning suggests the most effective way to provide response to emergencies across the county and be able to further resource rapidly escalating or major incidents, is to provide 38 fire stations (48 fire engines) geographically based to enable catchment of staff for our on call system which remains the backbone of Lincolnshire's operational response.

This forms the basis of our 'offer' to the communities of Lincolnshire and it remains a key ambition to work towards, providing availability from all the stations 100% of the time.

Inevitably, there are periods in which staff whose primary role is not fire and rescue are unavailable to provide cover. We manage this picture on a daily basis to reduce the impact of any gaps in fire cover. As described earlier, part of our assured level of response is to maintain 23 appliances available at all times to meet planned demands. We provide a level of response across Lincolnshire based on risk.

The strategic placing of our full time stations (along with 6 additional on-call locations) provides coverage of all of our identified high risk areas and 99% of our medium risks, (as outlined within our Community Risk Profile), within a timeframe of 20 minutes.



The profiling exercise carried out identifies a number of areas classed as 'low' and 'very low' risk. Whilst we acknowledge that these areas cannot be reached in our commitment of 20 minutes, details are passed to our prevention and protection colleagues who can further profile the areas.

To build this picture we use average 'drive time' information utilising actual data from the road networks within Lincolnshire. This plan further informs our People Framework in terms of when and where to focus our efforts when recruiting staff and our prevention and protection activity which focuses resources on the areas which are harder to reach both in terms of our COMAH/TIP premises and the medium risk areas from FRAM data.

The strategic locations and number of stations required to meet the outlined response times and commitment will be reviewed on an annual basis. The continual analysis of risk, both current and emerging, will support the review process.

Underpinning the Community Risk Profiling document is a suite of data sources which enables LFR to examine key types of risk including areas such as high risk industry, road collision black-spots, open water and rivers and areas of high deprivation. These all form part of the planning phase around the number and location of front line and specialist assets such as the provision of our water rescue teams and equipment. The Integrated Risk department captures this data and retains it in a folder called 'Response Planning'.

5.7 Response standards

We provide data to the communities of Lincolnshire which identifies the first fire engine (IOR) response time to any property within the county. This will be based on current static fire station locations. The actual achievable response times are available on our website to enable the communities of Lincolnshire to view the likely response times for their own property.

Our minimum assured level of response as described above is built to ensure a front line fire appliance (IOR) can attend all high risk and 99% of medium risk areas throughout the county within 20 minutes. As explained above the three small 'medium' risk areas that are identified as just outside the 20 minute drive time boundary are analysed periodically and prioritised by LFR's Prevention and Protection Framework. This process is carried out for the 'low' and 'very low' risk areas.

The areas where most lives are at risk from fire are generally within our larger conurbations. Nine of our fulltime fire stations are within the city and main towns of Lincolnshire. Recognising these stations are amongst the busiest in terms of

activity, all the locations have an additional on-call fire engine at the same site. This provides a layer of cover if the first appliance is committed or where additional crew or equipment is needed to deal with larger incidents.

When responding to large scale or protracted incidents the ability to provide the levels of response are affected and in these cases we will follow a pre-planned degradation scheme. This plan will follow the assured level of response concept and ensure that our high and medium risks are prioritised for operational cover during large scale and protracted events. On the occasions where this is not possible due to the impact of events then we will call upon mutual aid and national resilience. It will be the responsibility of our control function to monitor the availability of appliances and they have the autonomy to move resources and personnel to ensure our identified areas are covered.

We are committed to carrying out a 'full fire cover review' where our risks and alignment of assets will be considered over the first 12 months of the life cycle of this document.

5.8 Specialist and technical response

To ensure future service provision around a number of our technical and specialist response areas is fit for purpose and meets the needs of all relevant stakeholders, it is imperative that suitable data is used to allow decisions to be made. To enable this to be planned and resourced fully an information paper was provided to our Service Management Board (January 2020) which analysed data from incidents occurring over the last five years requiring the attendance of LFR specialist/ technical capabilities. This report provided detail on the following capabilities:

- Bariatric response
- Animal rescue large
- Rescues from height (Tech Rope)
- Swift water rescue
- Large transport incidents
- Collapsed structures

Further information relating to this work can be obtained on request. The outcomes of the review will be published for consultation towards the end of 2020. Potential changes to delivery will not be implemented until the 2021/22 financial year.

6 MEASURING SUCCESS

As outlined above, our response strategy is developed with a primary aim to mitigate identified hazards and risks across the county as identified within our CRP document.

We measure success against a number of formal key performance indicators which we report on monthly through our internal performance board. The data is reflected on our management tools and actions to improve performance captured within our annual Service Plan as updates.

The Key Performance Indicators are reviewed on an annual basis, with targets set for the identified performance indicators based on the annual success and a drive for continuous improvement.

Whilst we have a formal methodology for measuring success, (as outlined above), service to our communities and keeping people safe is our primary aim. We will measure success against the identified 'objectives' in section 4 of this document, and will formally report on these when reviewing our Integrated Risk Management Plan at the end of the delivery cycle. Further detail can be found in our Evaluation Framework.

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

The Service Assurance department will manage, monitor and record the audit/debrief process. This will enable any recommendations to be investigated with any identified issues or trends addressed informally or more formally through the LFR Operational Learning Board (OLB).*

The overarching objective of the board is to establish good practice and address learning identified through service assurance in line with National Operational Guidance (NOG).

Operational audits will be conducted at all incidents involving five pumps or more and at incidents where the learning would benefit the wider Service. The scope of the audit is to assure that systems, personnel and equipment are suitable to deliver successful outcomes to that incident. A debrief will be completed at an appropriate level after all incidents.

Any learning identified will be evaluated through the Operational Learning Board (OLB) and shared (internally) through key findings or case studies and externally through Joint Operational Learning (JOL) or National Operational Learning (NOL). (These areas are detailed within Quality Assurance Guidance Note 2 which includes

a flowchart to assist with determining the correct levels of operational debrief to apply).

It is also important we act on feedback from members of our communities. Following operational incidents attended we provide a feedback form that allows the individuals we have supported to comment on our performance. Every piece of feedback is reviewed and identified learning opportunities are acted upon.

8 PROVIDING VALUE FOR MONEY

We are committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan will be supported by this framework, and providing value for money will be considered in all key decisions.

Through the life cycle of our CRP we will continue to review the way we deliver our response function. We will explore options of how we can continue to deliver the high standards of service to our communities whilst looking for new and innovative ways to ensure the safety of all individuals remain at the forefront of our actions. To allow us to deliver our response function a significant portion of the annual budget is allocated to this area.

Following a number of budget planning exercises, monthly reviews and monitoring activities are carried out to ensure we remain on target for the projected expenditure. Whilst it is important to continue to deliver an effective response strategy, the welfare of our staff and the safety of our communities remain at the forefront of planning and reviews. As mentioned previously in the Framework, development of partnership working is key to our long term aim of effective and efficient service delivery.

We will continue to review our operational working arrangements, challenging our delivery methodology. It has been calculated that within Lincolnshire the estimated cost of one of our firefighters, per person, per year is £19.63 with the national average £22.38. With 77% of our operational staff operating the 'on call' duty system, we are confident we can continue to deliver a cost effective service to our communities.

9 SUMMARY OF RESOURCING TO OUR RISKS

RISK	RISK TYPE	RESPONSE STRATEGY
1	Dwelling Fires	We have devised an 'Assured level of response' which we are currently recruiting to. This will provide an IOR across the county within a timeframe of 18-24 months (July 2021) Additionally, through liaison with the Prevention and Protection Department, areas highlighted as being increased risk from dwelling fires have been targeted for additional fire safety resources.
2	Road Traffic Collisions	Through examination of the data provided within the CRP, we have realigned the requirements of our Technical Response Unit replacement project to include provision of additional rescue capability at two locations in the county. Additionally, all front line appliances carry hydraulic rescue capability. Partnership working with the LRSP will be vital to mitigate the impact of this risk across the County.
3	Health and Wellbeing	Following a downturn in response rates we are undertaking a significant shift in the provision of support around co-responding and JACP which we hope will improve our ability to respond to medical emergencies.
4	Flooding and Severe Weather	The East divisional commander has responsibility for reviewing our East Coast Inundation Plan which provides detail of appropriate actions LFR will take to support evacuation and rescue but further to provide Forward Command Posts to enable an LRF led action plan to be put into place. The ECI plan is exercised in part annually and is flexible enough to provide similar flood response to events other than East Coast flooding.
5	Pandemic Flu	Our Business Continuity Manager has responsibility for ensuring our department/staffing BC plans are up to date and periodically reviewed. Our 'degradation plan' also identifies and outlines requirements of how and where we will resource to risk, prioritising our operational resources based on a scalable approach.
6	Non-Domestic Fires	The response to higher risk sites are planned through SSRI and TIP information gathered by our operational crews. PDA standards are built from the actual information gathered and an appropriate response to be able to mitigate any specific risks. COMAH and TIP sites which fall outside the 20 minute 'assured level of response' drive times attract increased frequency of visits with specific safety messages and additional planning where necessary.

7	Water Risks	LFR provides a swift water rescue capability which is matched to risk and demand, as identified within our CRP. This capability ensures an effective response to all water related incidents within Lincolnshire and can be deployed to flooding incidents both locally and nationally as required.
8	Residential High Rise	LFR recently increased the PDA to all high-rise premises to four appliances, an increase of one aerial, due to the reduction in average crew numbers and the introduction of three line attack firefighting tactics. Crews across the county train on high-rise procedures. A new duty officer role has been introduced to provide a link between operational activity and control room function.
9	Malicious Acts	LFR provides an MTA light team capable of helping in a response to a gun or knife based incident. We provide an IOR capability for any CBRNE event.
10	Heritage	Integrated Risk department recently (Feb 2020) received a comprehensive data set covering heritage risk within the county. LFR will review this data set over the next 12 months and refine our operational response accordingly.
11	Deliberate Fires	The Arson Task Force monitor operational incidents utilising a blend of fire and police incident data. Partnership working identifies trends and issues from an early stage, allowing for joint prevention strategies to be developed. Our Fire Investigation team maintain national agreed levels of competence and carry out investigations to support the causation of deliberate fires alongside police colleagues.

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LINCOLNSHIRE FIRE & RESCUE



PREVENTION & PROTECTION FRAMEWORK

2020 – 2024

Lincolnshire
COUNTY COUNCIL
Working for a better future

SHERMAN

Smoker

Hoarder

Elderly
or lives
alone

Reduced
mobility,
hearing
or visual
impairments

Mental
health
issues

Alcohol
misuse,
drugs/
medication
dependence

Needs
care or
support



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1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide Prevention & Protection activities to the local community as part of our Integrated Risk Management Plan (IRMP) 'Our Community Plan'¹.

This Prevention and Protection Framework is part of a suite of strategies (Fig 1) which jointly outlines how we mitigate the risks highlighted in our Community Risk Profile 'Understanding Risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents.

LFR uses a blended approach throughout the Frameworks to ensure resources are targeted to reduce the likelihood of emergency incidents happening in the first place; hence an area of increased risk will attract resourcing from Prevention, Protection and Response functions in a cohesive, strategic way aligned to the data supporting the Community Risk Profile document.

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the framework to be achieved will be provided and tracked through our annual Service Plan.

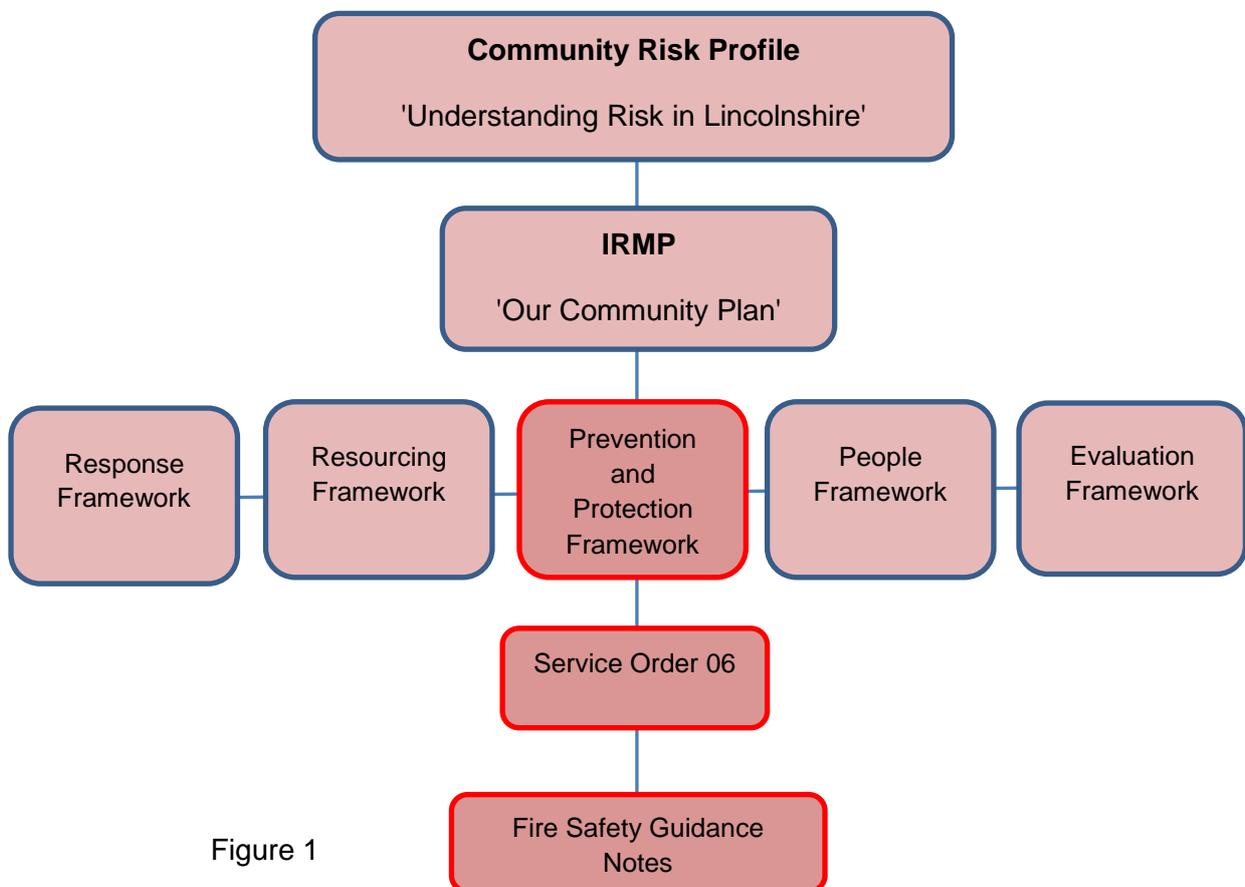


Figure 1

¹ To cut down on jargon we have rebranded the IRMP for the public as 'Our Community Plan'.

2 WHY DO WE HAVE A PREVENTION AND PROTECTION FRAMEWORK?

The aim of our Prevention and Protection Framework is to set out our priorities and aims in order to improve and enhance the safety of our communities. It outlines our community safety activities and sets out how they will be delivered. The Framework encompasses the following areas:

- Community Fire Safety (CFS)
- Community Fire Protection (CFP)
- Wider Community Safety activities to support our CRP

The Framework outlines how LFR will carry out its statutory and legislative responsibilities, utilising risk-based methodology, within its current financial constraints*.

The information and data supporting the Framework, in terms of resourcing to risk, is outlined within the Community Risk Profile 2020-24 which directly influences the policies and procedures. Specifically this Framework aims to mitigate the risks within our Community Risk Profiling document by providing an appropriate response to our community risks and helping to discharge some of our corporate risks.

LFR will ensure it complies with relevant statutory requirements contained within the following key pieces of legislation:

- Fire and Rescue Services Act 2004 (predominantly sections 7,8 and 9)
- Civil Contingencies Act 2004
- Regulatory Reform Order (Fire Safety) 2005
- Health & Safety at Work Act 1974

LFR will have regard to the Fire and Rescue National Framework for England publicised and updated by the current Government which sets out the Government's priorities and objectives for Fire and Rescue Authorities.

LFR is committed to delivering our prevention and protection activities in line with national best practice and will have policies and procedures in place which comply with (or exceed) relevant guidance in relation to prevention and protection activities?

3 OUR AMBITIONS

For prevention and protection, LFR has set the following ambitions for 2020-24:

- We aim to have zero accidental fire deaths in the county.
- We aim to ensure we attend calls where we are actually needed, reducing those which are caused by false alarms.

- We aim to provide support and advice, in conjunction with our partners, to our most vulnerable groups to improve the levels of safety within the home.
- We aim to ensure our locally determined risk based inspection programme targets the highest risk within the county to enforce compliance with the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies.
- We aim to ensure we have sustainable, effective and appropriately skilled teams to support our specialist protection activities.

4 OUR OBJECTIVES

LFR has set the following prevention and protection based objectives for 2020-24:

- We will improve the targeting of our Risk Based Inspection Programme to increase the number of fire safety audits determining unsatisfactory outcomes.
- We will embed, in a timely manner, any emerging fire safety issues arising from incidents of special interest, with particular focus on the tragic events from the Grenfell Tower fire.
- We will respond to Building Regulations submissions within 15 days.
- We will respond to new License Applications (Licensing Act 2003) within 21 days.
- We will respond to a complaint for premises related to the Regulatory Reform Order 2005 within two days.
- We will deliver a Safe and Well visit to people classed as critical, to reduce the risk of domestic fires and their consequences within five days.
- We will deliver a Safe and Well² visit to people classed as high risk, to reduce the risk of domestic fires and their consequences within 10 days and medium risk households within 30 days.
- We will identify and provide risk based support to households deemed to be outside our response strategy.
- We will ensure following a dwelling fire or other significant fire in residential premises, immediate prevention activities will be carried out.

5 HOW WE WILL ACHIEVE THIS

To achieve our ambitions over the lifespan of Our Community Plan, we have devised the following strategies and will resource accordingly; Prevention is covered in the wider arena of Community Fire Safety (CFS), with Community Fire Protection (CFP) looking at safety within the built environment.

² Home Fire Safety Checks (HFSC) by Operational Crews will transition to Safe & Well in October 2020.

5.1 Community safety

The CFS team aim to produce an annual CFS Campaign Plan. The Plan outlines LFR's areas of focus for the year and is developed by referencing the National Fire Chiefs Council (NFCC) campaign calendar, reviewing local incident data and referencing areas of identified risks within the County. Our annual Service Plan outlines specific themes and areas of focus, which are not necessarily aligned to national campaigns but form part of our core CFS work.

5.2 Vulnerable adults

Vulnerable adults are often most at risk from fire. By concentrating our CFS resources on those individuals we significantly reduce the level of risk of harm from fire in our communities. LFR uses a risk matrix to measure vulnerability. Analysis allows us to highlight the common vulnerabilities and develop actions in the delivery of our 'SHERMAN' strategy that was launched in 2019.

S - Smoker

H - Hoarder

E - Elderly or lives alone

R - Reduced mobility, hearing or visual impairments

M - Mental health issues

A - Alcohol, drugs/medication dependence

N - Needs care or support

LFR utilises referrals from partner agencies as a method of identifying vulnerable individuals and members of the community. With common vulnerabilities identified as part of the profiling exercise, a methodology for proactive identification of those classed as most vulnerable has been developed allowing the CFS department to target and support those most at risk. We will then arrive at the number of households deemed to be the highest risk based on the quartiles and then matching to Exeter³ data and if beyond 20 minute response.

5.3 Safe and well check (S&WC)

LFR continues to develop our 'Home Safety Visit' which has evolved in-line with the national direction of Fire and Rescue Services (FRS). The NFCC continue to be the main catalyst for development, with recent Government confirmation given to four main identified areas that should be included within a 'Home Visit'. These four areas

³ Exeter Data is a database of all patients over 65 registered with an NHS GP in England and Wales.

are: Fire Safety, Fuel Poverty, Mobility and Smoking cessation. We then use a risk matrix to allocate and prioritise visits to the most vulnerable as follows:

- Critical Risk - within 5 days (by CFS advocate and operational crews)
- High risk - within 10 days (by CFS advocate and operational crews)
- Medium Risk - within 30 days (by operational crews)
- Low Risk - Safe and Well pack

Whilst we will look to identify and support vulnerable individuals, we recognise that if we can also promote safety in the home, the foundations of a safer environment can be built on and developed.

