

# Integrated Risk Management Plan 2016-2020



Cumbria Fire  
& Rescue  
Service

Draft Year 3  
(18/19)  
Action Plan



## Introduction

Cumbria County Council (CCC), in its role as the Fire Authority is the public body responsible for ensuring local communities are protected by an effective Fire and Rescue Service (FRS).

In 2016 the Fire Authority approved a four year strategy which outlined the challenges facing the organisation and set out the overarching principles and direction of travel it would adopt in responding to them.

Annual action plans, like this one, set out the direction of travel in more detail and the projects and work scheduled for the forthcoming financial year – an approach which fulfils the Authority's statutory requirement to produce an Integrated Risk Management Plan (IRMP).

The creation of a new FRS Inspectorate has provided a focus on the areas in which Government expect a Service to excel. These are:

- Efficiency and Collaboration
- Accountability and Transparency
- Workforce Reform

Within this framework the Authority will continue to deliver an efficient, effective and safe service dedicated to keeping both Firefighters and the people of Cumbria safe.

For us to be successful at making Cumbria safer, we need to receive your comments and feedback on the contents of this IRMP Action Plan. We look forward to hearing your views on this plan and the actions put forward. We will take account of all the comments and feedback we receive before **8th January 2018** when developing our final Integrated Risk Management Action Plan.

Following consultation, the Year 3 Action Plan will go before councillors for approval in February 2018.



**Steve Healey**  
Chief Fire Officer



**Cllr Janet Willis**  
Cabinet Member for Customers,  
Transformation and Fire & Rescue

## National and Local Issues

A new Fire and Rescue Service Inspectorate has been created, combining the existing inspectorate of the Constabulary in the form of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS). The Service will be expected to deliver against the following areas, and will be held to account through a regular inspection programme.

### Operational Service Delivery

- Prevention
- Protection
- Resilience
- Response

### Organisational Effectiveness

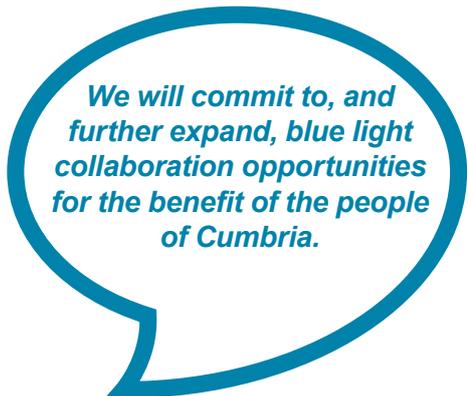
- Leadership
- Training
- Diversity
- Values and Culture

### Efficiency

- Value for money
- Matching resources to demand
- Collaboration

In preparing for this new regime the Service will take the opportunity to review its current work programme, explore further opportunities for collaboration and ensure that the principles of equality, diversity and inclusion are embedded throughout the organisation.

Working with the new Inspectorate, we will provide evidence against the key lines of enquiry, and performance indicators that demonstrate our direction of travel, in order that the Service can be held accountable by the Fire and Rescue Authority, and the communities we serve.



*We will commit to, and further expand, blue light collaboration opportunities for the benefit of the people of Cumbria.*

The recently enacted Policing and Crime Act 2017 includes a legal duty for Fire, Police and Ambulance Services to collaborate. The Service will continue to develop its existing collaboration projects, such as Multi-Service Officers, Emergency Medical Response and Emergency Service Hubs as well as exploring further opportunities as they arise. As well as purely traditional Fire Service activity, over the next few years there will be a wider focus on the way all public services are delivered, including those provided jointly by local and national agencies in the areas of health, wellbeing and social care.

This includes different agencies sharing data, the use of new and digital technology and working together in joint teams to tackle vulnerable individuals and collective issues, such as anti-social behaviour, the effects of poor mental health and alcohol misuse. As the Fire and Rescue Service is part of the County Council, this provides us with an ideal opportunity to be at the forefront of thinking on these issues. As part of this expansion to traditional Fire Service activity, there are opportunities to look at new and innovative ways of delivering services.



