

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

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

**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.

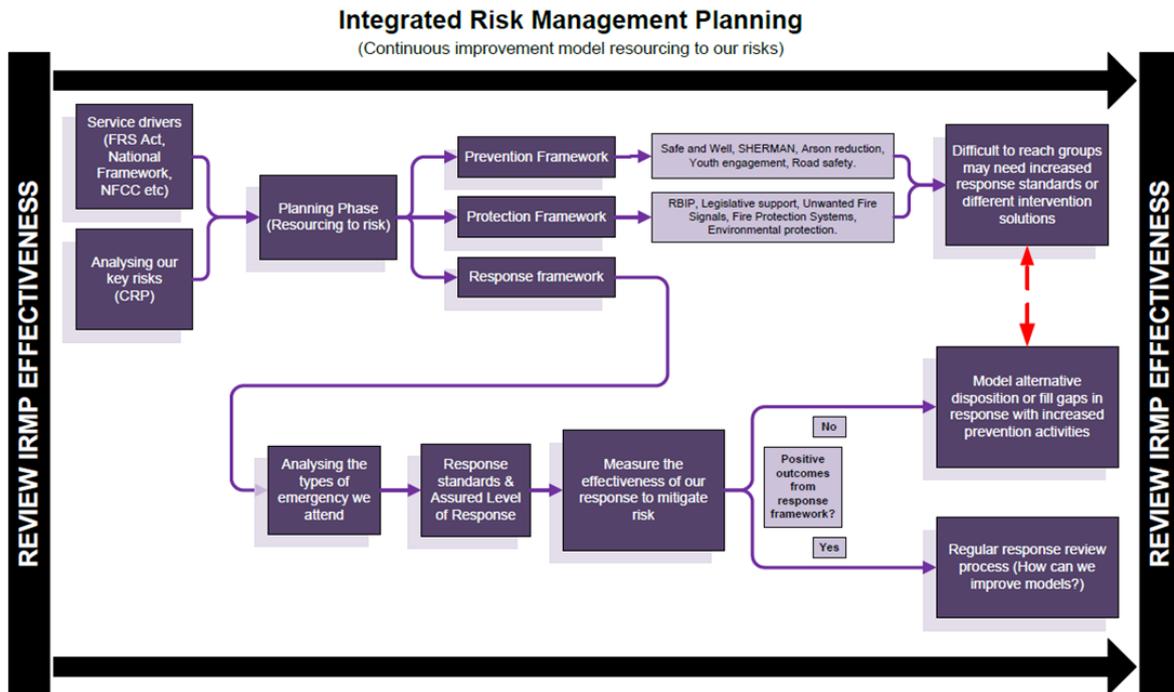
Due to the effects of the pandemic the timeframe for publication of an IRMP has been extended. As such this proposal enables the extension of the IRMP to 2024, which enables the Council to comply with the requirement that an IRMP must cover at least a three year period.

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.

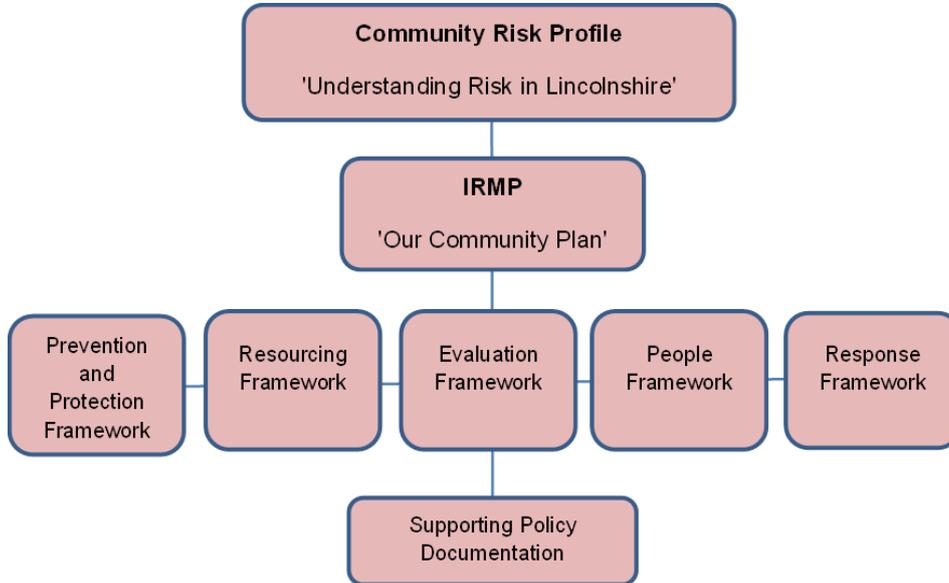
- 1.15 During the early period of consultation, a request was made for us to add the Frameworks to our public area to enable more detail to be examined by the community. We therefore added the five Frameworks and extended the consultation period to the 31 March 2020.

- 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.

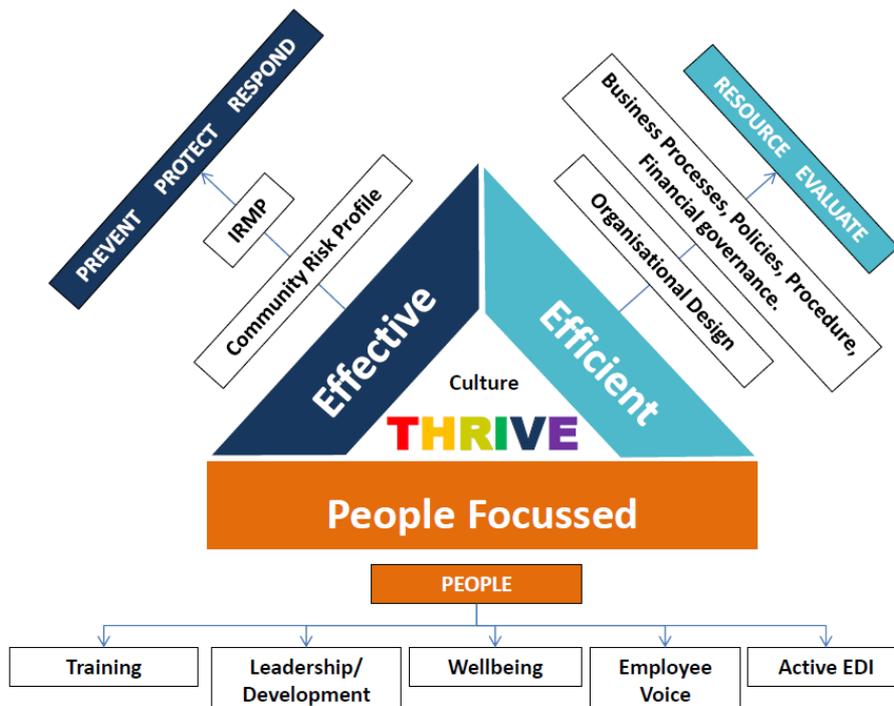
- 1.17 The formal engagement period ran for a total of 14 weeks (172 responses), during which our plans were made available online with a link to a snap survey. Copies were circulated widely through email and hard copies made available on request. A series of briefing sessions were held for both staff 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 decision will be considered by the Public Protection and Communities Scrutiny Committee at its meeting on 15 September 2020 and the comments of the Committee will be reported to the Executive.

##### **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

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