Our Community Risk Profile identifies that a significant number of fire related injuries are caused in residential dwellings. Additional information outlines that a large proportion of injuries are caused by individuals attempting to tackle a fire once this on discovering this in their home.

5.4 Partnerships

Partnership working is vital to maximise the impact of LFR's community safety initiatives and activities. It is recognised that FRSs can play a significant part in keeping people safer in their own homes for longer and promoting wider safety initiatives. Partnership arrangements are recorded on our Partnership Register and reviewed regularly to ensure they remain fit for purpose.

5.5 Arson reduction

Deliberate fires constitute the largest single cause of major fires in the UK, although within the county over the last number of years the figures have declined. This is reflected by the reduction of deliberate primary and secondary fires being an important measure in the Council Business Plan as they impact directly on residents and business owners whose properties are damaged or destroyed.

Reference will be taken from the NFCC's Arson Reduction Strategy 2019-2022 with strategic aims considered when reviewing local activities and needs.

5.6 Post incident

Following a dwelling fire or other significant fire in residential premises, immediate prevention activities will be carried out by the operational crew. Depending on the nature of the incident, operational crews will review if the property has working smoke detection and whether they feel there are any safeguarding issues (classed as a 'Quick Hit' check). Control capture relevant information with details passed to

the local CFS advocate to follow up if required. Crews will not leave a premises until both areas have been looked at and confirmed.

Following the immediate actions carried out, a post incident response, either by our advocates or response crews, is undertaken within the local during the hours and days immediately following the incident. This involves talking to residents, handing out leaflets, arranging a safe and well/home safety check visit (where appropriate) and giving fire safety advice to households.

5.7 Safeguarding

The Care Act 2015 imparts a statutory responsibility on all public bodies to ensure the safeguarding of children and adults. Further details relating to our safeguarding arrangements can be found in Service Order 49.

5.8 Youth engagement

Engagement with children and young people plays an important part in securing the safety of our communities from fire and fire related accidents. Our main youth engagement activities are Fire Cadets, Firebreak and our Fire Intervention Scheme (FIS).

5.9 Road safety

RTCs with subsequent killed and seriously injured people, remain one of our highest risks. LFR is a key partner within the Lincolnshire Road Safety Partnership (LRSP) with the Area Manager Prevention and Protection, acting as Deputy Chair of the Strategic Board. To support delivery of road safety initiatives, LFR seconds a community safety advocate to the partnership. LFR supports the delivery of that plan with a programme of campaigns and activities set out in the Service Plan.

5.10 Water safety

Water risks associated with Lincolnshire can be found in the form of coastal water, reservoirs, natural lakes, ponds, canals, wetlands, dykes and rivers. Nationally in 2018, 263 water-related fatalities occurred with the majority involving young people between the ages of 20 and 25. A high percentage of water-related incidents occur in rivers.

5.11 Fire investigation

We investigate the cause of all fires reported to us within Lincolnshire, allowing us to fulfil our statutory obligations, prevent recurrence of faults, carelessness or neglect.

Fire investigation data helps to inform local and national trends as well as CFS, CFP and response activity. CFP may audit premises following fires and information can support enforcement action and prosecutions.

Specific details on how LFR conduct and manage Fire Investigation activities can be found in supporting guidance in Service Order 4.

5.12 Health and wellbeing

It has been recognised for some time that FRSs have the potential to be able to support the wider health and wellbeing agenda of the communities they serve. On a daily basis, operational crews engage with members of the community, supporting and observing the struggles and issues individuals may be experiencing. With 'Health and Wellbeing' identified as one of the highest risks in our CRP, it is important that our prevention activities support the mitigation and management as effectively and efficiently as possible.

5.13 Community fire protection

This section of our Framework outlines how we will manage and deliver our community fire protection activities. LFR is committed to monitoring the developing landscape of fire protection requirements and will ensure we prepare ourselves in the best possible way to meet the demands placed upon us.

Lincolnshire County Council's fire safety duties are in the main delegated to and discharged by LFR. The main duties are outlined in:

- Regulatory Reform (Fire Safety) Order 2005
- Fire and Rescue Services Act 2004
- Fire and Rescue National Framework for England 2018

The National Framework Document sets out the Government's priorities and provides the overall strategic direction to local fire and rescue authorities.

A priority in the Framework is for Authorities to develop and maintain an IRMP which must demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities.

As a result of the Grenfell Tower incident, we will continue to drive for improvement in our protection function, tackling risk in the built environment and supporting the Building Risk Review work that is overseen by the Fire Protection Board, our focus being:

- The Building Risk Review Programme which will deliver a review of all high-rise residential buildings over 18 metres by the end of December 2021.

- The Protection Uplift Programme which supports initial improvements in local protection capability.

5.14 Regulators Code

As a regulator whose functions are governed by this statutory Code, we must take this into account when developing policies and operational procedures that guide our regulatory activities. Our Service Enforcement Manual and Fire Safety Guidance Note 27 provide more detail on how we comply with the Regulators Code.

5.15 Primary authority

Primary Authority Schemes (PAS) were introduced in 2009 under the Regulatory Enforcement and Sanctions Act 2008 aimed at Local Authority Regulators reducing the burden on business through better, more efficient, coordinated activity. Our PAS Register provides details of those businesses we have entered into PAS agreement with.

5.16 Functions

The rules governing CFP activity have been significantly strengthened recently with a new Competency Framework for Fire Safety Regulators. It places strict definitions on the amount of knowledge and experience for all levels of Protection work within a Fire Authority. LFR are working towards full compliance with that competency framework.

5.17 Risk control and mitigation

We have a system for allocating CFP work which provides a definitive hierarchy and priority of tasks which aligns to our performance measures and Service Level Agreements. The hierarchy is as follows:

- Complaints
- Post fire
- Consultation
- Enforcement
- Risk based audits and inspections
- Thematic activities (including Petroleum, safety advisory group (SAG) and unwanted first signals (UwFS))
- Advice (including agency liaison)

Complaints will be dealt with on a risk based approach, depending on severity and credibility of the information passed and will be actioned within 24 hours of receipt.

Details of the complaint will be recorded on our Management Information System with resulting actions and outcomes documented.

5.18 Post fire audits

LFR will conduct an audit of all relevant premises (those not being single domestic dwellings) after a primary fire. Details of an incident will be reviewed and a risk based action apportioned within five days of the fire occurring. As a fire has occurred it is highly possible that the responsible person has failed to comply with the requirements of the Regulatory Reform (Fire Safety) Order 2005. Where that is not the case, we feel it is important to offer advice to reduce the risk of further fires occurring. Post fire audits and hazard spotting visits will be conducted by both CFP and operational crews.

5.19 Consultation

Under the Regulatory Reform (Fire Safety) Order 2005, Government Departments, Public and Local Authorities are required under certain circumstances to consult LFR as the Enforcing Authority. The purpose of the consultation is to seek comments regarding fire precautions necessary to meet the requirements of the Fire Safety Order. We respond to statutory consultations from other Authorities within nationally agreed timescales.

5.20 Fire safety audit

We use a process and form based on the NFCC Fire Safety Guidance Notes and Audit Form. The guidance has been adapted to suit local procedures and systems and requires specialist competencies together with authorisation in accordance with the Regulatory Reform (Fire Safety) Order 2005 and registration under PAS. To support the management of identified risk, Fire Safety Audits will be carried out by dedicated specialist Fire Safety Inspectors (trained to Level 4 Diploma in Fire Safety or equivalent).

5.21 Short audits

The Short Audit process is a regulatory activity undertaken with respect to premises identified for intervention by Fire and Rescue Authorities. It includes all work from gathering intelligence to the final disposal of any safety or business improvements identified. Site visits are necessary to evaluate the suitability of fire safety measures and the level of any residual risk.

The fire safety evaluation using the Short Audit form is the first step during a site visit. If the evaluation reveals that appropriate general fire precautions are in place (to suitable and sufficient standards for the premises) the inspection process can end

at that point. If the evaluation of fire precautions indicates residual concerns or identifies unacceptable risks to people in case of fire, the site visit should be escalated to the 2009 Audit form for a focused audit of the areas of concern. Escalation is used to determine whether safety has been provided or whether improvements in safety must be made.

Personnel trained to Level 4 Certificate Level in Fire Safety will be authorised to carry out short audits at medium risk premises as identified using LFR's methodology for risk identification.

5.22 Hazard spotting

Hazard spotting is carried out by non-specialist personnel, mainly operational crews and as a light touch by CFP personnel. Hazard spotting is not a regulatory activity and therefore no PAS registration is required. The process will be conducted under the Fire and Rescue Services Act 2004 and not as part of any regulatory activity (detailed in Fire Safety Guidance Note (FSGN) 23 (hazard spotting process)).

5.23 Thematic activities

Thematic audits or intelligence-led activities can be county-wide or specific to a local area and can be used to target emerging or increasing risks. The effectiveness of these activities is dependent on the quality of the intelligence received so information channels must be fully utilised and risk-profile information as accurate as possible. Internally processes implemented and detailed in FSGN 27 allow CFP activities to be reviewed and monitored with trends highlighted. At a local level this information is utilised to plan targeted themed activities.

5.24 Risk based inspection programme (RBIP)

Our RBIP triggers the vast majority of audits and hazard spotting visits undertaken by our CFP and operational crews. Our methodology groups premises into four risk categories. Our RBIP does not exist to generate enforcement action, its purpose being to target our resources effectively thus maintaining standards and reducing the likelihood of loss of life due to fire at the highest risk to life premises. The details are outlined in FSGN 28 (risk based inspection programme).

5.25 Petroleum

LFR is the Petroleum Enforcing Authority (PEA) for Lincolnshire with responsibility for ensuring those who keep and dispense petrol do not cause risk to the public or the environment. We discharge this duty by providing advice and guidance, audit and inspection and where necessary by taking enforcement action. Our petroleum

related activities are delivered by our Fire Safety Inspectors who are appropriately skilled and authorised.

5.26 Safety Advisory Groups (SAG)

The non-statutory Safety Advisory Groups were established to ensure public safety following a number of tragic accidents occurring at sports grounds across the UK. The SAGS are Chaired by the Prevention and Protection Manager and Technical Fire Safety Manager, with technical support and enforcement action delivered by our Fire Safety Inspectors.

5.27 Lincolnshire Event Safety Partnership (LESP)

LESP is a function of our Local Resilience Forum (LRF) and provides a strategic framework of consistent advice to local SAGs across Lincolnshire, enabling them to provide proportionate, timely and accurate guidance to event organisers. All members of LESP play an active role, based on their area of expertise and are committed to ensuring safety at the larger events taking place in Lincolnshire.

5.28 Unwanted fire signals (UwFS)

Our UwFS reduction policy seeks to reduce the incidence of UwFS through appropriate use of resources and statutory powers. The core elements of our reduction strategy are:

- Challenging calls where the only indication of fire is the alarm sounding.
- Employing statutory powers under the Regulatory Reform Order (Fire Safety) 2005 to improve the management of premises where it has been identified that this is poor.
- Charging where little effort is being made to effectively reduce the incidence of UwFS.
- Engagement and education to support fire safety arrangements within non domestic premises.

5.29 Fire protection advice and business engagement

We have a duty under Section 6 of the Fire and Rescue Services Act 2004 to give advice and promote fire safety, free of charge. When requested this advice extends to:

- How to prevent fires and restrict their spread in buildings and other property
- The means of escape from buildings and other property in case of fire

Where the Regulatory Reform Order applies, the advice given, and the promotion of fire safety, has to be consistent with national guidance and standards. We will deliver our duties in respect of the Regulators Code by providing advice in relation to non-domestic premises just as we do to support community safety.

Offering such advice helps us to support business, the economy and reduce the number of fires which occur by encouraging people to ask how they can make their premises safer. It can also help to reduce the time spent on enforcement activity. Whilst all our fire protection personnel, advocates and operational crews are able to offer general fire safety advice, technical advice is only offered by suitably skilled personnel.

5.30 Agency liaison

We will continue to work with partners and other agencies to share information and intelligence with the ultimate aim of improving our services and developing safety arrangements and compliance. By doing this we can direct resources in an intelligence-led manner thus reducing the burden or impact on businesses, fostering better agency relationships and supporting the business sector.

5.31 Support functions (competency, training and authorisation CFP)

The delivery of effective regulation depends on the competency of the professionals who carry out the work. Common regulatory competence standards, underpinned by a robust development process, maintenance of competence and comprehensive learning materials, are essential to effective service delivery.

We have a progression system in place which aligns itself to the Competency Framework. We have also implemented the Skills for Fire and Rescue National Occupational Standards (NOS) for Fire Safety provided by Skills for Justice and use a range of course providers to deliver training when required. CFP team personnel continue their development as evidenced in our organisational assurance process (FSGN 06).

Service Order 06 (Discharge of Fire Safety Duties) outlines training requirements and details the definitive levels of competence within LFR in relation to CFP activities. The skills gained will be maintained and built upon through career progression.

Authorisation in respect to the enforcement of fire safety and delegated legislation is managed by the Prevention and Protection Manager who arranges the necessary warrants for those personnel engaged in enforcement work and revokes those warrants where personnel leave the service or are no longer eligible. Warrants are only provided where the Prevention and Protection Manager is satisfied that the

individual has sufficient knowledge and skills and that the knowledge and skills have been properly maintained.

5.32 Regional Collaboration

Regional collaboration is important in the continued development and delivery of CFP activities. Regional collaboration provides an environment where managers can develop, share, implement and evaluate a broad spectrum of ideas and good practice. We actively engage in a range of fire protection forums both locally and nationally facilitated in the main by the NFCC.

6 MEASURING SUCCESS

We measure our success against a number of key indicators which we report on monthly through our internal Performance Board. The data is reflected on our management tools and actions to improve performance captured within our Service Plan as updates. Further detail can be found in our Evaluation Framework.

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

8 PROVIDING VALUE FOR MONEY

We are committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan will be supported by this Framework, and providing value for money will be considered in all key decisions. In practical terms our Community Plan is delivered by our annual Service Plan that clearly details what work is being completed within the Service. Each task has an owner who coordinates their assigned activities and logs progress within our service performance software. Further details on performances management can be found in our Evaluation Framework.

9 SUMMARY OF RESOURCING TO OUR RISKS

RISK	RISK TYPE	RESPONSE STRATEGY
1	Dwelling Fires	LFR continues to develop their 'Home Safety Visit' which has evolved in-line with the national direction of FRSSs. The NFCC continues to be the main catalyst for development, with recent Government confirmation given to four main identified areas that should be included within a 'Home Visit', namely: Fire Safety, Fuel Poverty, Mobility and Smoking cessation.
2	Road Traffic Collisions	RTCs with subsequent killed and seriously injured people, remain one of our highest risks. LFR is a key partner within the LRSP with the Area Manager Prevention and Protection acting as Deputy Chair of the Strategic Board. To support delivery of road safety initiatives LFR seconds a Community Safety Advocate to the partnership. LFR support the delivery of that plan with a programme of campaigns and activities set out in the Service Plan.
3	Non-Domestic Fires	<p>LFR has a system for allocating CFP work which provides a definitive hierarchy and priority of tasks which aligns to our performance measures and Service Level Agreements. The hierarchy is as follows:</p> <ul style="list-style-type: none"> • Complaints • Post fire • Consultation • Enforcement • Risk based audits and inspections • Thematic activities (including petroleum, SAG and UwFS) • Advice (including agency liaison) <p>COMAH and TIP sites falling outside the 20 minute 'assured level of response' drive times attract increased frequency of visits with specific safety messages and additional planning where necessary.</p>
4	Water Risks	Water risks associated with Lincolnshire can be found in the form of coastal water, reservoirs, natural lakes, ponds, canals, wetlands, dykes and rivers. Nationally in 2018, 263 water-related fatalities occurred with the majority involving young people between the ages of 20 and 25. A high percentage of water-related incidents occur in rivers.
5	Residential High - Rise	<p>As a result of the Grenfell Tower incident we continue in our drive for improvements in the protection function, tackling risk in the built environment and supporting the Building Risk Review work overseen by the Fire Protection Board, our focus being:</p> <ul style="list-style-type: none"> • The Building Risk Review Programme which will deliver a review of all high-rise residential buildings over 18 metres by the end of December 2021. • The Protection Uplift Programme which support initial

		improvements in local protection capability.
6	Malicious Acts	<p>We investigate the cause of all fires reported to us, allowing us to fulfil our statutory obligations, prevent recurrence of faults, carelessness or neglect.</p> <p>Fire Investigation data helps inform local and national trends as well as CFS, CFP and response activity. CFP may audit premises following fires and information can support enforcement action and prosecutions.</p>
7	Heritage	<p>Integrated Risk Department have recently (Feb 2020) received a comprehensive data set covering heritage risk within the County; this is supported by our Risk Based Inspection Programme. Information is shared between our Integrated Risk team and Fire Safety Team to ensure that identified risks are managed and mitigated. Fire Safety Inspections and regular familiarisation visits are carried out as per inspection programmes.</p>

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LINCOLNSHIRE FIRE & RESCUE

RESOURCING FRAMEWORK

2020 – 2024



Lincolnshire
COUNTY COUNCIL
Working for a better future



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1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide clarity about how we ensure we have the appropriate resources and robust governance to manage our finances and resources to support our Integrated Risk Management Plan (IRMP).

The Resourcing Framework is part of a suite of Frameworks (Figure 1) which jointly outline how we mitigate the risks highlighted in our Community Risk Profile 'Understanding Risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents (Service Orders and LCC Guidance documents).

LFR uses a blended approach throughout the Frameworks to ensure sufficient and appropriate resources are available to address both Community and Corporate risks. The Resourcing Framework is targeted to provide flexibility and assurance that resources are appropriate to our risk across all other Frameworks

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

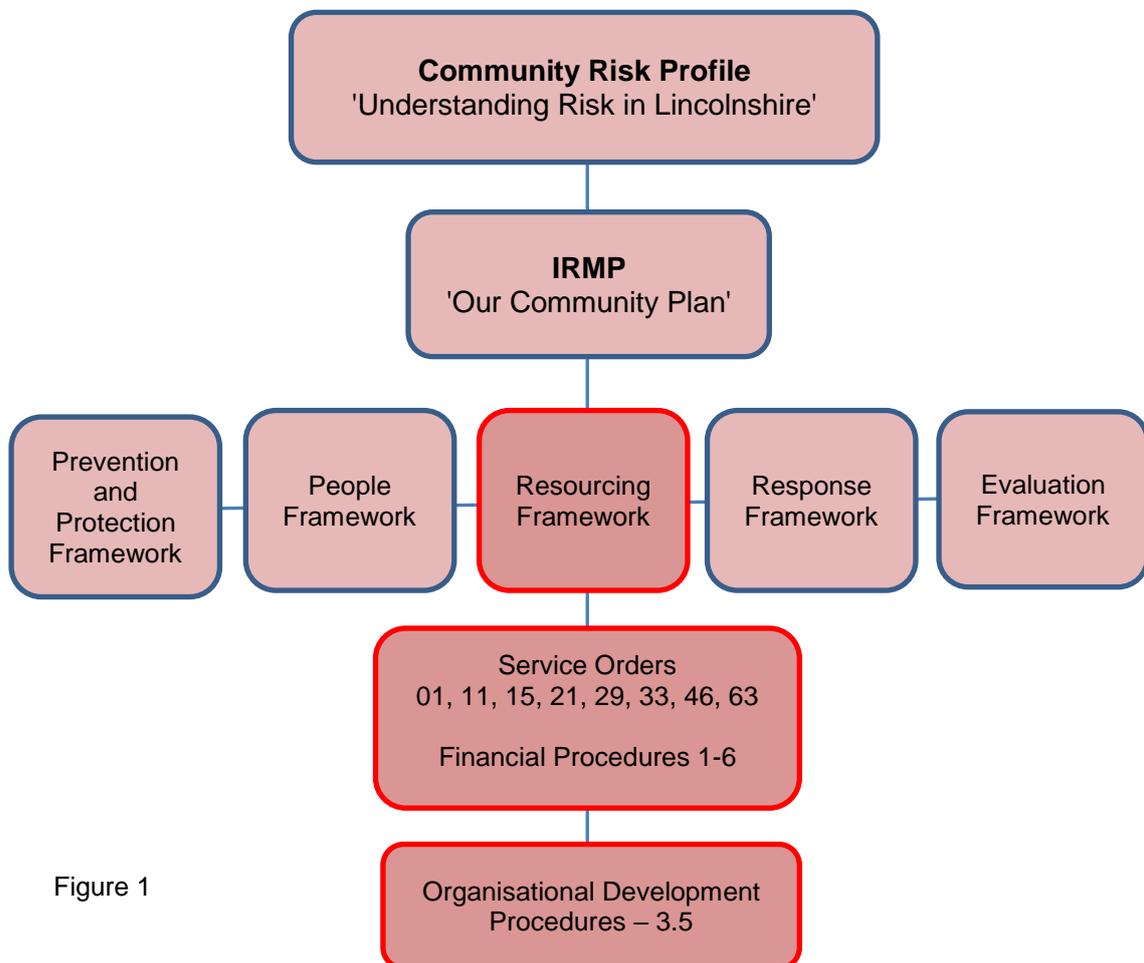


Figure 1

2 WHY DO WE HAVE A RESOURCING FRAMEWORK?

The aim of our Resourcing framework is to facilitate all the other LFR Frameworks and ultimately Our Community Plan by addressing a number of the Corporate risks by ensuring LFR has the appropriate level of governance to identify and provide resources to deliver our business, in line with robust and clear financial management .