*We will respond to and support the Home Office's Fire Reform Programme, including taking part in any new national inspection regime and supporting national research and procurement hubs.*



*We will explore further opportunities to generate income and deliver additional services to business and communities.*

## Targeting most at risk

The Service's Prevention Strategy provides a framework in which Safe and Well Visits, Home Accident Reduction Interventions and youth engagement activities can be delivered over the coming year.

It reinforces the value of partnership working and the important role that partner organisations can play in the prevention of fires and the protection of vulnerable members of society from fire, helping them to live healthy and fulfilled lives. Delivery against this Strategy is framed against a number of objectives:

### **Objective: Reducing the number of people killed or injured in dwelling fires in Cumbria and to support people to live independently and safely in their homes**

A review of fire deaths and national research indicates a number of vulnerable groups at greater risk of fire death including people who smoke, people living in deprivation and people with a disability or suffering from illness.

In April 2017 Cumbria Fire and Rescue Service (CFRS) introduced its "Safe and Well Visit" initiative. The Safe and Well Visits enhance the quality of service we deliver to the householder, not only on fire related issues but in support and advice around Falls Prevention, Alcohol Reduction, Smoking Cessation and Social Isolation, that are all pertinent to the demographics of Cumbria.

CFRS aims to make a sustainable impact on the above by completing 10,000 Safe and Well visits a year throughout the Service by operational Firefighters, Home Safety Visit Technicians, Home Accident Reduction Team (HART) and CFRS Volunteers.

Information sharing with the Health and Social Care Information Centre (HSCIS) will complement this process in targeting those most at risk.

*We will consider further possibilities to extend the Safe and Well visits in to other areas as determined through the Joint Strategic Needs Assessment and consider opportunities to increase the target from 10,000 visits per annum.*

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

This will be achieved by working through the Safer Roads for Cumbria Partnership and by delivering Road Awareness Training (RAT) sessions targeting the known at-risk group of ages 17 to 24.

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

The Service will play an active part in those partnerships that complement the County Council's vision for the people of Cumbria, including work achieved through the Community Safety Partnerships and the Safer Cumbria Partnership Board. In addition we recognise the importance of Equality, Diversity and Inclusion, and will develop a robust strategy for delivering against this agenda.

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

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

### **Objective: To support youth work related to "Every Child Matters" particularly the "Staying Safe" and "Making a Positive Contribution" themes**

This will be achieved through our Young Firefighter Programmes and Fire Cadets schemes, in addition to the other broader youth engagement activities delivered across CFRS, including the very successful Junior Citizens Scheme.

## Enforcing Fire Safety

### Post Grenfell Tower

The tragic fire at Grenfell Tower in West London raised several significant questions about how fire safety regulations are enforced in such premises. Whilst there are very few such high rise buildings in Cumbria, the public inquiry into the fire will generate a number of outcomes and findings which are likely to have a significant effect on the fire sector as a whole.

The Service’s Fire Protection Strategy sets out a number of key objectives for the Service in terms of our fire protection and enforcement activity:

### Objective: Reducing the risk in buildings by meeting the requirements of the Regulatory Reform (Fire Safety) Order 2005

We intend to reduce risk in buildings by targeting our resources to deliver information, education and legislative enforcement to help make the community a safer place. We will continue with our risk-based approach to Fire Safety inspections and audits in line with our risk-based Inspection programme.

### Objective: Delivering risk based protection activity and developing the resilience and business continuity, crisis and disaster management arrangements for, and with, businesses across Cumbria

The impact of fire is far reaching, affecting not only those directly involved but also the local economy and local communities who rely on those buildings for housing, work, education, leisure or community support.

According to Government statistics the average cost of a fire in commercial premises is £43,800. Over 60% of businesses that experience a serious fire either never reopen or fail within twelve months. The additional burden that this places on people’s lives and on the economic strength of Cumbria is incalculable. Our focus will be on reducing this burden as far as is possible.

### Objective: Arrangements for safeguarding the culture, heritage and environmental assets in Cumbria

In order to protect the vast amount of heritage within Cumbria we will work in partnership with owners, responsible persons and other stakeholders such as English Heritage to reduce and minimise the impact of fires and other emergencies that have the potential to seriously damage or completely destroy these important structures. Where necessary we will work together to develop and improve salvage plans to ensure our history is available for future generations to enjoy.