This Framework outlines how LFR will carry out its statutory, legislative and corporate Lincolnshire County Council (LCC) responsibilities within its current financial constraints.

The information and data supporting the Framework, in terms of resourcing to risk, is outlined within the Community Risk Profile 2020-24 which directly influences decision making and direction of key meetings and processes when identifying resource requirements for short, medium and long term sustainability.

LFR will ensure it complies with relevant statutory requirements contained within the following key pieces of legislation:

- Fire and Rescue Services Act 2004
- Health & Safety at Work Act 1974
- Section 151 of Local Government Act 1972
- Local Government Finance Act 1988

LFR is committed to delivering our Resourcing Framework to enable a flexible and agile process to meet the risks outlined within our IRMP and to support our other core Frameworks (Response, People, Prevention and Protection and Evaluation). This Framework will give assurance that we are able to deliver against our risk with the appropriate amount and type of resources, in line with agreed budget. This will also outline the robust scrutiny necessary to ensure budget and resources are allocated and used in the most effective and efficient manner.

3 OUR AMBITIONS

For resourcing, LFR has set the following ambitions for 2020-24:

- We aim to ensure clear and robust scrutiny of budget management throughout the Service.
- We aim to provide effective and efficient use of resources to meet our risks.
- We aim to enable flexible and agile solutions for resourcing to support all other Frameworks in mitigating our risks.
- We aim to identify present and future resourcing requirements to meet the needs to mitigate our risks.

- We aim to have clear and transparent processes for decision making relating to resource requirements.

4 OUR OBJECTIVES

LFR has set the following resourcing objectives for 2020-24:

- We will produce monthly budget reports for Revenue and Capital reflecting actual and projected costs.
- We will deliver agreed services within 1% tolerance of agreed budget.
- We will have access to contingency funding to meet the demands of unplanned and unexpected events.
- We will have identified and utilised collaborative approaches in regards to procurement and/or partnership working to provide our resource requirements.
- We will ensure we have skilled and confident budget holders and managers within each role.
- We will ensure our equipment and kit is fit for purpose and enables us to deliver against our risk in a safe and efficient manner.
- We will ensure our people have the ability to progress and move to meet their personal ambitions and organisational needs.
- We will ensure our people have the skills to deliver in areas of their responsibility.
- We will ensure our projects and programmes are delivered within agreed timeframes and budgets.

5 HOW WE WILL ACHIEVE THIS

The Resourcing Framework identifies two key areas that will enable the Service to manage resources appropriately:

- Financial procedures
- Resource management

The blend of these two key areas will provide the budget and finances to enable key decisions to be made during the planning and reactive phases of our business. It is vital that there is a clear emphasis on the planning phase within this process so we are best placed to meet current and future demands from risk, along with any business continuity arrangements. We are acutely aware of the potential instability of budget allocation, which has a direct impact on our resources and therefore, the

most effective way to manage this risk is through sound planning and robust scrutiny and management of our budget.

As a County Council Authority we are required to manage our budget within the Financial Procedures as laid out in LCC Financial Regulations and Procedures document and subsequent Financial Procedures (1-6). Our Resourcing Framework outlines how LFR adheres to these procedures and allocates resources accordingly.

5.1 Financial procedures

LFR's Financial Procedures ensure our Revenue and Capital programmes are planned and managed through regular scrutiny meetings and reports supporting the LCC Financial Procedures as follows:

1. **Financial management, financial planning and financial systems**
(including policies and standards, system and records, virement, year-end procedures and accounts, budget management, monitoring and control, reserves and balances)
2. **Risk management and internal control**
(including risk profiling and responsibility, counter fraud, insurance, information and information systems, provision of adequate audit, relationships with external audit and other inspection regimes)
3. **Accounting records**
(including accounting records, accounting policies, year-end procedures, capital accounting, VAT, CITDS, Income Tax and National Insurance)
4. **Control of resources and assets**
(including information security, inventories, stores, disposals, intellectual property, management of data and information, retention and disposal of records staffing, treasury management, loans to third parties, bank accounts, imprest accounts, cash management, trust funds.)
5. **Income and expenditure**
(including goods and services ordering, payment, leasing, staff and Member payments, income monitoring, receipting, banking)
6. **External arrangements**
(including partnership arrangements, external funding, provision of services to other bodies, other funds, commercialisation)

Revenue budget can best be described as our budget required for day to day running of the Service and Capital budget as budget to replace and improve our equipment, PPE and infrastructure.

Our finances are managed through our Budget Managers meetings held on a monthly basis and chaired by a Brigade Manager with LFR budget managers and LCC finance officers attending. The purpose of this group is to plan and manage the annual budget from planning, monitoring and reporting to ensure LFR adheres to the Financial Procedures outlined above.

5.1.1 Financial planning

On an annual basis all budget managers provide a planning assumptions document for their area that highlights the revenue budget required to meet the resource needs to deliver the agreed outcomes of the Service,

These planning assumptions have direct links to activities and resources and full costs to deliver in each area against the IRMP and supporting Frameworks. The planning assumptions will give clear information on how our revenue budget is allocated to each area as follows:

- Response
- Prevention and protection
- Corporate (organisational development , operational support, fleet, commercial, administration)
- Staffing (wholetime central staffing costs per department)
- Emergency planning
- Additional Service costs (Service subscriptions, additional pension costs, premise insurance etc)

The capital planning assumptions document outlines the planned capital budget required to support projects, fleet replacement, equipment replacement and IT provision to enable LFR to function and respond to the risks identified. The capital budget plan covers a five year period and is grouped into the following areas:

- IT and communications
- Site works
- Fleet
- Equipment

These planning assumptions are grouped together to form the annual budget build required for sign off at LCC Executive prior to confirmation of the allocated budget for LFR.

The required budget will include agreed allocation from LCC along with other areas of funding such as Section 31 grants, collaboration grants, income generation and any other specific agreed additional income.

Financial planning will also include the risks that impact on budget setting in future years. It is required to understand the national and local economic picture in terms of potential austerity or prosperity and manage our resources accordingly. It is responsible to ensure there are plans in place to identify how we would resource the Service to meet our risks within a fluctuating financial environment.

5.1.2 Financial monitoring

The planning assumptions documents form the basis of the monthly monitoring process to ensure LFR has the confidence and assurance that any variances of activities and resources, having an impact on the agreed budget, are understood, agreed and mitigated.

It is accepted that through the lifecycle of the budget relating to the planned assumptions, there will be variances needing to be mitigated. These variances can be imposed due to external factors such as legislative changes, unplanned significant events or conscious decision making by LFR to allocate resources to new or emerging risks.

The LFR monthly Budget Managers meeting feeds into the LCC Corporate Leadership Team on a monthly basis to provide an accurate profile of variances and progress of the agreed budget with clear narrative of mitigation of identified risks. This discharges LFR's responsibility to ensure regular and robust monitoring of budget management in line with LCC procedures.

5.1.3 Financial reporting

To ensure our reporting process has access to the required data LFR utilises the budget management systems provided by LCC. All budget managers and budget holders have access to their specific areas to enable interrogation at all levels with support from LCC finance officers.

Budget holders meet with their budget managers on a monthly basis to provide detailed reports against the planning assumptions. Budget managers will provide their reports for budget managers meetings with a clear narrative on the actions taken to manage and mitigate the variances.

An example of expected activities to mitigate financial risk would be in terms of the unplanned cost associated with responding to a significant event or emergency such as

wide scale flooding. The budget manager would evaluate the costs and confirm if this met the Bellwin Scheme¹ requirements, and if so manage the process to claim back cost through the recognised scheme.

Where capital budget is aligned to agreed projects, this is reported at Programme Board to ensure progress and risks are identified at the earliest stage and any remedial action required by project managers is taken to ensure accurate reporting of progress is achieved. All significant unplanned costs identified will be highlighted as soon as possible to enable LCC CLT to consider the use of the emergency contingency reserves within LCC if required.

On an annual basis LFR will produce a Financial Statement of Assurance that summarises the annual budget outcomes, along with a summary of variances against allocated budget and planned assumptions. It also gives assurance and evidence of compliance to LCC Financial Procedures.

5.2 Resource management

Our resource management is designed to enable LFR to be agile and adaptive to provide resources to meet the risks outlined within the IRMP in line with agreed budget for the Service. This is achieved by having a blended approach of short, medium and long term planning requirements and ability to react to emerging risks and business continuity arrangements. These will be met through agreed governance process.

Our resources are broadly split into two areas:

- Our people and skills
- Our equipment and buildings

We manage our resources through several key groups, with our Operational Support department being the lead area in the development and procurement of our kit and equipment. The functional groups that are discharged with the responsibility to meet the resourcing needs of the Service are:

- Internal Resourcing Board (IRB)
- Research Development and Implementation Board (RDI)
- Programme Board

¹ *The Bellwin Scheme is a UK Government emergency financial assistance which 'reimburses local authorities for costs incurred on, or in connection with, their immediate actions to safeguard life and property or to prevent suffering or severe inconvenience as a result of a disaster or emergency in their area'.

5.2.1 Internal resourcing board (IRB)

IRB's primary function is to consider internal resourcing issues and any new requirements to staffing for LFR to enable departments to deliver against the identified risks within the IRMP.

To have a clear picture of resourcing requirements of our people, IRB holds responsibility for the workforce planning programme that identifies, as accurately as possible, the future profile of the Service in terms of potential leavers and skill requirements. This enables joined up planning of recruitment, promotion and budget requirements for the short, medium and long term.

IRB is responsible for ratifying our people's promotions and movement across the Service at all levels. Our Core Progression Framework policy confirms that IRB will ensure openness and transparency and balance the needs of our people and organisational delivery to ensure we have the correct people in the right posts, to effectively enable the Service to function.

IRB manages transfer requests across the Service to ensure personnel are enabled to move areas if required where these can be facilitated by the Service. IRB ensures all HR considerations are accounted for when responding to any request.

IRB has the autonomy to manage vacancies appropriately to meet the needs of the Service and recommend additional skills or skilled personnel as appropriate. The IRB gives managers a conduit to raise any areas where there may be resourcing gaps in terms of people and skills. These will be considered and responded to in conjunction with budget managers to have the flexibility to move, increase, decrease resources to reflect changing or emerging risks.

Outcomes of IRB decisions are communicated on a monthly basis to Service Delivery Board members to disseminate throughout the Service.

5.2.2 Research, development and implementation board (RDI)

The RDI primary function is to ensure it has an effective mechanism to develop, introduce and maintain operational equipment and systems of work. The group has a cross section membership of all departments and is facilitated through working groups and representative body engagement.

RDI enables personnel to identify areas of improvement or gaps in our resource provision and to facilitate recommendations to resolve through research and development. RDI will monitor national and future developments, along with local risks, to ensure we are equipped to meet the needs of current and future risks to the best of our abilities.

RDI will manage the process of producing business cases for additional resources not within our current capital plan or Programme Board to go to our Senior Management Board for due consideration.

5.2.3 Programme board

Our Programme Board manages the on-going projects agreed through our Senior Management Board. The purpose of this Board is to provide programme and project support and scrutiny in terms of deliverables against the agreed business case.

Programme Board will drive through future improvements for our resource requirements to meet current and future demands. This will be carried out within a clear and robust project management culture and all project managers are required to update progress, risk and issues on a quarterly basis.

Our capital reporting process is directly linked in with Programme Board to ensure agreed capital aligned to each project is being monitored and managed appropriately.

6 MEASURING SUCCESS

LFR measures success against a number of key indicators which are reported on monthly through our internal Performance Board. We also have clear indicators within our annual Service Plan for key pieces of work relating to resources. The measures are:

- Produce monthly budget reports for revenue and capital reflecting actual and projected costs.
- Deliver agreed Services within 1% tolerance of agreed budget.
- Access to contingency funding to meet the demands of unplanned and unexpected events.
- Identified and utilised collaborative approaches in regards to procurement and/or partnership working to provide our resource requirements
- Ensure we have skilled and confident budget holders and managers within each role.
- Our equipment and kit is fit for purpose and enables us to deliver against our risk in a safe and efficient manner.
- Our people have the ability to progress and move to meet their personal ambitions and organisational needs.
- Our people have the skills to deliver in areas of their responsibility.
- Our projects and programmes are delivered within agreed timeframes and budgets.

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

To ensure we learn from our Resourcing Framework outcomes, we review within our key meetings the areas we can learn from in either improving our processes and reporting, or learning from the outcomes to see if they can be improved.

Within our Financial Procedures there is scrutiny at all levels from budget holder to LCC Executive Committee, in order to continually review and comment on areas of learning from our budget management processes and delivery. This is fed into our Budget Managers meetings by our LCC finance officers and from budget managers.

Within our resource management of our people we ensure we review our agreed outcomes from feedback via department heads in terms of our promotion, transfer and movement of people. We ensure an independent manager is invited to our IRB meetings to offer advice and guidance on matters being discussed and feedback for learning on any areas relating to our people.

We also analyse trends within our HR meetings in terms of grievance, absent management and discipline hearings to identify individual and organisational learning. This is fed into our Service Delivery Board to identify solutions for improvement.

Within our projects, we have review periods agreed when implementing new procedures and equipment to ensure we not only learn from the new procedure or equipment, but we also learn from the process of the evolution of the project to see if we can do it better in the future.

Often the resource requirement are products of areas of learning identified within our Operational Learning Board that recommends actions to ensure the Service learns from local, and national operational environment.

8 PROVIDING VALUE FOR MONEY

The Fire and Rescue National Framework for England 2018 seeks to embed the Home Office reform programme which requires Fire and Rescue Authorities to transform commercially with more efficient procurement and collaboration. LFR will continue to contribute to the National Fire Chiefs Council (NFCC) Fire Commercial Transformation Programme by adopting its three key principles of:

- Standardised requirements
- Aggregated volumes
- Collaboratively managed contracts and suppliers

LFR will comply with LCC’s Contract and Procurement Procedure Rules, the Public Contract Regulations 2015 and statutory guidance issued by the Crown Commercial Service and all other UK and EU legal requirements in order to promote good commercial practice, public accountability and deter corruption.

LFR will check whether a suitable Framework Agreement exists before undertaking any commissioning exercise. Where a suitable Framework Agreement does exist, this will be used unless there is a good reason not to. LFR will adopt a collaborative approach to sustainable procurement by working with other authorities, agencies or existing partners to ensure value for money

LFR, through Procurement Lincolnshire, also seeks to use its spending power and influence to improve the economic growth, social and environmental wellbeing of Lincolnshire. We will ensure the safety, security and resilience of our procurement approach are considered and we deliver an approach which supports Procurement Lincolnshire's vision for greater equality, diversity and inclusion in Lincolnshire.

All procurement advertisements will be placed on Source Lincolnshire, Contracts Finder and on the NFCC procurement site. This enables LFR to deliver value for money through the full consideration of quality and whole life cost, protect and enhance the natural environment by reducing CO2 and other greenhouse gas emissions. Also to reduce waste, reduce unemployment by promoting local jobs and products and develop and maintain an ethical approach throughout the supply chain.

9 SUMMARY OF RESOURCING TO OUR RISKS

Our Community Plan drives the strategies we will adopt to mitigate the identified community and corporate risks. It enables us to match our resources to risk, and individuals to interventions and is used to effectively develop further detailed plans, such as our annual Service Plan. Our Resourcing Framework aims to mitigate the following Corporate Risks:

RISK	RISK TYPE	RESOURCE STRATEGY
1	Failure to maintain and develop the competencies and skills of the workforce	We utilise our Internal Resourcing Board to identify and allocate personnel resources in the right posts to have sufficient skills and knowledge to deliver against our risks.

2	Failure to maintain adequate equality and diversity policies	Our projects within our Programme Board have Equality Impact Assessments to ensure any project positively supports equality, diversity and inclusion in all new resources.
3	Failure to maintain an appropriately structured workforce	Our workforce planning process identifies the staffing requirements of the Service and our organisational development strategy monitors and manages the recruitment and development of our personnel. Service Management Board reviews the organisational structure and endorses business cases for additional/changes in staffing as required which is administered through Internal Resourcing Board.
4	Failure to ensure effective financial and performance management in the planning and delivery of Service activities	By ensuring we comply with LCC Financial Procedures 1-6 we will have confidence that we have robust financial management embedded throughout the Service. This will be monitored and managed through monthly Budget Managers meetings, with scrutiny and oversight by finance officers.
5	Failure to ensure appropriate Safeguarding procedures are in place	We will ensure we have qualified and skilled personnel available in all areas where safeguarding procedures are required.
5	Failure to respond to a major disruption of service ²	Our Business Continuity Staff Shortage plan has been reviewed as a result of the Covid19 emergency and LFR makes use of the flexibility of our on call personnel, relief workers and volunteers to ensure we can maintain an assured level of response.
7	Failure to manage and discharge health and safety responsibilities effectively	Risk assessment is a key factor trained throughout our LFR careers. Our management development programme is being developed to provide better skills and knowledge to undertake this function.
8	Failure to communicate and consult with all internal and external stakeholders	We ensure all our financial procedures, processes and actions are open and transparent and are scrutinised throughout LFR and at Public Protection Scrutiny Committee. Our accounts are also public documents. Outcomes of our movement of our people via our IRB are discussed with our managers and communicated to all staff, where appropriate.

² Resulting from staff shortage,

9	Failure to identify and engage with partners, both locally and nationally, to deliver efficiencies and ensure effective inter-service and inter-agency operations	We ensure collaboration is considered for all projects that are managed through Programme Board. We are on several key regional working groups and have access to national frameworks when considering operational procurement.
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LINCOLNSHIRE FIRE & RESCUE

EVALUATION FRAMEWORK

2020 – 2024



Lincolnshire
COUNTY COUNCIL
Working for a better future



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1 INTRODUCTION

Lincolnshire Fire and Rescue (LFR) provides an emergency service to the communities of Lincolnshire's 740,000 residents and visitors; our services: Prevention, Protection and Response Frameworks are encompassed in our Integrated Risk Management Plan (IRMP).

Our IRMP is a long-term plan which outlines LFR's assessment of key risks to both our communities and the organisation itself. The IRMP drives the Frameworks we will adopt to mitigate those risks. The approach enables us to match our resources to risk, whilst complying with a range of national policies and procedures¹.

The primary purpose of evaluation, in addition to gaining insight into prior or existing initiatives, is to enable reflection and assist in the identification of future change. As a result an effective and cohesive Evaluation Framework is a key part of our service delivery. To put it plainly, unless we are clear of the outcomes of our actions and the benefits to the community and staff then why are we doing them?

The Service has operated under a performance culture for many years, outlined in:

- Service Order 60: Performance Information and Data
- Service Order 56: Service Planning and Performance
- Service Order 13: Integrated Quality Assurance

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:

- LFR Performance Management Board (PMB)
- Members of the Public Protection and Communities Scrutiny Committee

This Framework will be refreshed annually to ensure it remains fit for purpose and will be the key document which enables data driven decisions to be made in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

This process will ensure we direct our resources effectively by employing a number of supporting Frameworks (Response, Prevention and Protection, People, Resourcing and Evaluation) designed to mitigate those risks arising from our IRMP in 'Making our Communities Safer, Healthier and more Resilient'.²

¹ Fire Service Act 2004, National Framework Document 2004, Civil Contingencies Act 2004

² Lincolnshire Fire and Rescue's Annual Service Plan

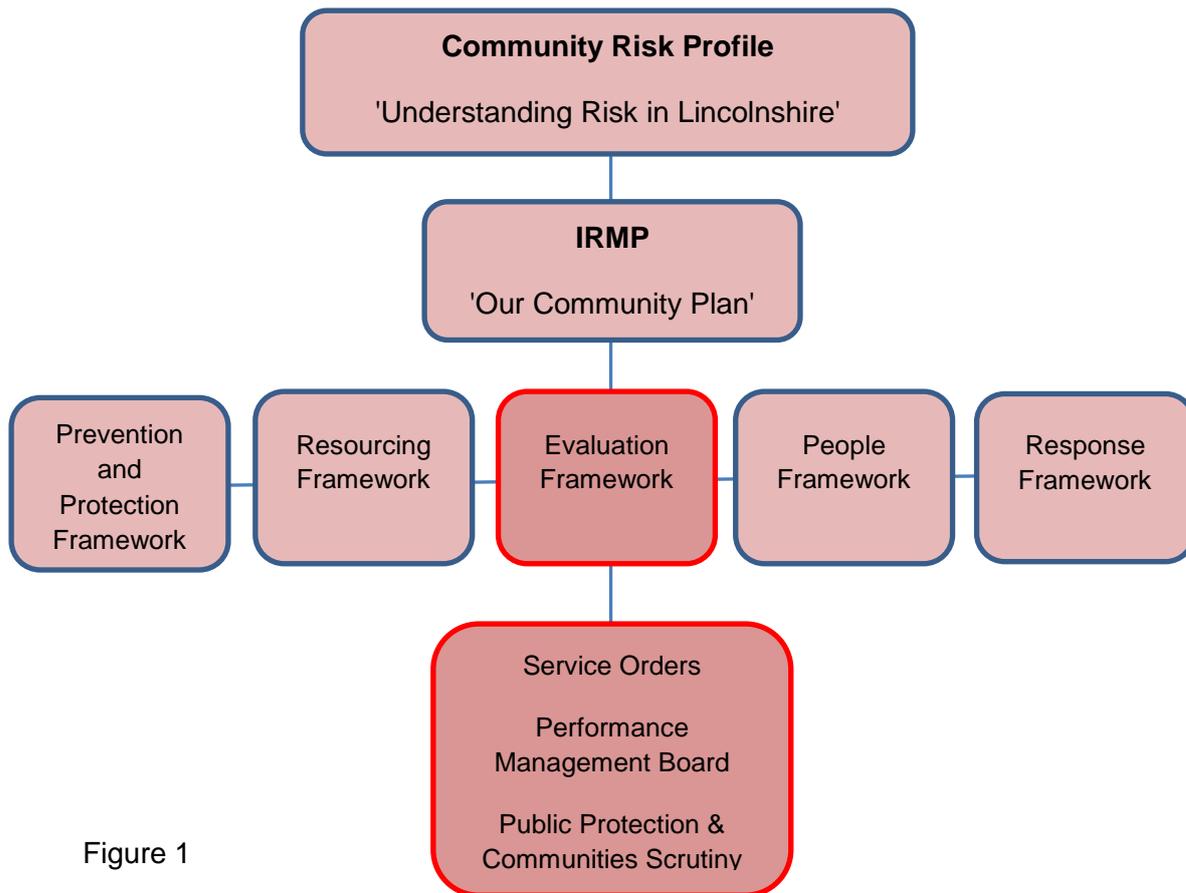


Figure 1

2 WHY DO WE HAVE AN EVALUATION FRAMEWORK?

The aim of our Evaluation Framework is to make sure we are actively reviewing our measurable objectives to ensure the outcomes we focus on as a service are being delivered in the most efficient and effective manner.

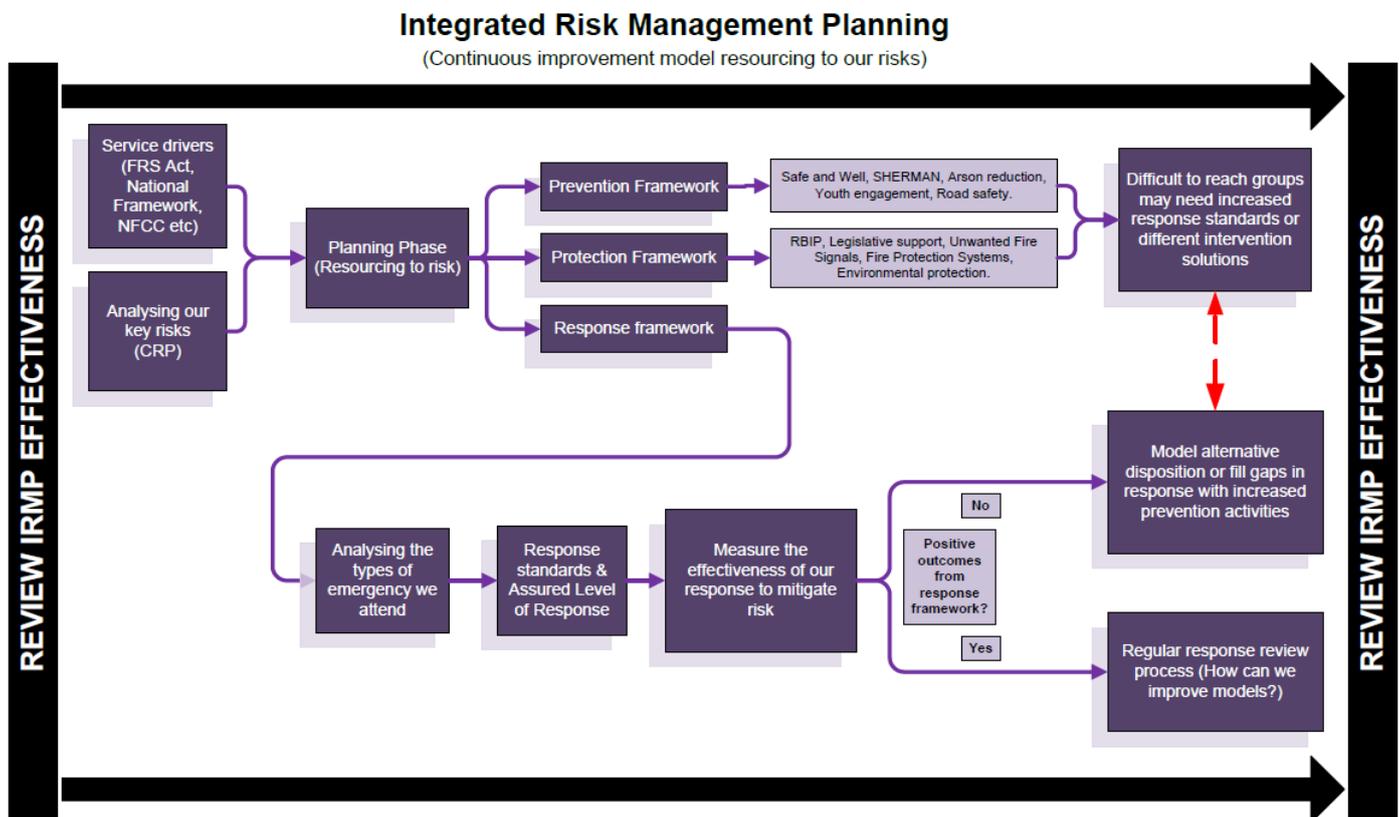
The Framework outlines how LFR will carry out its statutory and legislative responsibilities, utilising sector leading methodology, within its current financial constraints.

The information and data on which our suite of Frameworks and the IRMP are built, provide baseline information on which we are able to ascertain, over time, the effectiveness of our blended approach to mitigation of our risks.

Specifically this Framework aims to provide clarity on how the process of IRMP is reviewed and refined on a constant basis with the intent of making LFR a dynamic learning organisation.

LFR will have regard to the Fire and Rescue National Framework for England publicised and updated by the current government which sets out the Government's priorities and objectives for Fire and Rescue Authorities.

LFR is committed to developing our Evaluation products in line with national best practice and will use sector support to help build in-service capability over the life of the IRMP.



3 OUR AMBITIONS

For Evaluation, LFR has set the following ambitions for 2020-24:

- We aim to improve or analysis of data to become more effective and efficient.
- We aim to ensure our community has a clear understanding of our performance.
- We aim to develop a learning organisation.
- We aim to ensure our measures are aligned to the outcomes the public expects from their Fire and Rescue service.
- We aim to ensure we have data-driven methodology which allows the service to remain agile over the life of the IRMP and react to emerging risks to our delivery models.
- We aim to support continuous improvement throughout the organisation.

4 OUR OBJECTIVES

LFR has set the following evaluation objectives for 2020-24:

- We will provide clear strategic aims with outcomes which can be measured throughout the supporting Frameworks and Service Plan.
- We will report progress against targets within the Service Plan on a monthly basis to Performance Management Board.
- We will highlight areas of concern to the Corporate Leadership Team.
- We will report to the Public Protection and Communities Scrutiny Committee bi-annually on service performance.
- We will provide robust systems to enable regular reporting of performance data.
- We will retain sufficient, professional, competent and knowledgeable staff within the performance team.
- We will measure activity through a suite of appropriate national and local performance indicators and qualitative assessment.
- We will maintain performance management and reporting systems to ensure up-to-date information is available to the end user in a timely manner.
- We will retain service data in a cleansed format for appropriate timeframes in a secure manner.
- We will ensure we collaborate with other blue light services and Lincolnshire County Council partners to inform best practice and to improve our ability to measure success.
- We will carry out annual assessment of evaluation activity.
- We will collate and provide annual report suggesting options to improve efficiency and effectiveness against all measures.
- We will learn from our operational activity (through the Operational Learning Board) and our wider service activity (through the Service Delivery Board)

5 HOW WE WILL ACHIEVE THIS

5.1 Evaluation principles

We will use the following guiding principles in our approach to evaluation:

- **Systematic Inquiry:** we will conduct systematic, data-based inquiries about whatever is being evaluated. This requires quality data collection, including a defensible choice of indicators, which lends credibility to findings. Findings are credible when they are demonstrably evidence-based, reliable and valid.

The information obtained by evaluation will be comprehensive and timely, and thus serves to provide maximum benefit and use to stakeholders.

- **Transparency:** we will evaluate our activity in a clear transparent manner. In developing a learning organisation we want all our staff to be open to feedback, so transparent evaluation activity is key. Transparency will be ensured through all audits, reviews and plans.
- **Integrity/honesty:** evaluators ensure the honesty and integrity of the entire evaluation process. A key element of this principle is freedom from bias in evaluation and this is underscored by three principles: impartiality, independence and transparency.

5.2 Evaluation development

LFR is committed to improving how it evaluates its processes and performance. The following will be developed during the lifecycle of Our Community Plan 2020-24 to give us improved evaluation processes.

5.2.1 Peer review process development

During the lifecycle of Our Community Plan 2020-24, LFR will develop a peer review process with neighbouring and similar demographic Fire and Rescue Services. Having external scrutiny and feedback on our processes and performance, will assist our development of a learning organisation.

Peer reviews will be developed using a methodology aligned to Her Majesty's Inspectorate for Constabulary and Fire and Rescue Services (HMICFRS). This will provide a measure of performance against the judgment criteria used by HMICFRS, and will drive improvement through internal action plans.

5.2.2 Internal audit department

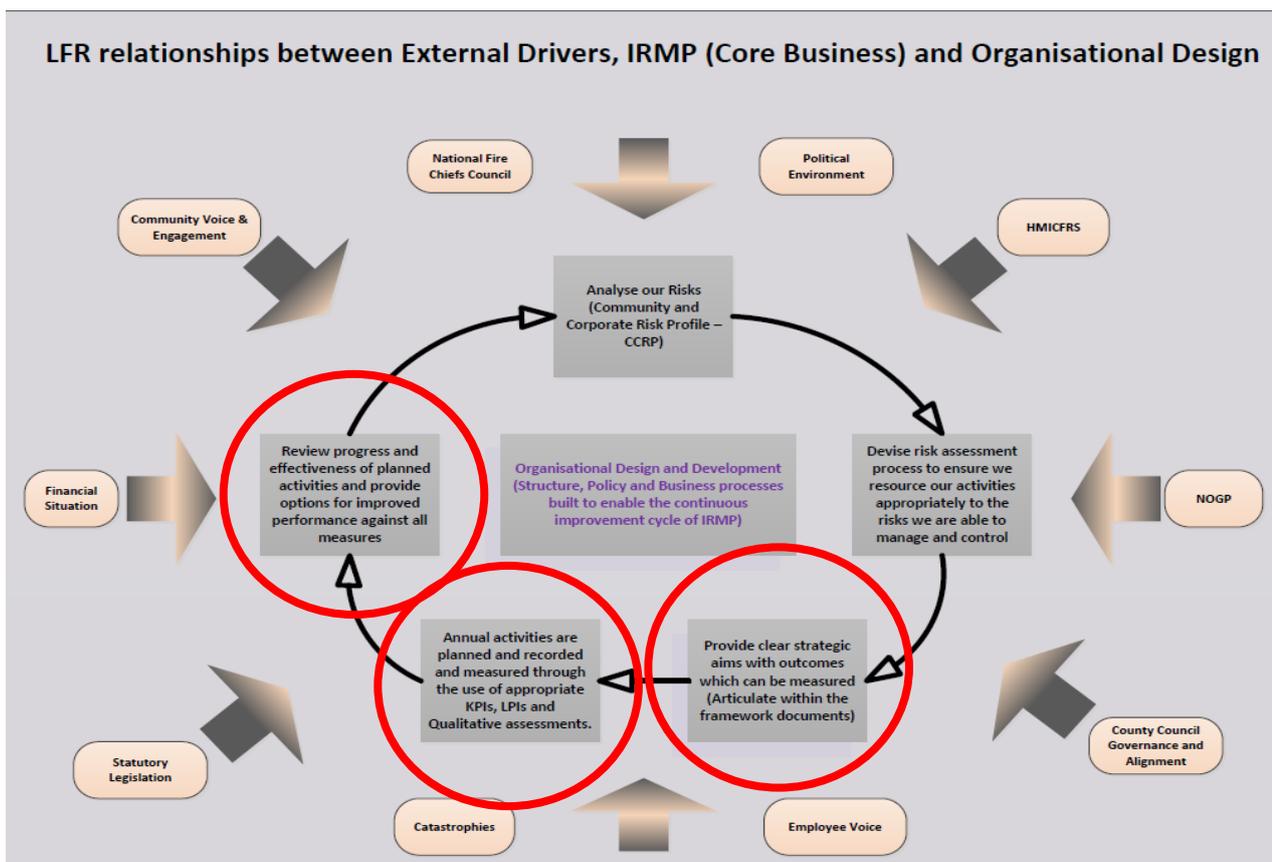
The internal audit process will be developed and updated for both station and department audits. The assurance department will refresh the audit criteria to ensure the process is more effective at evaluating current standards and performance of stations and departments. The criteria will be updated to provide better alignment with HMICFRS methodology.

All stations and departments will be audited annually by a manager from another department to ensure objective assessment. The results of audits will be collated centrally and reviewed for any trends in performance or standards.

5.2.3 External evaluation of prevention activity

LFR is committed to improving its evaluation of prevention activity. During the lifecycle of Our Community Plan 2020-24, the Service will commission an external evaluation of our prevention activity by The University of Lincoln. This work aims to provide a greater understanding of the impact our prevention activity has. The results of the review will be used to review the Prevention and Protection Framework.

6 MEASURING SUCCESS



We produce an annual Service Plan which provides the detail on how we will deliver our supporting Frameworks along with forming a key aspect of department planning which will be linked to individual Personal Development Reviews.

This process will ensure we have a golden thread of activity in creating a performance management culture. This is managed as part of our performance structure with focus on the work being completed by our teams along with any collaboration we are involved in.

We measure our success against a number of key indicators which we report on monthly through our internal Performance Board. The data is reflected on our management tools and actions to improve performance captured within our Service Plan as updates.

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four areas of focus. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created this Evaluation Framework to underpin Our Community Plan 2020-24. This sets out how we will evaluate and learn from all our activity.

Running through our Frameworks are a number of ambitions and objectives which enable the service to measure our success against our intended outcomes. These objectives form the basis of our performance measures and will be reviewed on an annual basis.

8 PROVIDING VALUE FOR MONEY

LFR is committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan 2020-24 will be supported by this Framework, and providing value for money will be considered in all key decisions. The Evaluation annual report will help inform the service of ways to improve activities to provide better value for money.

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Open Report on behalf of Les Britzman, Chief Fire Officer

Report to:	Public Protection and Communities Scrutiny Committee
Date:	17th March 2020
Subject:	Lincolnshire Fire and Rescue Integrated Risk Management Plan 2020 – 2023 Consultation

Summary:

Lincolnshire Fire and Rescue’s Integrated Risk Management Plan (IRMP) for 2020 – 2023 sets out how we plan to mitigate risks over the next 3 years.

Actions Required:

Members of the Public Protection and Communities Scrutiny Committee are invited to consider the comments we have received from the members of the community and make recommendations for consideration.

1. Aim

The aim of this paper is to update the Public Protection and Communities Scrutiny Committee on the forthcoming Integrated Risk Management Plan (IRMP) for Lincolnshire Fire & Rescue.

1.1 Lincolnshire’s IRMP – Community Safety Plan

Our IRMP is a long-term plan which outlines Lincolnshire Fire and Rescue’s assessment of key risks to both our communities and the organisation itself. The IRMP drives the strategies we will adopt to mitigate those risks and enables the service to match our resources to risk, and individuals to interventions. We use the IRMP to develop further detailed plans, such as our annual service plan and the directorate plan.



1.2 Engagement

The engagement process of an IRMP is the key aspect in including the community in the direction of their service. Running alongside the CRP and IRMP the Communications Team (LCC) have advised and supported the project in devising a clear community engagement strategy that commenced on the 13th January 2020. The communication and engagement with our staff, communities and partners is critical in ensuring we have a holistic and inclusive IRMP.

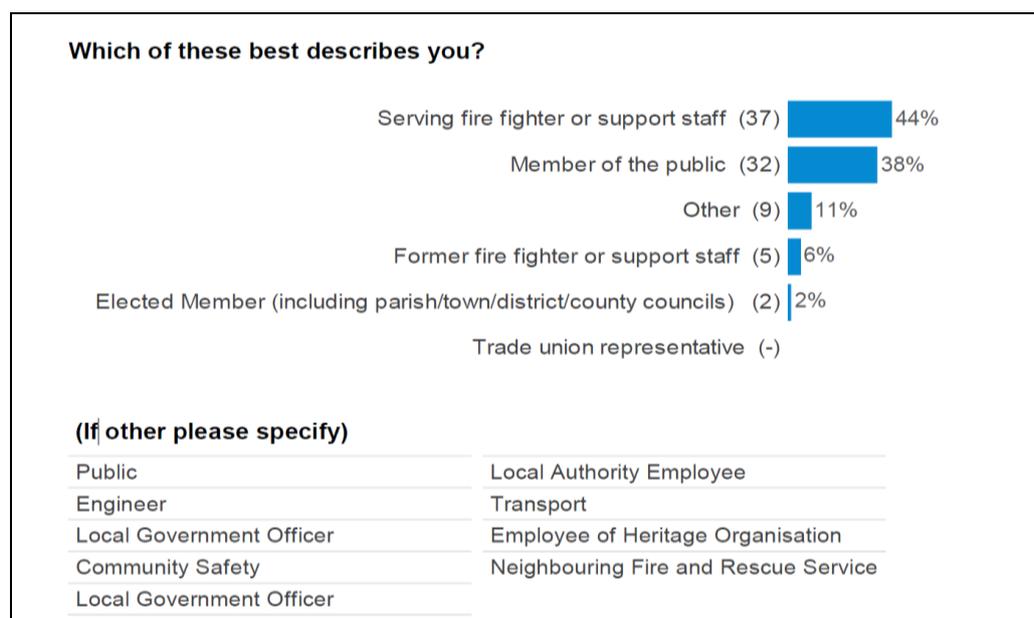
In addition we have worked closely with the LCC COMMS Team to create a public facing document, free from jargon along with being presented in an engaging manner. In addition, and for the first time in our consultation strategy, the COMMS Team have produced a video supporting this key area of engagement.



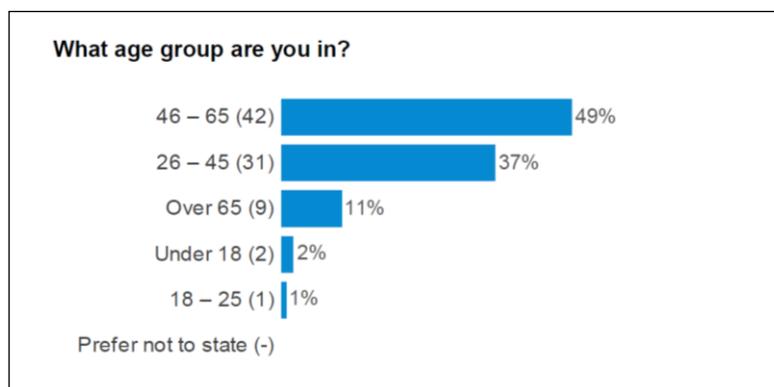
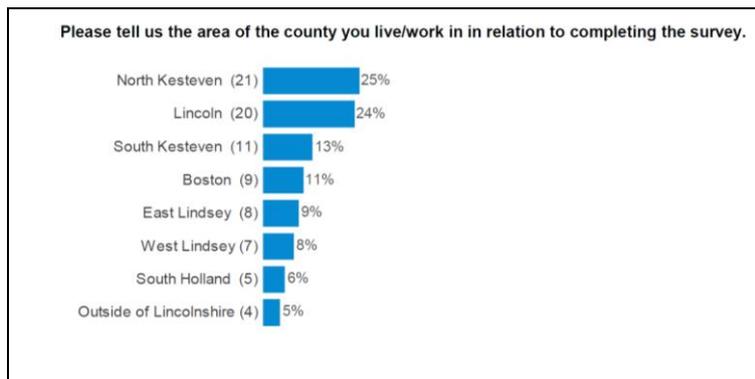
A full questionnaire is attached to this document; the survey can be accessed on the LCC / LFR Home page.

1.3 Community Profile

As part of the IRMP we consult with the members of the public to gain their views on the work we complete on their behalf, to date we have received 85 responses:

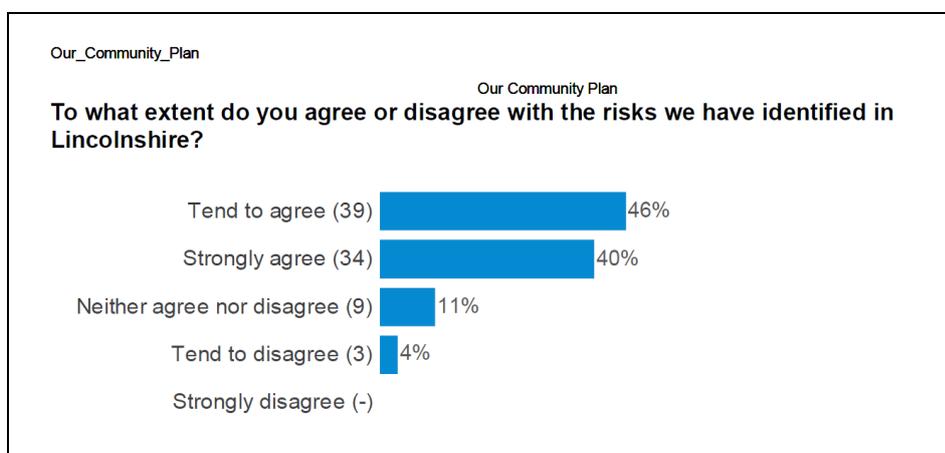


County Location & Age Range



1.4 Community Risk Profiling

To ensure we have a detailed understanding of our county we have completed a comprehensive review of the foreseeable risks within the county, of which is captured within our Community Risk Profile (CRP). We then asked the community, as part of the consultation, to comment on our work and if they agree with our plans and to seek alternative ideas. To date we have received the following comments:

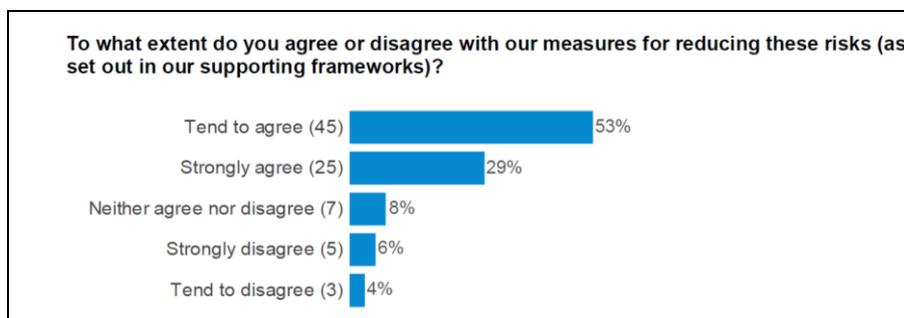


Example of respondent's free text:

- Drive times on the response element would be of assistance, along with how many risk based Inspections are being completed and HFSC.
- I am concerned with flooding in Lincoln. If Short Ferry hadn't flooded, Lincoln would have.
- The new South Park multi service base would have been flooded according to historic and predicted Environment Agency maps. If this is the case, where would the services relocate away from the old "bunker" in case of emergency?
- The influx of flats in tower and weather is definitely an issue
- We have a decent amount of RTCs in certain areas in the east linsey district
- Common sense.
- Covers the critical safety elements and risks of the area we live in
- One of the main problems are multi occupied houses, and the lack of inspection.
- Not sure about wellbeing. I don't want the fire service to try and be social services.
- I see the possibility of the risk changing. At the moment fires are usually self-contained, but a major fire in standing crops, a little like Australia is having at the moment, or major flooding should a large section of a sea bank collapse, would be new ground to LFR. Another greater risk would be something no one has foreseen.
- Community risks look comprehensive and good to see high rise is in there - Lincoln only has 3 I believe but after Grenfell this needs to be a priority.
- You seem to have covered every aspect of what is required of you
- Being a rural and widespread county, we need a fire service that can respond and be competent in their role

2. To what extent do you agree or disagree with our measures

The next stage of the consultation was to seek comments and ideas on the plans we have in place in making Lincolnshire safer, stronger and more resilient. With the following data being received:



Example of respondent's free text:

- Frameworks are not accessible to read.
- Don't think we should build tower blocks/flats due to fire issue and lack of escape.
- It would help decrease the time spent on a call in case another call comes in, of course risks need to be reduced.
- Clear requirement for an increase in full time staff considering the year on year decrease in on-call availability.
- A good plan for delivery.
- The plan is good but to the public it needs breaking down into items that is what they need not what the fire service want for the public.
- Many things seen to be taken out of Local Fire Authorities control, but when things go wrong, the fire authorities get the job of picking up the pieces. There may be different arguments about Grenfell Tower.
- The cleaning out the river Steeping at Wainfleet and the River Withams bank collapsing.
- Supporting frameworks not yet available in detail but seem to be pitched appropriately.
- Financial constraints will restrict LFR approaches.
- Plans to locate vulnerable groups and gain their confidence to share safety messages to minimize risk.
- As previously stated.
- Good effort to minimise the risks.
- Well written.
- No detail at all.
- Seem sensible, but a few buzz words in there, eg 'framework'.
- A flexible approach to the size of the county whilst understanding the need of the community based against the legal responsibility.
- Believe education is key, not just for the community in fire/accident prevention but also for every level of the workforce, from training to maintaining and running of the service through understanding of individual roles and their impact.
- Education is important so being able to educate people identified in the risk groups should reduce the number of incidents Fire and Rescue are attending.
- As village resident's association member, I've not seen anything change in our village in the last 5 years, communication is poor.

3. The next stage

The service will continue to assess the comments received by the public as part of the IRMP Consultation Process; this will ensure we have the best possible plan for the county of Lincolnshire.

To support this, after feedback, we have increased the time period (31st March) of the consultation process to ensure that members of the public and staff can fully digest our supporting frameworks that provide greater detail in how our plans are delivered.

Timeline - 2020

- January 13th – Consultation Commenced
- January 28th- Scrutiny Committee – IRMP Project update
- March 17th – Scrutiny Committee – Update on consultation
- April 2020- Publish IRMP

3. Consultation

a) Have Risks and Impact Analysis been carried out?

N/A

b) Risks and Impact Analysis

N/A

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Integrated Risk Management Plan 2020 – 2023
Appendix B	Community Risk Profile

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by T / Assistant Chief Fire Officer Sean Taylor, who can be contacted on 07799110527 or sean.taylor@lincoln.fire-uk.org.

YOUR VIEWS ON OUR COMMUNITY PLAN 2020 - 2023



Lincolnshire
COUNTY COUNCIL
Working for a better future

LINCOLNSHIRE FIRE & RESCUE

Page 233



What is our community plan?

Our community plan for 2020-2023 is our commitment to Lincolnshire communities.

It shows what and where we believe the key risks are, and how we will respond to them:

- House fires
- Road traffic collisions
- Flooding and severe weather
- Health and wellbeing
- Non-domestic fires
- Malicious acts and deliberate fires
- Residential high-rise buildings
- Heritage buildings

Our community plan also looks at how we can manage or reduce risks in some areas, and use our resources to best effect. Because we will use it as the basis for other plans we make, it's important that we develop this alongside residents and organisations.



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What are we aiming to achieve?

Since our last community plan (called an 'IRMP') in 2016 we have made significant progress, reducing accidental dwelling fires by 17% and reducing non-domestic property fires by 21%.

Our key challenges for the next few years, include:

- Delivering an effective and efficient service
- Maintaining a good availability of crews at on-call stations.
- Providing a guaranteed level of response to all incidents.
- Ensuring all staff continue to have the training they need.
- Working with partners to focus on the most vulnerable people in our communities.
- Targeting those premises considered most at-risk in our inspection programme.
- Responding to the outcomes of our last inspection in 2018.

Our community plan aims to ensure we can maximise the use of our resources to meet these challenges.





Your service, your say

Our community plan 2020-2023 sets out proposals on how we will continue to keep the people of Lincolnshire safe from fires and other emergencies.

The online survey, 'Our community plan' and its supporting document 'Understanding Risk in Lincolnshire' can be found at www.lincolnshire.gov.uk/lfr

We're interested in everyone's views, including our residents, staff, businesses and any interested organisations.

We would be grateful if you could look through our community plan document, and complete this short, 10 minute questionnaire to tell us what you think about:

- our assessment of risk in Lincolnshire (pages 7-8 of our community plan)
- our measures to reduce these risks (pages 11 – 15 of our community plan)

This survey will be open from 13 January and will close at midnight on 9 March 2020.

Your feedback will be anonymous and used solely for the purpose of informing Lincolnshire Fire and Rescue service of your views on our community plan. Your information will not be shared with any other parties or used for any other purposes.

If you need help to provide your feedback, or have any questions, please contact us at communications@lincoln.fire-uk.org

Printed surveys can be returned through the post to:

IRMP Manager
Lincolnshire Fire and Rescue
Fire and Police Headquarters
FREEPOST RTXL-YLBB-ARHR
Deepdale Lane
Nettleham Lincoln
LN2 2LT

Or dropped off at any fire station in Lincolnshire marked 'IRMP feedback'

Please tell us what you think

1. Which of these best describes you? (please select one)

- | | |
|--|--|
| <input type="checkbox"/> Member of the public | <input type="checkbox"/> Trade union |
| <input type="checkbox"/> Serving fire fighter or support staff | <input type="checkbox"/> Elected Member (including parish/town/district/county councils) |
| <input type="checkbox"/> Former fire fighter or support staff | <input type="checkbox"/> Other – Please specify _____ |

2. Please tell us the area of the county you live/work in in relation to completing the survey (please select one)

- | | |
|---|--|
| <input type="checkbox"/> Boston | <input type="checkbox"/> South Holland |
| <input type="checkbox"/> East Lindsey | <input type="checkbox"/> South Kesteven |
| <input type="checkbox"/> Lincoln | <input type="checkbox"/> West Lindsey |
| <input type="checkbox"/> North Kesteven | <input type="checkbox"/> Outside of Lincolnshire |

3. To what extent do you agree or disagree with the risks we have identified in Lincolnshire?

- | | |
|---|--|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Tend to disagree |
| <input type="checkbox"/> Tend to agree | <input type="checkbox"/> Strongly disagree |
| <input type="checkbox"/> Neither agree nor disagree | |

Please explain why you chose this answer

4. To what extent do you agree or disagree with our measures for reducing these risks (as set out in our supporting frameworks)?

- | | |
|---|--|
| <input type="checkbox"/> Strongly agree | <input type="checkbox"/> Tend to disagree |
| <input type="checkbox"/> Tend to agree | <input type="checkbox"/> Strongly disagree |
| <input type="checkbox"/> Neither agree nor disagree | |

Please explain why you chose this answer

5. Are there any other factors or risks you think we should consider in relation to our community plan? If so, what are they?

Please tell us what you think

6. If you have any other comments in relation to our community plan please tell us.

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7. What age group are you in?

- Under 18
- 18 - 25
- 26 - 45
- 46 - 65
- Over 65

8. Do you consider yourself to have a disability? (please select one)

- Yes
- No
- Prefer not to state

9. What is your ethnic background?

- White or White British
- Mixed or multiple ethnic group
- Asian or Asian British
- Black/African/Caribbean/Black British
- Gypsy/Traveller/Irish Traveller
- Other ethnic group
- Prefer not to state

Thank you for taking time to complete this survey. Your views are essential to make sure we are focusing on what matters most to the communities we serve.

OUR COMMUNITY PLAN

2020 - 2023

LINCOLNSHIRE FIRE & RESCUE

INTEGRATED RISK MANAGEMENT PLAN

FEEDBACK FROM ENGAGEMENT



Lincolnshire
COUNTY COUNCIL
Working for a better future

Following the end of the consultation period on 30 April, this document summarises the key findings and how the service has responded. Whilst the formal engagement period has now ended, we are still open to your views and opinions on the areas set out in the plan. Comments can be sent to Matt.King@lincoln.fire-uk.org

Key Statistics

- A total of 172 responses received
- 100 responses from members of the public
- 47 responses from firefighters or staff
- A large proportion of these responses came from the 46-60 age bracket (56%). This compares to 35% of responses from the 26-45 age group.

Positive Feedback

- The majority of respondents agreed with the risks identified (83% either strongly agree or agree). Additional comments underlined the public's confidence in LFR to define the risks.
- The majority of respondents agreed with the measures for reducing risks (74% either strongly agree or agree).
- A number of positive comments were received about the layout and presentation of the document.

Areas for improvement

1. A peer review of the IRMP was undertaken by GM Matt Reavill of Notts FRS. GM Reavill's findings have been used to support continuous improvement of the IRMP, and as a result, some further analysis of water risk in Lincolnshire was carried out. This analysis recognised our vast network of rivers, drains and waterways in the county.
2. A review of the IRMP and its supporting frameworks was carried out against the HMICFRS judgement criteria and methodology. It found that further evidence on how the service mitigates and resources to its risk will be required to perform well against the HMICFRS methodology.
3. A health check review was carried out against the National framework document and recorded some minor gaps. These include evidencing consultation with key stakeholders through the IRMP's development, considering cross border and national response, and evidencing that the IRMP will be cost effective.

“ Making our communities safer, healthier and more resilient. ”





How have we responded?

1. As a result, 'water risks' is now included as a community risk for 2020 – 23, separate to 'flooding and severe weather'.
2. The supporting frameworks are to be reviewed in order to build in more detail on how areas mitigate the risk identified.
3. Review to be conducted on how the service can consult earlier in the process and use the findings to shape the document.
4. Following feedback from heritage Lincolnshire we now have access to a much broader dataset of heritage buildings and have used this to further improve our understanding of this risk.



Heritage Lincolnshire



During the engagement process, we made contact with Heritage Lincolnshire who welcomed our assessment of heritage risk and shared their dataset of historic buildings across the county. This data is

significantly richer than anything we previously held and will allow us to profile heritage risk much more accurately going forwards.

The IRMP Working Group

- GM Matt King** – Lead
- SM Ben Illsley** – HMICFRS
- Chris Rushton** – HMICFRS
- WM Diane Sharp** – Performance
- Nick Bates** – Communications



Open Report on behalf of James Drury, Executive Director - Commercial

Report to:	Executive
Date:	06 October 2020
Subject:	Performance Reporting against the Council Business Plan 2019/2020 - Quarter 4
Decision Reference:	I020532
Key decision?	No

Summary:

This report presents an overview of performance for Quarter 4 (Q4) against the Council Business Plan 2019/2020. The Executive can view performance on the website using this [link](#). Overall there is an increased number of Commissioning Strategies that performed really well (9), compared with Q3 (6). The Coronavirus (Covid-19) pandemic has had an impact on performance of a number of measures in Q4.

Recommendation(s):

That the Executive notes and considers the 2019/2020 Quarter 4 performance.

Alternatives Considered:

1. No alternatives have been considered to recommendation 1 as it reflects factual information presented for noting and consideration.

Reasons for Recommendation:

To provide the Executive with information about Quarter 4 performance against the Council Business Plan 2019/2020.

1. Background

The Council Business Plan 2019/2020 was approved by Council on 22 February 2019. This report provides the Executive with highlights of Q4 performance. The full range of performance is hosted on the Lincolnshire Research Observatory (LRO) available to view on this [link](#). Q4 performance would usually be reported to the Executive in early July, however due to the impact of the Covid-19 pandemic the report was deferred.

2. Headlines of Quarter 4 Performance

2.1 Of the 17 commissioning strategies reported in Q4:-

- 9 performed really well (all measures reported this quarter achieved the target);
- 4 performed well (all but 1 measure reported this quarter achieved the target); and
- 3 had mixed performance (some measures achieved and some measures did not achieve the target this quarter)
- 1 did not achieve any of the targets.

2.2 These 17 commissioning strategies include 60 measures that can be compared with a target this quarter. 78% (47) achieved the target. 13 measures did not meet the target (compared with 11 in Q3).

2.3 Of these 13, the Coronavirus (Covid-19) pandemic has had an impact on Q4 performance for the following five measures:-

- [Unsafe products removed from the market](#) ^(M2) Covid-19 has had a direct effect with all but the essential inspection work being suspended before full lockdown was in place providing less opportunity to examine products in the market place.
- [High risk premises inspected by Trading Standards](#) ^(M3) 90 high risk visits were planned in Q4, 19 had to be postponed due to Covid-19 and 71 took place. These will be re-arranged in 2020/21. The target would have been achieved if the 19 inspections had taken place.
- [Visits to Core Libraries and Mobile Library services](#) ^(M36) There was a significant decrease in visits due to sites ceasing all activities from 17 March and closing all sites from 23 March due to Covid-19 and compliance with Government social distancing guidance.
- [Jobs created](#) ^(M68) As previously reported, the quarterly survey indicated that business confidence was already fluctuating during Q3 and this meant that the 2019/20 target was unlikely to be met. Business confidence was further affected in Q4 as a direct result of the economic downturn caused by Covid-19.

- [Amount of external funding attracted to Lincolnshire](#) (M71) The overall target has not been achieved because the appraisal and approval of bids by government departments has been delayed. As a direct result of Covid-19, all of the government's application appraisals have now been put on hold and there is no indication as to when these appraisals will resume, or when funding decision will be made.
- 2.4 Four of the 13 measures are reported with a lag and so the impact of Covid-19 is not shown in the performance reported this quarter for the following:-
- Performance for the [Percentage of alcohol users that left specialist treatment successfully](#) (M31) is reported with a three month (1 quarter) time lag and reflects performance at the end of December 2019.
 - [Chlamydia diagnosis](#) (M34) Data is reported with a six month (2 quarters) lag and so the latest performance is Q2 (end September 2019).
 - [People are supported to successfully quit smoking](#) (M111) Data has a three month time lag and so represents performance at the end of December 2019.
 - [Juvenile Reoffending](#) (M125) Data is reported with a 2 year time lag and the latest performance is January – March 2018.
- 2.5 [Concluded enquiries where the desired outcomes were achieved](#) (M116) Executive will recall that an audit was to be undertaken to understand the reasons for the few cases where the outcomes have not been met in order to identify any themes or patterns. The on-going audit has been paused since the onset of Covid-19. Results from this audit should be available to report in Q1.
- 2.6 Data for the following measures is not available at the time of writing this report due to Covid-19 and are detailed below:-
- Information [for Adults aged 18-64 with mental health problems living independently](#) (M117) is provided by Lincolnshire Partnership NHS Foundation Trust (LPFT). Due to prioritisation of work around Covid-19, LPFT is unable to provide the information required to be able to report fully on this measure in Q4.
 - [Requests for support for new clients, where the outcome was no support or support of a lower level](#) (M122); [Permanent admissions to residential and nursing care homes aged 65+](#) (M60); and [Completed episodes of Reablement](#) (M124). The timeframe for submission of the national Adult Care (SALT) return has been extended due to the Covid-19 and there are also capacity issues within the performance team which means the data is not currently available to be reported for Q4.
 - [People who report that services help them have control over their daily life](#) (M123). This measure is based on a paper survey and the input/analysis has been delayed due to the Covid-19 pandemic.

(Note: SALT - Short and Long Term support and CIPFA – Chartered Institute of Public Finance and Accountancy)

- 2.7 The Adult Care data is provisional. This is because of consequence of changes to timescales due to Covid-19 for the submission of data for statutory returns.
- 2.8 Data for Fire and Rescue cannot at this stage be deemed 100% accurate although the service has a high level of confidence in the data. This is due to the challenges around the use of the current mobilising system (which includes interdependencies within the East Coast Consortium of Fire Service Control functions) and the work is high on the service priority task list.

The Good News

- 2.9 There are several areas where services have highlighted success and these are detailed in Appendix A. The following nine commissioning strategies have performed really well (all measures reported this quarter achieved the target):-

- [Adult Frailty, long term conditions and physical disability](#)
- [Carers](#)
- [Children are safe and healthy](#)
- [Readiness for Adult Life](#)
- [Learn and achieve](#)
- [Readiness for school](#)
- [Safeguarding Adults](#)
- [Specialist Adult Services](#)
- [Sustaining and developing prosperity through infrastructure](#)

The following four commissioning strategies performed well (all but 1 measure reported in Q4 achieved the target).

- [Community resilience and assets](#)
- [How we effectively achieved our targets](#) (made up of 3 commissioning strategies)

- 2.10 The following three commissioning strategies have mixed performance (some measures reported in Q4 achieved and some measures did not achieve the target):-

- [Wellbeing](#)
- [Sustaining & growing business and the economy](#)
- [Protecting the public](#)

The following commissioning strategy did not achieve the target:

- [Protecting and sustaining the environment](#)

Appendix B provides a summary of the measures that did not achieve the target in Q4.

3. Legal Issues

Equality Act 2010

Under section 149 of the Equality Act 2010, 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 Act.
- 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.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

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 section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker 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.

The report presents performance against the outcomes and measures that are the Council Business Plan many of which relate to people with a protected characteristic including young people, older people and people with a disability. It is the responsibility of each service when it is considering making a change, stopping, or starting a new service to make sure equality considerations are taken into account and an equality impact analysis completed.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

The report presents performance against the outcomes and measures that are the Council Business Plan many of which relate directly to achievement of health and wellbeing objectives.

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.

The report presents performance against the outcomes and measures that are the Council Business Plan some of which relate to crime and disorder issues.

4. Conclusion

This report presents an overview of performance for Quarter 4 against the Council Business Plan 2019/2020. The Executive is invited to consider performance.

5. Legal Comments:

The Executive is responsible for ensuring that the Executive functions are discharged in accordance with the Budget and Policy Framework of which the Business Plan is a part. This report will assist the Executive in discharging this function.

The recommendation is lawful and within the remit of the Executive.

6. Resource Comments:

Acceptance of the recommendation in this report has no direct financial consequences for the Council.

7. Consultation

a) Has Local Member Been Consulted?

Not Applicable.

b) Has Executive Councillor Been Consulted?

Not Applicable.

c) Scrutiny Comments

At a virtual meeting on 24 September 2020, the Overview and Scrutiny Management Board considered the report and unanimously agreed to support the recommendation to the Executive.

Members of the Board asked a number of questions, when the following points were confirmed:

- Congratulations were extended by the Board on the Quarter 4 performance against the Council Business Plan 2019/20.
- Performance for the Percentage of alcohol users that left specialist treatment successfully (M31) – This was always difficult to achieve as it relied on the willingness of individuals to participate in the scheme and benefit from it. The measure was managed very closely in that contract and an option to consider could be that it was measured rather than compared to a target.
- Unsafe products removed from the market (M2) and High risk premises inspected by Trading Standards (M3) - It was suggested that there was now an opportunity to look at premises that were unsafe in a different way, such as overcrowding and people not observing social distancing and not wearing masks, during the Covid-19 pandemic.
- There were a number of performance indicators where information for Quarter 4 was not available. It was agreed that this missing information would be circulated to the Overview and Scrutiny Management Board once available.

d) Have Risks and Impact Analysis been carried out?

No

e) Risks and Impact Analysis

Any changes to services, policies and projects are subject to an Equality Impact Analysis. The considerations of the contents and subsequent decisions are all taken with regard to existing policies.

8. Appendices - These are listed below and attached to this report.

Appendix A	Summary of Council Business Plan Measures 2019-20, Quarter 4 (Where Services have Highlighted Success)
Appendix B	Summary of Council Business Plan Measures 2019-20, Quarter 4 (Measures that did not Achieve the Target)

9. Background Papers

No Background Papers within the meaning of section 100D of the Local Government Act 1972 were used in the preparation of this Report.

This report was written by Jasmine Sodhi, who can be contacted on 01522 552124 or jasmine.sodhi@lincolnshire.gov.uk.

Summary of those measures where services have highlighted success

1. Communities are safe and protected

1.1 The [Protecting the public commissioning strategy](#) comes within the remit of the Public Protection and Communities Scrutiny Committee. This commissioning strategy had a mixed performance in Q4 (some measures achieved and some measures did not achieve the target).

1.1.1 Increase public confidence in how we tackle domestic abuse

[Reported incidents of domestic abuse](#) (M7) Although there were 232 fewer reported incidents of domestic abuse between Q3 and Q4, there have been 50 more incidents reported in Q4 compared to the same quarter last year. As with all crime, random variance within anticipated range is to be expected however incidents of domestic abuse that are being reported to the Police generally show an upward trend.

1.1.2 Reduce the number of young people committing a crime

[Juvenile first time offenders](#) (M15) Lincolnshire's First Time Entrant rate has remained stable over the past year, with an average rate of 104 in the past four quarters. This remains well below the current National (England) rate of 220 per 100,000. Lincolnshire also performs better than the regional (East Midlands) rate of 212 and against our current 'YOT Family' benchmark of 193.

1.2 The [Safeguarding Adults](#) commissioning strategy comes within the remit of the Adults and Community Wellbeing Scrutiny Committee. This commissioning strategy performed really well in Q4 (all measures reported in Q4 achieved the target).

1.2.1 Making safeguarding personal

[Concluded enquiries where the desired outcomes were achieved](#) (M116) In order to build on successes in this area, the service is reviewing the few cases where outcomes have not been met in order to identify any themes or patterns. The on-going audit has been paused since the onset of COVID-19. Results from this audit should be available to report in Q1.

1.2.2 Safeguarding adults whose circumstances make them vulnerable, protecting them from avoidable harm and acting in their best interests where they lack capacity

[Adult Safeguarding concerns that lead to a Safeguarding enquiry](#) (M130) There has been a significant increase since the last quarter. The provider generated concern form has been implemented but more data is needed to establish whether this impacted on the quality of referrals.

1.3 The [Children are safe and healthy](#) commissioning strategy comes within the remit of the Children and Young People Scrutiny Committee. This commissioning strategy performed really well in Q4 (all measures reported in Q4 achieved the target).

1.3.1 Children are safe and healthy

[Average time taken to move a child from care to an adoptive family](#) (M25) We continue to perform well in respect of this target when compared with the national average. Within the final quarter of the year we have reduced the length of time a child waits to move in with their adoptive family by one day. The Court process has a significant impact on this performance indicator.

[Average time taken to match a child to an adoptive family](#) (M26) Performance this quarter represents the lowest number of days in the 2019/20 financial year we have had in Lincolnshire between receiving court authority and deciding on a match between a child and the adoptive placement. Having a clear recruitment strategy that links children to families from an early stage in the process greatly assists in ensuring we continue to do well in respect of this indicator.

2. Health and wellbeing is improved

2.1 The [Readiness for school](#) comes within the remit of the Children and Young People Scrutiny Committee. This commissioning strategy performed really well in Q4 (all measures reported in Q4 achieved the target).

2.1.1 There is a secure foundation for all children to progress through school and life

[Achievement gap between pupils eligible for Free School Meals and their non-FSM Eligible peers nationally achieving Good Level of Development \(GLD\)](#) (M48) Three specific projects were undertaken with an aim to narrow the gap for FSM pupils in comparison to their non-FSM peers. The work was coordinated and delivered via the Early Years (EY) and Childcare team. This work included direct work with schools to up skill and support reception teachers. Direct one to one work was undertaken in 10 schools, where data was significantly adrift from the national picture. This resulted in 8 out of the 10 schools increasing the number of children who reached a Good Level of Development (GLD). In addition, work was undertaken with the EY's locality teams to identify four schools in East Lindsey with significantly adrift data. Its aim was to develop the under-five networks working with these schools, the feeder settings to review the baseline information and to share ideas and practice across the year to improve outcomes. Of the four schools who engaged, the GLD for children rose across all four schools from 45% in 2018 to 70% in 2019. The third element of this work included delivery of continued professional development to over 600 participants who were head teachers, senior leaders and teachers of primary schools.

2.2 The [Wellbeing commissioning strategy](#) comes within the remit of the Adults and Community Wellbeing Scrutiny Committee. This commissioning strategy had mixed performance in Q4 (some measures achieved and some measures did not achieve the target).

2.2.1 People's health and wellbeing is improved

[People aged 40 to 74 offered and received an NHS health check](#) (M33) This measure is reported with a one quarter lag and so the latest data available is for Q3 (62.8%). The NHS Health Check data for Q3 shows that we continue to exceed our target and

outperform regional and national average performance (Lincolnshire is ranked 16th out of 152 counties in England. The percentage for England is 46.8%).

2.2.2 Work with others to promote community wellbeing

Number of staff and volunteers trained in Making Every Contact Count (MECC)

(M109) During 2019-20 Making Every Contact Count (MECC) underwent major changes with respect to the content of the training, the organisation of the programme and the method of training delivery. Following low activity in Q1 and Q2, Q3 and Q4 saw strong performance and the annual target has been exceeded.

2.2.3 People are able to live life to the full and maximise their independence

People supported to improve their outcomes (M110) The Wellbeing Service has maintained its continued strong performance to meet this customer-led measure of improvement in overall outcomes. Customers are supported to achieve their outcomes through up to 12 weeks of direct support, advice and signposting to local community resources. This key measure consistently evidences the positive impact provided for those who engage with the service.

People supported to maintain their accommodation (M112) The outcome of accessing and maintaining accommodation continues to be consistently achieved by all commissioned providers. During the last weeks of March a contingency plan was implemented due to the COVID-19 pandemic. However, it is expected that these results are kept during the pandemic as the providers have managed to provide support to their service users during the social distancing measures and will continue to support the service users during COVID-19 and through the Housing Related Support (HRS) mobilisation plan, providing continuity to the service.

Emergency and urgent deliveries and collections completed on time (M113) There was an increased demand in Q4 in line with the other services due to COVID-19. The increased demand has been mitigated well by the provider meaning that even in exceptional circumstances this service is achieving a success rate above its target.

3. Businesses are supported to grow

3.1 The **Sustaining and growing business and the economy** commissioning strategy comes within the remit of the Environment and Economy Scrutiny Committee. This commissioning strategy had mixed performance in Q4 (some measures achieved and some measures did not achieve the target).

3.1.1 Jobs created as a result of Council's support

Businesses supported by the Council (M69)

- The number of businesses directly supported has increased to 1,339 which includes 511 added during this quarter. Of these, 368 were supported through the Growth Hub by receiving advisory support, securing grants or attending workshops and events.
- A total of £110,952 grant funding was approved in Q4, and paid to 20 businesses within Greater Lincolnshire.
- Amongst the events to highlight this quarter was the "How to recruit, train and motivate" event which took place at Woodhall Spa, attracting over 50 attendees.

- Q4 also brought £35,000 of Midland Engine Challenge Funding for our Foreign Direct Investment Key Account Management Programme which supported us with researching, connecting and building relationships with 28 new businesses.
- In total 39 foreign owned businesses were account managed during this period and a further two companies were supported through their aspirations to locate into Lincolnshire.
- 18 businesses were supported through the Team Lincolnshire Ambassador Programme, an additional four companies were provided with business support to assist with their own development and one further company was supported in relation to hotel development work.
- Across the property portfolio (including industrial units), a decision was taken to defer rent collection during COVID-19, in order to relieve our tenant's cash flows and allow them to establish the best way forward. A total of 79 businesses were supported through this route.

[Qualifications achieved by adults](#) ^(M70) The number of qualifications achieved by Adults in 2019/20 was 1,013 which include 235 added during Q4. The variety and range of the qualifications achieved across the year were all aimed at helping learners to progress either into work or within work, and include 134 ESOL qualifications, 59 IT qualifications, 65 English (functional skills and GCSE) qualifications and 65 maths (functional skills and GCSE) qualifications. Our contracted Learning Providers delivered 859 of all qualifications achieved at locations across the County, whilst the remaining 154 were delivered through our in-house Family Learning Service. With a focus on supporting areas of greatest need, 268 (26%) of all qualifications achieved were delivered in the Skegness/Mablethorpe area with a further 189 (19%) and 153 (15%) delivered in the wider Lincoln and Boston areas respectively.

4. How we effectively target our resources

4.1 [How we do our business](#) is a combination of three commissioning strategies and comes within the remit of the Overview and Scrutiny Management Board. There was good performance in Q4 (all but one measure reported in Q4 achieved the target).

4.1.1 New support services partnership contracts perform effectively and efficiently to allow the Council to achieve its commissioning outcomes

[Achievement of KPIs - VINCI Facilities Partnership Limited contract](#) ^(M101) The majority of KPIs showed an increase in performance from Q3 (87.9%) to Q4 (96.5%). Increase in performance scores is due to Key Stakeholder satisfaction survey results up by six points to 81 in Q4. Furthermore, there were no failures of undertaking statutory planned preventative maintenance within contractual timescales in Q4. Conversely, the only indicator showing a reduction is reactive work completed within timescales which is down by five points (from 75 to 70 in Q4).

Summary of those measures that did not achieve the target this quarter

1. Communities are safe and protected

1.1 The [Protecting the public commissioning strategy](#) comes within the remit of the Public Protection and Communities Scrutiny Committee. This commissioning strategy had mixed performance in Q4 (some measure achieved and some measure did not achieve the target)

1.1.1 The public are protected from unsafe and dangerous goods

[Unsafe products removed from the market](#) ^(M2)

- In total during 2019/2020 2,430 items were removed for safety reasons. January to March (Q4) are usually the quietest periods with the majority of safety related problems being identified on the coast in summertime and around Halloween, Bonfire Night and the run up to Christmas. However, the number of items removed in Q4 this year (9) is very much lower than the service had projected.
- COVID-19 has had a direct effect with all but the essential inspection work being suspended before full lockdown was in place providing less opportunity to examine products in the market place. The focus of inspections conducted in Q4 is also slightly different with more food work being completed and catching up on any high risk inspection scheduled for Q1-Q3 that has been deferred due to other priority work.
- The service did not see any trending products in Q4 this year, such as fidget spinners, that are widely copied and often rushed to market without appropriate labelling and testing that can result in complaints that lead to more enforcement activity and market surveillance.

[High risk premises inspected by Trading Standards](#) ^(M3) 188 out of 207 high risk visits were completed. 19 had to be postponed due to COVID-19. These will be re-arranged in 2020/21.

1.1.2 Reduce the number of young people committing a crime

[Juvenile Re-offending](#) ^(M125) Data is reported with a two year lag and so the latest data is for the period January – March 2018. The Reoffending rate has seen a noticeable increase during this reporting quarter - up by 12.3 percentage points to 51.3%. However the number of first time entrants dramatically dropped due to the implementation of the Joint Diversionary Panel and other intervention work. The actual number of young people reoffending is low - only 20 compared to an average of 44 in the years prior to 2018. As the cohort numbers are so low, the percentage is much more vulnerable to fluctuations.

2. Health and wellbeing is improved

2.1 The [Community resilience and assets commissioning strategy](#) comes within the remit of the Public Protection and Communities Scrutiny Committee. This

commissioning strategy performed well, with only one measure not achieving the target this quarter.

2.1.1 Enable and encourage people to participate in Lincolnshire's culture

[Visits to Core Libraries and Mobile Library services](#) (M36). In Q4 there were 142,204 visits below the target (Jan -24,835; Feb -42,034 and March -75,335). The significant decrease in visits is due to sites ceasing all activities from 17 March and closing all sites from 23 March due to COVID-19 and compliance with Government social distancing guidance.

- In general, the lower number of visits is attributed to not being able to keep a pace with the changing IT requirements and therefore the expectations of our customers. It also needs to be recognised that this is against a national picture of declining library visits as well as there being more options for our customers within their local communities from the independent Community Hub provision.
- The Library Service has embarked on an IT refresh programme across all library sites; the investment in IT is expected to impact against visitor figures and attract more customers back to sites.
- Greenwich Leisure Limited, a non-profit organisation which runs the libraries on the Council's behalf, have a marketing plan to entice customers back to site once the IT transition has been completed.
- During the course of January, with the exception of Bourne, the new public IT offer was installed at the remaining core sites.
- Customer feedback has been extremely positive and staff were busy helping existing customers adjust to the new modern facilities and all they can now do remotely as well as on site.

2.2 The [Wellbeing commissioning strategy](#) comes within the remit of the Adults and Community Wellbeing Scrutiny Committee. This commissioning strategy had mixed performance in Q4 (some measures achieved and some measures did not achieve the target).

2.2.1 People are supported to live healthier lifestyles

Performance for the [Percentage of alcohol users that left specialist treatment successfully](#) (M31) continues to decline slightly from 34.1% last quarter to 33.5%. Data has a three month time lag and reflects performance at the end of December 2019. During the period, the number of successful discharges increased, despite the percentage decreasing slightly due to the total numbers accessing treatment increasing at a greater rate. Referral rates have increased 16% in the last 12 months compared to the same period in 2018/19. During this period, only 3.1% of those leaving treatment re-presented within six months of discharge, indicating that the treatment received is good quality and achieving long term sustainable outcomes.

[People are supported to successfully quit smoking](#) (M111) Data reported in Q3 was cumulative and not the actual for that quarter. Data has a three month time lag and so represents performance at the end of December 2019 and is a combined set of results from the former and current providers. One You Lincolnshire has a cumulative target of 1,980 quits over the three quarters from July 2019 to March 2020, weighted more heavily to the later quarters (to be reported in June). The new service provider was mobilised on the 1 July 2019 and the target is planned to be

changed to reflect contractual requirements for 2020/21, rebalanced in light of the broader integrated lifestyle approach.

2.2.2 People's health and wellbeing is improved

[Chlamydia diagnosis](#) (M34) Data is reported with a six month (2 quarter) lag. A higher rate of chlamydia diagnoses indicates a better performance. The Target was not achieved during this quarter. Public Health England (PHE) is investigating this as it may be linked to data capture and data quality issues. The national target for the positivity rate of 8% has been exceeded, with the service achieving 10.6%. This measures the percentage of people being tested who have had a positive test result and demonstrates that focussed testing is being achieved. This rate forms part of the Detection Indicator Rate (DRI) reported in the Business Plan. The majority of Sexual and Reproductive Services in England have been unable to reach the national target or their own local target for the last few years. A national consultation about changing the methodology of the National Chlamydia Screening Programme (NCSP) has concluded as more young women are receiving Human Papilloma Vaccine (HPV) which is reducing the number of cervical cancer diagnoses. However, no formal outcomes or recommendations have yet been published.

3. Businesses are supported to grow

3.1 The [Protecting and sustaining the environment commissioning strategy](#) comes within the remit of the Environment and Economy Scrutiny Committee. None of the measures achieved the target in Q4.

3.1.1 Reduce the risk of flooding

[Properties protected from flooding](#) (M73) The target has not been achieved because it depends on completion of a single large scheme at Digby which has been subject to rescheduling in-year, but is in progress. The flood alleviation scheme at Digby will provide protection to 53 properties in the village, and these benefits will now be reported in 2020-21. The commencement of construction was delayed because of legal issues relating to land access, which officers have proactively sought to resolve. This has now been successfully completed.

3.1.2 Increase recycling

[Recycling at County Council owned Household Waste Recycling Centres](#) (M76)

The security of outlets for the materials that are recyclable and the increase in green waste for composting have enabled us to maintain our recycling rate from last year.

[Household waste recycled](#) (M78) Although there has been an increase in the tonnage sent to the Mixed Dry Recycling (DRM) processor, the contamination level remains around 30% which is comparable to last year. The contamination level is being addressed with the District Councils as part of the Joint Municipal Waste Management Strategy and the next DRM contract. The National Resource and Waste Strategy includes a commitment to review the current measurements metrics used to report recycling performance. The service is currently reviewing its measures to be more in line with how the national rate is calculated.

3.2 [Sustaining and growing business and the economy commissioning strategy](#) comes within the remit of the Environment and Economy Scrutiny Committee. This

commissioning strategy had mixed performance in Q4 (some measure achieved and some measure did not achieve the target)

3.2.1 Jobs created as a result of the Council's support

Jobs created (M68)

- A total of 319 new jobs were created as a result of the Council's support during 2019/20. Schemes that are in the Council's direct control such as the Business Growth Hub and the LEADER programme were both successful in creating more new jobs than were originally expected. However, the overall target of 624 has not been achieved because over 350 new jobs that were expected to be created by third party investors did not materialise.
- As reported previously, the quarterly survey, (produced in partnership with the Greater Lincolnshire Local Enterprise Partnership, the Chamber of Commerce and the University of Lincoln), indicated that business confidence was already fluctuating during Q3 and this meant that the 2019/20 target was unlikely to be met. This was particularly the case with inward investment where several large scale expansions will either now not be delivered, or will not complete until 2020/21. However, of the 127 jobs created this quarter, 104 were created as a result of inward investment.
- Business confidence was further affected in Q4 as a direct result of the economic downturn caused by COVID-19.

Amount of external funding attracted to Lincolnshire (M71)

- The overall target for 2019/20 of £21,931,735 has not been achieved because the appraisal and approval of bids by government departments has been delayed.
- The total value of external funding attracted during 2019/20 was £13,341,611 of which £1,653,603 was attracted this quarter. £35,000 was received through the Midland Engine Challenge Fund for support to our Foreign Direct Investment Key Account Management Programme.
- The majority of the funding, £1,618,603, was from one European Regional Development Fund (ERDF) project: Growing Environmental Resilience - Lincoln City Council.
- 16 outline applications were successful in the last local ERDF call in September 2019 and full applications were submitted in March 2020. The total value of these bids was £12,470,074.
- As a direct result of COVID-19, all of the government's application appraisals have now been put on hold and there is no indication as to when these appraisals will resume, or when funding decision will be made.
- A national call for European Agricultural Fund for Rural Development (EAFRD) closed on 16th February 2020 and 64 successful outline applications have been invited to submit full applications in Greater Lincolnshire with a value of £9,291,383. Funding decisions are expected to be made before December 2020.

4. How we effectively target our resources

4.1 [How we do our business](#) is a combination of three commissioning strategies and comes within the remit of the Overview and Scrutiny Management Board. There was good performance in Q4 (all but one measure reported in Q4 achieved the target).

4.1.1 Meet external information assurance compliance requirements

[Public Services Network \(PSN\) compliance](#) ^(M99) The Council continues to undertake remedial technical and business activity required to meet the standard set out by PSN. Once complete this will allow the Council to reapply for PSN certification.

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Open Report on behalf of James Drury, Executive Director - Commercial

Report to:	Executive
Date:	06 October 2020
Subject:	Corporate Plan Performance Framework
Decision Reference:	I020747
Key decision?	No

Summary:

This report presents the Corporate Plan Performance Framework and seeks approval for the framework. Performance reporting will commence against the framework and replace the Council Business Plan performance reporting.

Recommendation(s):

That the Executive considers and approves the Corporate Plan Performance Framework, as set out in Appendices A, B and C to this report.

Alternatives Considered:

No alternatives have been considered to the recommendation as it reflects the Corporate Plan Success Framework approved by Executive on 5 May 2020.

Reasons for Recommendation:

To provide the Executive with information about the Corporate Plan Performance Framework. The Performance Framework will allow corporate reporting of performance to the Executive, Overview and Scrutiny Management Board and scrutiny committees.

1.1 Background

- 1.1.1 Following on from the approval of the new Corporate Plan (CP) by Council on 11 December 2019, on the 5 May 2020 Executive also approved the CP Success Framework 2020-23.

1.1.2 The Framework contains performance indicators (PIs) and key activities against which performance/progress will be reported in order to demonstrate whether the Council is achieving the four ambitions for Lincolnshire as set out in the CP.

1.1.3 The four ambitions are:

- High aspirations;
- The opportunity to enjoy life to the full;
- Thriving environments;
- Good-value council services.

1.1.4 The Executive also approved a revision to the Council's Performance Framework and requested a report to follow which outlines this. The proposal is that the framework consists of:

- CP PIs and activities (as outlined in 1.1.2 above) which are reported quarterly to the Executive and OSMB – Tier 1; and
- Service level PIs (consisting of relevant historic Council Business Plan (CBP) measures which are not in the CP) reported to Scrutiny Committees quarterly by exception – Tier 2.

1.1.5 A diagram summarising Tier 1 and Tier 2 is attached in Appendix A.

1.1.6 Tier 1 of the framework is attached in Appendix B.

1.1.7 Tier 2 of the framework is attached in Appendix C.

1.1.8 We ceased reporting on the CBP from Quarter 4 (Q4) as agreed by Executive in May 2020. Q4 reporting has been delayed due to Covid-19 with the exception of Adult Care and Community Wellbeing. Q4 will be reported to the Overview and Scrutiny Management Board (OSMB) on 24 September and to the Executive on 6 October.

1.2 Reporting against the New Performance Framework

1.2.1 We will then report performance for PIs and activities for the new performance framework in line with the proposal outlined above from Q2.

1.2.2 Services may choose to report some or all of the relevant PIs in Tier 1 to their scrutiny committee, in which case feedback of any comments from the relevant scrutiny committee should be reported to OSMB at the next available meeting so that the comments can be considered by OSMB and be incorporated (as appropriate) as part of the OSMB Chairman's comments to the Executive. However, if services choose to do this, it would duplicate some reporting to scrutiny committees and OSMB.

1.2.3 It is envisaged that scrutiny committees will be presented with Tier 2 performance at around the same time as Tier 1 performance is considered by OSMB and the Executive, depending upon the scheduling of the scrutiny committee meetings. This would then enable scrutiny committees to bring anything of interest or concern to the attention of OSMB and the Executive at the next available meeting.

1.3 Reporting by Exception

1.3.1 Performance will be reported by exception. For PIs, this will include those:-

- That have not achieved the target.
- Where the target has been achieved but the direction of travel is of concern.
- Where the target has been met and services want to celebrate success.

1.3.2 For those PIs detailed in 1.3.1 above, services will provide an explanation of reasons for performance. For those PIs not achieving the target and where the direction of travel is of concern, services will also include steps to improve performance and a forecast of performance against the target.

1.3.3 Services have been asked to provide key milestones over the next 18 months (September 2020 – March 2022) for each activity. Progress will be an objective judgement by the service against the Milestones as follows:-

Status	RAG rating	Criteria
Behind Plan	Red	Current milestones have not been achieved.
On Plan	Amber	Achieved current milestones and forecast to achieve future milestones within timescales.
Ahead of Plan	Green	Achieved current milestones and forecast to achieve future milestones ahead of timescales.

1.3.4 Reporting by exception for activities will require an explanation for those activities that are behind plan and for any activities either on plan, but the service is aware of factors that may affect overall performance or ahead of plan where the service wants to celebrate success.

1.4 Look and Feel of the Performance Reports

1.4.1 Microsoft Power BI software is being used to develop the reporting of Tier 1 PIs and activities. Although this is currently work in progress, screen shots have been provided in Appendix D for information.

1.4.2 The Lincolnshire Research Observatory (LRO) will be used to report the Tier 2 PIs to scrutiny committees as the majority of the PIs were in the CBP and this system needs minimal re-structuring work to allow reporting for these PIs. Tier 2 reporting will be structured around the six scrutiny committees that will receive Tier 2 PIs. For ease of navigation the PIs will be listed by a number of headings detailed in Appendix E.

1.4.3 The aim is to develop Power BI reporting in 2021 in readiness for reporting both Tier 1 and Tier 2 performance with effect from Q1 in 2021/2022.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, 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 Act.
- * 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.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

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 section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker 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.

The report presents the Corporate Plan Performance Framework against the Ambitions in the Corporate Plan many of which relate to people with a protected characteristic including young people, older people and people with a disability. It is the responsibility of each service when it is considering making a change, stopping, or starting a new service to make sure equality considerations are taken into account and an equality impact analysis completed.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

The report presents the Corporate Plan Performance Framework against the Ambitions in the Corporate Plan some of which relate directly to achievement of health and wellbeing objectives.

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.

The report presents Corporate Plan Performance Framework against the Ambitions in the Corporate Plan some of which relate to crime and disorder issues.

3. Conclusion

This report presents the Corporate Plan Performance Framework. The Executive is invited to consider and approve the framework.

4. Legal Comments:

The Executive is responsible for ensuring that the Executive functions are discharged in accordance with the Budget and Policy Framework of which the Business Plan is a part. This report will assist the Executive in discharging this function. The recommendation is lawful and within the remit of the Executive.

5. Resource Comments:

Acceptance of the recommendation in this report has no direct financial consequences for the Council.

6. Consultation

- a) Has Local Member Been Consulted?** - Not Applicable.
- b) Has Executive Councillor Been Consulted?** - Not Applicable.
- c) Scrutiny Comments**

At a virtual meeting on 24 September 2020, the Overview and Scrutiny Management Board considered the report and unanimously agreed to support the recommendation to the Executive.

Members of the Board asked a number of questions, when the following points were confirmed:

- In relation to paragraph 1.2.2, the service areas would have to report the Tier 2 performance indicators to the relevant scrutiny committees. The service areas had the option to report Tier 1 performance indicators to the scrutiny committees, such as to provide context, but Tier 1 would normally only be reported to the Overview and Scrutiny Management Board and the Executive to avoid duplication with the scrutiny committees.
- All service areas across the Council were provided with the opportunity to contribute to the criteria for each of the four ambitions contained in Tier 1. The Corporate Leadership Team then identified which criteria to include in Tier 1 of the Performance Framework. There was a need for pragmatism when selecting the criteria as to which ones already had data captured through existing performance indicators, and capturing data for new ones. In addition, there was a number of 'business as usual' activities taking place across the Council which were not captured in the framework as the focus was on any development work for taking the Council forward.
- As this was only the first year of the Performance Framework and it was a 'work in progress', the criteria would be reviewed regularly and be refined and improved upon as and when necessary.
- A number of the criteria in the 'support high aspirations' ambition, such as the achievement levels at Key Stage 2, Key Stage 4 and Key Stage 5, would only be reported annually. There was a need to look at ways of monitoring this ambition quarterly in a way that shows current performance.

- d) **Have Risks and Impact Analysis been carried out?** - No
- e) **Risks and Impact Analysis**

Any changes to services, policies and projects are subject to an Equality Impact Analysis. The considerations of the contents and subsequent decisions are all taken with regard to existing policies.

7. Appendices – These are listed below and attached to this report.

Appendix A	Performance Framework Tier 1 and 2
Appendix B	Updated Corporate Plan Success Framework – Tier 1
Appendix C	Tier 2 of the Performance Framework - Service Level Performance Indicators
Appendix D	Look and Feel of Tier 1 Reports
Appendix E	Sub-Headings for Performance Indicators at Scrutiny Committees

8. Background Papers - The following Background Papers within the meaning of section 100D of the Local Government Act 1972 were used in the preparation of this Report.

Background Paper	Where it can be viewed
Corporate Plan approved by Council on 11 December 2019	https://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=120&MId=5661&Ver=4
Corporate Plan Success Framework approved by Executive on 5 May 2020	https://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=121&MId=5518&Ver=4

This report was written by Jasmine Sodhi, who can be contacted on 01522 552124 or jasmine.sodhi@lincolnshire.gov.uk.

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Appendix A

Performance Framework Tier 1 and Tier 2

Tier 1



- **Tier 1**
- Corporate Plan Performance Indicators (PIs) and Activities (Narrative)
- RAG rating for Activities
- Explanation of Activity by exception
- Milestones

- Reported to**
- Executive and OSMB
 - Reported in Q2 but data for PIs is collected for Q1 and Q2

Tier 2



- **Tier 2**
- Service level PIs (old Council Business Plan measures not in the Corporate Plan)
- Executive Directors identified relevant PIs for reporting to Scrutiny committees

- Reported to**
- Scrutiny Committees by exception
 - Reported after new performance framework is agreed by Executive on 6th October
 - Data for PIs is collected for Q1 and Q2



CBP

- Cease reporting from Q4

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APPENDIX B - Updated Corporate Plan Success Framework – Tier 1

Support high aspirations	
<ul style="list-style-type: none"> • Proportion of people in higher skilled jobs (aim=increase) [existing] • Number of jobs safeguarded and created as a result of the Council's support (aim=increase) [existing] • Achievement level at KS2 is above national average (aim=achieved) [existing] • Achievement level at KS4 is above national average (aim=achieved) [existing] • Achievement level at KS5 is above national average (aim=achieved) [existing] • Number of pupils with an EHCP placed in mainstream schools (aim=increase) [existing] • % of adults with learning disabilities in paid employment (aim=maintain) [existing] • % of adults in contact with secondary mental health services in paid employment (aim=maintain) [existing] 	
Activity	Lead Executive Director
Enhance the skills of our communities to meet the needs of our businesses and the economy	
We will transform how we raise skills levels, productivity, employability and apprenticeship numbers through developing an updated skills plan	Place
We will enhance and articulate the education and training offer to our communities and work to increase the availability of education programmes across the county to meet business and community need. In Year 1 we will work with partners to enhance the offer in East Lindsey.	Place
We will work with partners and the wider business community to improve the number of adults with a disability in meaningful employment or volunteering	Adult Care and Community Wellbeing
Grow the workforce by retaining and attracting more highly-skilled 18-40 year olds	
We will develop effective county-wide relationships between the education and business sectors to attract and retain graduates in the county	Place
We will increase the number of apprenticeships across priority sectors working with employers and education providers to increase availability and attractiveness	Place
We will work with employers to offer work experience, employment and apprenticeship opportunities for children in care and care leavers.	Place
Promote healthy, inclusive and accessible employment and learning opportunities	
We will create healthy and accessible modes for people to access employment opportunities.	Place
Make sure we have the skills and expertise of our workers to be able to induct and support learning opportunities in an agile way	Place NEW ACTIVITY
We will enhance our workforce to ensure we are an “Employer of choice” and an exemplar employer demonstrating good quality, accessible and healthy employment opportunities for all. We will articulate this through our workforce strategy	Resources
We will produce sustainable transport strategies which promote alternative modes of transport, through collaborative working with our district and local partners which will include the creation of local transport boards.	Place
Champion educational excellence so every child/young person has a high quality education to succeed in life	
We will continually improve teaching standards, enabling our schools access to high quality professional development, through adapting our school improvement strategy in response to National Policy.	Children's Services
We will continue to encourage schools to work through collaborations in order to maximise expertise and best practice, enhancing our strategy for school improvement within the school-led self-improving system.	Children's Services
We will help schools to be skilled at supporting children with special education needs in mainstream settings, through developing and delivering strategies and where an education, health and care plan is required , undertaking this assessment in a timely and creative way.	Children's Services

Deliver economic growth to create and sustain vibrant communities	
We will support new and existing businesses to thrive, through delivering a strong, flexible and responsive Business Lincolnshire growth hub.	Place
We will work with our partners to take advantage of UK Shared Prosperity Fund to achieve the county's priorities.	Place
We will support our market towns to thrive, delivering regeneration with our partners, including through the Towns Fund and the Housing Infrastructure Fund.	Place
We will work with businesses and local government partners to ensure that new developments in the right locations provide high quality communities for the county's residents, offering appropriate infrastructure, leisure, and employment opportunities.	Place
Manage the risks to our environment from climate change to protect our natural and built resources for future generations	
We will achieve net zero carbon emissions as a council by 2050 or earlier through the development of the Green Masterplan. We will provide climate leadership in Lincolnshire and beyond.	Place
We will respond to our communities in a joined up way and we will proactively coordinate with partners to develop and deliver the flood risk action plan.	Place
We will future proof our highways infrastructure assets and minimise the risks to our environment by embracing innovative technologies	Place
We will maximise the reuse and recycling potential of the county's waste, treating it as a resource. This will include exploring the opportunity for anaerobic digestion facilities across the County.	Place

Enable everyone to enjoy life to the full

- % of adults with learning disabilities who live in their own home or with their family (aim=maintain) [*existing*]
- % children in care living within a family environment (aim=increase) [*existing*]
- Level of sustained attendance at Children's Centres (aim= establish baseline) [*new*]
- % of children achieving a good level of development in Early Years Foundation Stage (aim=increase) [*existing*]
- % gap in achievement between Lincolnshire pupils eligible for Free School Meals and their non -FSM eligible peers nationally achieving a Good Level of Development (aim=decrease) [*existing*]
- Healthy life expectancy for Lincolnshire residents (females) (aim=increase) [*existing*]
- Healthy life expectancy for Lincolnshire residents (males) (aim=increase) [*existing*]
- % of Lincolnshire residents with mental health issues and learning disabilities in inpatient facilities (aim=decrease) [*new*]

Activity	Lead Executive Director
Create accommodation options for greater independence and wellbeing	
We will support independence through working with our partners to provide a 'one stop shop' for equipment and adaptations in people's homes.	Adult Care and Community Wellbeing
We will work with the District Councils to deliver greater accommodation choices for people who are unable to live in their own home. This will include a range of supported and extra care housing as well as influencing developers to build homes which are designed to meet the changing needs of the population	Adult Care and Community Wellbeing
We will work with partners to develop a Joint Accommodation Strategy for Adults with Learning Disabilities, Mental Illness or Autism that will help to maximise people's independence	Adult Care and Community Wellbeing
Intervene effectively to keep vulnerable people safe, making sure children in care and care leavers get the best opportunities	
We will provide intensive and tailored support for young people who have complex multiple needs, maintaining them within their family where it is safe to do so.	Children's Services
We will continue to increase the number of foster carers, supporting them in their valuable role. In year 1 we will focus on developing foster carers with the skills to support children and young people with increased complexities and vulnerabilities.	Children's Services
We will continue to improve how we support children in care and care leavers to thrive through the delivery of the children in care strategy. This will include the development of two new children homes catering for children with more complex needs and enhancing housing solutions for care leavers.	Children's Services
We will provide a more efficient, joined up adoption service with our regional partners, through implementing plans for a regional adoption agency.	Children's Services
We will work with the LSAB to develop a multi-agency Prevention strategy to protect people from harm and to promote community wellbeing. This will include the development and implementation of a 'team around the adult approach'" to help improve engagement with Adults with complex needs.	Adult Care and Community Wellbeing
We will enable people to have improved access to support through the review and implementation of the "Lincolnshire all age autism strategy"	Adult Care and Community Wellbeing
Design an accessible and responsive health and care system within local communities, protecting people and promoting wellbeing	
We will transform how adults access health and care in the community through developing a model of neighbourhood working	Adult Care and Community Wellbeing
Deliver quality children centres, which are at the heart of our communities supporting families so their children thrive	
We will deliver quality children's centres, which are at the heart of our communities, supporting families so their children thrive, through working with key partners and communities.	Children's Services
We will ensure fit for purpose, appropriate services are available for families to narrow the achievement gap, so all children thrive and achieve their potential.	Children's Services
We will support families in their parenting role through continuing to deliver the healthy child programme, also evaluating the benefits of maternity hubs and extending these to other communities where appropriate.	Children's Services

Promote and enable better mental health for all	
We will review the arrangements in place to provide the Approved Mental Health Professionals (AMPH) Service to enable access to Mental Health Services when these are needed.	Adult Care and Community Wellbeing
We will enable more young people to be supported early, to promote resilience and reduce the effects of mental ill health, through implementing the Mental Health In Schools Pilot.	Children Services
We will develop Joint Commissioning arrangements with NHS partners that facilitate the Transformation of Community Mental Health Services for Adults in Lincolnshire.	Adult Care and Community Wellbeing/
Promote the support offer to our communities to enable them to be self-sufficient and thriving	
We will support people to make healthy choices across all aspects of their lives, through continuing to commission and deliver effective preventative services, which also provide quality information so people are better informed.	Adult Care and Community Wellbeing
We will enable more people to be supported through technology.	Commercial
We will help to increase opportunities and people's awareness of how they can support themselves, and their community by encouraging volunteering.	Adult Care and Community Wellbeing

Create thriving environments

- % of superfast broadband coverage in Lincolnshire (aim=increase) [*existing*]
- Number of schools with Ofsted rating of good or above (aim=increase) [*existing*]
- Number of Adult Care and Healthcare Facilities with CQC ratings of good or above (aim=increase) [*new*]
- Condition of carriageway surface (aim=improve) [*new*]
- Residents' level of satisfaction with their area as a place to live (aim=establish baseline) [*new*] (measure in the process of being developed through new survey)
- Residents feedback on feeling safe and secure in their local area (aim=establish baseline) [*new*] (measure in the process of being developed through new survey)
- Traveller review rating from Trip Advisor of excellent and/or very good (aim=achieve and maintain) [*existing*]
- Lincolnshire CO2 emissions (aim=decrease) [*existing*]
- CO2 emissions from County Council activity as progress towards neutrality by 2050 (aim=decrease) [*existing*]

Activity	Lead Executive Director
Advocate for investment in our transport and energy infrastructure, digital connectivity and schools, championing active, sustainable travel	
We will improve utility infrastructure in order to enhance growth through exploring and implementing plans to maximise the development of energy, water and sewage, and digital infrastructure.	Place
We will secure maximum funding from central government through continuing to proactively identify future capital investment opportunities. In Year 1 we will focus on the highways sector deal and transport provision, having pre-prepared schemes to optimise our potential for success.	Place
We will improve the digital connectivity across our rural county through continuing to work with, and influence, central government to generate the funding and flexibility to enable us to achieve gigabit capable digital communities and provide business growth opportunities. In addition, we will continue to stimulate private investment opportunities in full fibre infrastructure.	Commercial
Deliver 'clean' growth in the right place and at the right time	
We will modernise energy and mobility solutions in Lincolnshire through adopting appropriate strategies, including investing in LED street lighting, renewable energy and energy efficiency measures.	Place
We will maximise the use and provision of our water as a valuable resource by working with our partners and researching to better understand how we balance over and under supply. Once we have solutions, we will develop an action plan.	Place
We will enable sustainable growth through ensuring there is an appropriate local supply of the right aggregates.	Place
Champion Lincolnshire as a destination of choice to visit, live, relax, work and do business	
We will work with partners to attract tourists to Lincolnshire, leading the way in raising the profile of the county and enhancing collaboration across our councils to maximise what Lincolnshire has to offer..	Place
We will raise the county's profile nationally and internationally through the delivery of a focused investor promotion strategy, attracting business investment and using our partnership brand, Team Lincolnshire, to do this.	Place
We will stimulate economic growth through the development of business premises across the county and through delivering the economic capital programme with our partners.	Place
We will outline our collective aspirations for our coast through developing a Coastal Strategy with partners.	Place
Plan growth to benefit the whole community through connecting people, housing, employment, businesses and the natural environment	
We will attract all sectors to make a major contribution to the planning and delivery of growth in the county, through being a leading partner in the Greater Lincolnshire LEP.	Place
We will lead the final stages of the Grantham Southern Relief Road Housing Infrastructure Fund bid and, if successful, implement a delivery strategy.	No longer needed, bid unsuccessful
We will accelerate considered housing growth in Lincolnshire and maximise opportunities and investment in infrastructure work through working across all Councils and partners in Lincolnshire on "Planning for Growth."	Place

Provide sufficient, high quality and inclusive education places locally	
We will aim to deliver 695 more places by September 2022 across mainstream primary and secondary schools to meet local demand through implementing our 3 year Basic Need capital programme.	Children's Services
We will create more than 500 new special school places by 2024 as part of delivering the Building Communities of Specialist Support Strategy. We will work towards making 300 of those places available by September 2022.	Children's Services
We will ensure eligible children aged 2, 3, and 4 years old are able to access their early years entitlement place in high quality inclusive provision, through reviewing and refreshing the actions of Lincolnshire's childcare delivery plan.	Children's Services
Improve the safety of local communities	
We will continue to work with partners to enhance community safety. Over the next year we will focus on achieving this through reducing the impact of fraud, and through strengthening how we support those affected by domestic abuse or perpetrating abuse	Fire Rescue and Public Protection
We will support people to improve their home safety through delivering a comprehensive communication and engagement plan. In year 1 we will promote the SHERMAN initiative and implement the Hoarding Protocol.	Fire Rescue and Public Protection
We will improve the effectiveness and efficiency of service delivery through building a sustainable financial and operating model for the Public Protection Function, pooling budgets and undertaking joint commissioning activity.	Fire Rescue and Public Protection
We will deliver the priorities of the Lincolnshire Road Safety Partnership	Place

Provide good value council services

- No. of online transactions (aim=increase) [*new*]
- Customers' level of satisfaction (aim=establish baseline) [*new*] (measure in the process of being developed through CSC systems later this year)
- % of employee turnover (aim=decrease) and benchmarked against other Local Authorities [*existing*]
- % of sickness absence (aim=decrease) and benchmarked against other Local Authorities [*existing*]
- **Number of contacts where the customer considers their concerns have been fully addressed through achieving early resolution (exclusive of statutory complaints)** (aim=increase). [*new*]
- Staff undertaking apprenticeships at Lincolnshire County Council (aim=increase) [*existing*]
- Financial spend per head of population and benchmarked against other Local Authorities (aim=benchmark with other Local Authorities) [*new*]

Activity	Lead Executive Director
Design our processes and services to meet customers' needs	
We will work with health and other public sector bodies to deliver a fully integrated transport service for the benefit of passengers and patients	Place
We will improve the ease of reporting highways defects by enhancing the FixMyStreet app	Place
Shout loud and proud for Lincolnshire to achieve our ambitions	
We will maximise government investment into the county, raising the profile of the county and the Council, through investing in local and national partnerships, including being part of Midlands Engine.	Place
We will champion Lincolnshire, including through lobbying our local MPs and the government.	Place
We will continue to raise the profile of Council Services through a range of strategies including national recruitment campaigns, national conferences and awards, continuing to support improvement in other Councils and advising government on national policy innovation. .	Corporate
We will further develop international relationships to support economic growth	Place
Engage, listen and respond to our communities	
We will transform how we engage with communities, listening and acting on what they say and supporting them to be resilient and self-sufficient. This will be articulated through the refresh of our community strategy. In year 1 we will develop residents' panels and deliver a county-wide customer survey	Corporate
We will place the individual, their family and friends at the heart of their care plan through introducing and implementing strength based practice in Adult Care and Community Wellbeing	Adult Care and Community Wellbeing
Children's Services will continue to embed Signs of Safety in practice (which is a strengths based approach) to ensure that individuals, their family and their networks are at the heart of their care plans	Children's Services
Maximise opportunities to work with others and improve service delivery	
We will improve service delivery through reviewing the Council's approach to commissioning, including needs assessment, service design, market development, procurement and contract management. In year 1, we will implement the findings of the commissioning review and focus on enhancing the Adult Social Care supply market.	Commercial
We will ensure all workforce structures are fit for purpose in response to the implementation of the transformation programme.	Resources
We will ensure the Coroners Service is modernised, with appropriate facilities to conduct inquests and effective services for bereaved families, through conducting a review of the service.	Fire Rescue and Public Protection
We will deliver an integrated care system in Lincolnshire so our communities have improved access to health and care services.	Corporate
Nurture and celebrate a forward-looking, high-performing, skilled and empowered workforce	
We will refresh our Corporate Workforce Strategy, reviewing culture, values and behaviours, and enabling our staff to be healthy and resilient so we can improve how we support our customers. In year 1, we will focus on developing our staff to be competent in digital technology and in the delivery of our health and wellbeing strategy.	Resources
We will keep and attract talented people through implementing improved recruitment processes, increasing the number and range of apprenticeships, and developing graduate and work experience placements across the Council.	Resources
We will increase our effectiveness by redesigning processes relating to our people and financial management, through an integrated finance and people management system.	Resources

We will enable our workforce to work more efficiently and more agile through the successful implementation of new technologies.	Commercial
Continue to innovate and make best use of our assets	
We will manage and protect data effectively to retain the trust of our residents and increase their ability to access appropriate data, by developing a One Council approach to data and information management.	Commercial
We will protect and enhance our heritage assets and we will maximise the use of our sites for customers, through delivering proposals for the iconic investment in The Collection Museum and Gallery and other heritage sites.	Place
We will maximise the use of space and therefore reduce the overall cost of office accommodation through designing options to create more flexible and agile ways of working, including exploring opportunities for maximising the Lincoln campus.	Commercial
We will plan and manage our financial resources effectively through refreshing our Medium Term Financial Strategy and through delivering comprehensive reviews of specific areas.	Resources
Get the most out of our shared public estate, to provide more community opportunities, housing, employment and accessible services	
We will explore all opportunities to deliver the ambitions of One Public Estate	Commercial
Put our customers first, so we respond with one voice, working effectively across teams	
We will transform the way we engage with customers through the implementation of a customer strategy. In year 1 we will maximise technology solutions in the Customer Contact Centre to enable customers to do more online, including paying for services. In year 2 our emerging digital strategy will enable us to be innovative so our customers can access us through multiple channels.	Corporate
Be there when communities need us most, responding collaboratively to emergencies	
We will provide leadership to help communities to be more resilient and to be prepared for emergencies by working with our communities through the Lincolnshire Town and Parish Councils Associations.	Fire Rescue and Public Protection
We will enable communities to be more resilient and our partners to provide a more integrated response through working with the LRF to respond to emergencies that impact on our communities. Over the next year we will focus on the risks and management of flooding.	Fire Rescue and Public Protection
We will effectively plan for a sustained recovery from COVID 19	Place

Appendix C - Tier 2 of the Performance Framework - Service Level Performance Indicators

Ref	Performance Indicator	Scrutiny Committee
60	Permanent admissions to residential and nursing care homes aged 65+	Adult Care and Community Wellbeing
63	Adults who receive a direct payment	Adult Care and Community Wellbeing
65	People in receipt of long term support who have been reviewed	Adult Care and Community Wellbeing
122	Requests for support for new clients, where the outcome was no support or support of a lower level	Adult Care and Community Wellbeing
123	People who report that services help them have control over their daily life	Adult Care and Community Wellbeing
124	Completed episodes of Reablement	Adult Care and Community Wellbeing
158	People who remain at home 91 days after discharge	Adult Care and Community Wellbeing
33	Percentage of people aged 40 to 74 offered and received an NHS health check	Adult Care and Community Wellbeing
110	Percentage of people supported to improve their outcomes following Wellbeing intervention	Adult Care and Community Wellbeing
111	People supported to successfully quit smoking	Adult Care and Community Wellbeing
112	People supported to maintain their accommodation via Housing Related Support Service (HRSS)	Adult Care and Community Wellbeing
113	Emergency and urgent deliveries and collections completed on time	Adult Care and Community Wellbeing
116	Concluded safeguarding enquiries where the desired outcomes were achieved	Adult Care and Community Wellbeing
130	Adult Safeguarding concerns that lead to a Safeguarding enquiry	Adult Care and Community Wellbeing
59	Carers supported in the last 12 months	Adult Care and Community Wellbeing
117	Adults aged 18-64 with a mental health problem living independently	Adult Care and Community Wellbeing
120	Carers who said they had as much social contact as they would like	Adult Care and Community Wellbeing
121	Carers who have received a review of their needs	Adult Care and Community Wellbeing
31	Percentage of alcohol users that left specialist treatment successfully	Adult Care and Community Wellbeing
28	Safeguarding cases supported by an advocate	Adult Care and Community Wellbeing
23	Looked after children	Children and Young People
24	Children who are subject to a child protection plan	Children and Young People
25	Average time taken to move a child from care to an adoptive family	Children and Young People
26	Average time taken to match a child to an adoptive family	Children and Young People
42	Achievement gap between pupils eligible for Free School Meals and their non-FSM Eligible peers nationally at KS4	Children and Young People
45	16-17 year old Looked After Children participating in learning	Children and Young People
46	Care Leavers in suitable accommodation	Children and Young People
67	Permanent exclusions	Children and Young People
104	Achievement of the threshold in English and Maths	Children and Young People
15	Juvenile first time offenders	Children and Young People
125	Juvenile Re-offending	Children and Young People
76	Recycling at County Council owned Household Waste Recycling Centres	Environment and Economy
77	Tonnage of recycling material collected at the kerbside	Environment and Economy
78	Household waste recycled	Environment and Economy

79	Green waste composted	Environment and Economy
72	Flooding incidents investigated	Environment and Economy
73	Properties protected from flooding	Environment and Economy
69	Businesses supported by the Council	Environment and Economy
70	Qualifications achieved by adults	Environment and Economy
71	Amount of external funding attracted to Lincolnshire	Environment and Economy
108	Public Satisfaction with Highways and Transport Services	Highways and Transport
84	Condition of Principal roads	Highways and Transport
85	Condition of Non Principal roads	Highways and Transport
86	Condition of Unclassified roads	Highways and Transport
95	Capital receipts	Overview and Scrutiny Management Board
101	Achievement of KPIs - VINCI Facilities Partnership Limited contract	Overview and Scrutiny Management Board
39	Voluntary and community groups actively supported in Lincolnshire	Public Protection and Communities
105	People supported who have accessed volunteer opportunities	Public Protection and Communities
35	Contact with the heritage service either in person, on the phone, by email or via the website	Public Protection and Communities
129	Overall enjoyment of the services as measured by the visitor feedback forms	Public Protection and Communities
36	Visits to Core Libraries and Mobile Library services	Public Protection and Communities
37	Visits to library website	Public Protection and Communities
38	Community use of libraries	Public Protection and Communities
11	People killed or seriously injured in road traffic collisions	Public Protection and Communities
12	Children killed or seriously injured in road traffic collisions	Public Protection and Communities
19	Primary fires	Public Protection and Communities
20	Fire fatalities in primary fires	Public Protection and Communities
21	Deliberate primary fires	Public Protection and Communities
22	Deliberate secondary fires	Public Protection and Communities
157	Accidental Dwelling Fires	Public Protection and Communities
1	Illicit alcohol and tobacco products seized	Public Protection and Communities
2	Unsafe products removed from the market	Public Protection and Communities
3	High risk premises inspected by Trading Standards	Public Protection and Communities
153	Secondary schools in receipt of a Stay Safe Day	Public Protection and Communities
154	Year 6 primary school children in receipt of an E-safety workshop	Public Protection and Communities
155	Number of domestic abuse victims receiving support	Public Protection and Communities
156	Number of domestic abuse victims supported through MARAC	Public Protection and Communities

Performance Indicators

Our Ambitions



- Create Thriving Environments
- Enable everyone to enjoy life to the full
- Provide Good Value Council Services
- Support High Aspirations

Select one of our ambitions to navigate through to our performance and our objectives

See our Performance

See our Objectives

Our Performance



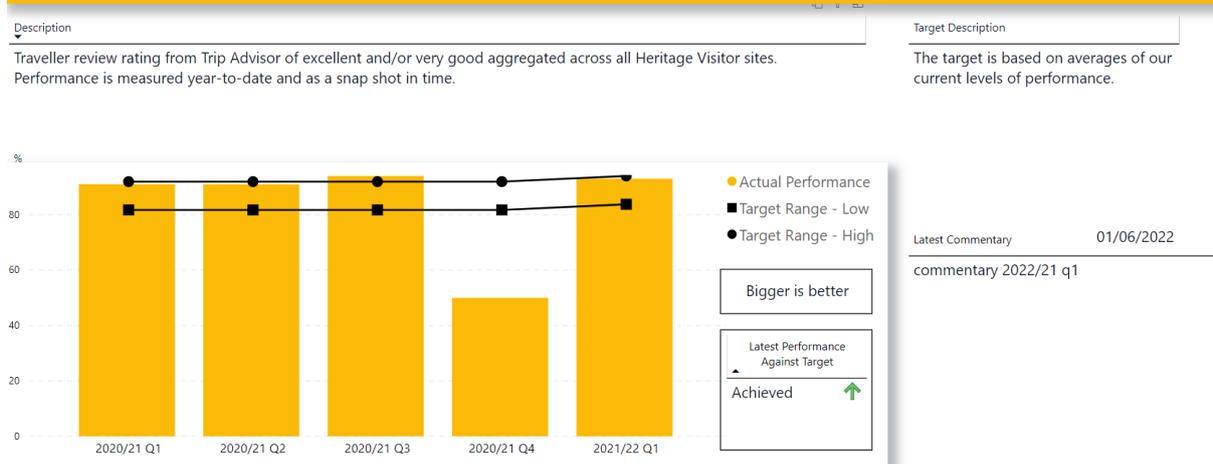
Create Thriving Environments

ID	Title	Frequency	Latest Performance	Target Range	Status	Performance Commentary	Updated
107	Anti-social behaviour incidents reported to the police	Quarterly	10,039.00	-	Measured	No target is set for this indicator	15/01/2021
128	Traveller review rating from Trip Advisor of excellent and/or very good	Quarterly	93.00	82 - 92	Achieved ↑	commentary 2022/21 q1	01/06/2022

Our Performance



Traveller review rating from Trip Advisor of excellent and/or very good



Activities

←

Our Objectives



Lincolnshire
COUNTY COUNCIL
Working for a better future

Support High Aspirations

Champion educational excellence so every child/young person has a high quality education to succeed in life

Deliver economic growth to create and sustain vibrant communities

Enhance the skills of our communities to meet the needs of our businesses and the economy

Grow the workforce by retaining and attracting more highly-skilled 18-40 year olds

Manage the risks to our environment from climate change to protect our natural and built resources for future generations

Promote healthy, inclusive and accessible employment and learning opportunities

Ambition

See Our Activities

Objectives

←

Our Activities



Lincolnshire
COUNTY COUNCIL
Working for a better future

Enhance the skills of our communities to meet the needs of our businesses and the economy

Activity	Commentary	RAG	Updated
We will enhance and articulate the education and training offer to our communities and work to increase the availability of education programmes across the county to meet business and community need. In Year 1 we will work with partners to enhance the offer in East Lindsey.	this is commentary for q1		08/07/2020
We will transform how we raise skills levels, productivity, employability and apprenticeship numbers through developing an updated skills plan	this is commentary for q1		07/07/2020
We will work with partners and the wider business community to improve the number of adults with a disability in meaningful employment or volunteering	this is commentary for q1		09/07/2020

Sub headings for Performance Indicators at Scrutiny Committees

Scrutiny Committee	Sub-heading
Adults & Community Wellbeing	Adult Frailty & Long-term Conditions Carers Safeguarding Adults Specialist Adult Services Wellbeing
Children & Young People	Children are Safe & Healthy Learn and Achieve Readiness for Adult Life Youth Offending
Environment & Economy	Economy Flooding Waste
Highways & Transport	PIs relate to Highways
OSMB	PIs relate to property
Public Protection & Communities	Community Safety Fire Safety Libraries and Heritage Road Safety Trading Standards Volunteering

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