### Objective: Working with the business community in order to reduce the number of Unwanted Fire Signals

The current policy for dealing with Unwanted Fire Signals (UwFS) within CFRS is based upon the Call Challenge procedure from within North West Fire Control (NWFC). In May 2016, we amended our response to UwFS so that there is no longer an automatic response at all times to non-sleeping risk premises, unless the caller reasonably believes a fire has broken out.

Where possible, the Service aims to further reduce response to UwFS that occur generally as a result of automatic fire alarm activations.





## Response and Resilience

In order to contribute towards the strategic decision making process, CFRS commissioned an external company to provide a reliable risk profile of available data. Their analysis has modelled various changes to service provision to evaluate the impact on risk in order to support the best service provision for Cumbria. This analysis along with our professional judgement will shape our decision making and ensure we align our resources according to risk.

The Service has a single response standard across the county of 10 minutes to all 'primary' property fires, and a second standard of 15 minutes for all other incidents, aiming to achieve this level of performance on 80% of occasions. A detailed Response Strategy outlines how the Service will continue to deliver for the people of Cumbria against a number of objectives:

### Objective: Operational Response

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

We will continue to focus prevention and protection arrangements around known higher risk communities. CFRS will work closely with partner agencies, sharing appropriate risk information, and providing our operational crews with the best equipment, Personal Protective Equipment (PPE), and procedures to enable them to carry out their role effectively, whilst reducing risk as far as possible.

Firefighting is an inherently dangerous activity. To ensure that our Firefighters remain safe whilst providing a first class service to our community, we will ensure that CFRS meet all of the legislative requirements of the Health and Safety at Work Act. In addition, we will also meet all of the moral requirements for maintaining a fit, safe and healthy workforce thus enabling staff to deal with the often urgent need to carry out rescues or mitigate disaster.

### Objective 2: Planning

CFRS will plan ahead, assessing existing, new and emerging risks to ensure that we have the right equipment, operated by trained personnel, at the right location and at the right time to provide the most effective response to emergencies when our communities need help. Operational intelligence relating to risks within our communities will be collated and made available to all operational crews, leading to improved crew safety and reducing Firefighter injuries.

### Objective 3: Command and Control

CFRS will ensure that our communities can access our emergency response through a robust and resilient Control provision based at Warrington in Cheshire, and secure an effective mobilising and communications system for the coordination of our operational response.

The Emergency Services Mobile Communication Programme (ESMCP) is a cross government programme to replace the existing mobile communications service for the three emergency services, with a new commercial system based on 4G technology. The new Emergency Service Network (ESN) will provide extensive coverage, high resilience, appropriate security and public safety functionality.

Although central government has not mandated FRS's to switch over to ESN, the withdrawal of the current Airwave network means that FRS's, realistically, have no option other than to switch over as the alternative would be cost prohibitive and would hinder effective inter-agency communications.



## Objective 4: Interoperability / Partnership Working

CFRS will work closely with our key partner agencies to ensure that we fully understand each other's capabilities and limitations and command and control procedures and can communicate with one another effectively on the incident ground.

We have fully embedded the principles that underpin the Joint Emergency Services Interoperability Programme (JESIP), and work together via the Cumbria Resilience Forum to ensure a common understanding and shared situational awareness exists across all responding Category 1 and 2 agencies, when dealing with major incidents such as wide area flooding.

We are collaborating closely with blue light colleagues, looking at innovative ways of enhancing the emergency service available to our communities, whilst at the same time realising greater efficiencies through working together.

One of the ways we will work smarter and more effectively and efficiently will be through the introduction of Multi Service Officers (MSOs). These MSOs will fulfil some of the functions of a Firefighter, Police Community Support Officer (PCSO) and health professional, and work to improve the quality of life outcomes for people in a way that also reduces impact on blue light services, benefits the National Health Service and Public Health provision, and generates efficiencies for all partners.



***In Partnership, introduce Multi Service Officer teams across Cumbria, available to respond to broader emergency incidents and delivering the vast range of preventative activities to safeguard our communities.***

## Objective 5: Effective and efficient resourcing

In Cumbria we have 38 Fire Stations comprising 6 Regular (3 with additional On Call support), 2 Day Crewed, with additional On Call support, and 30 pure On Call Fire Stations. There are 45 Fire Engines across the county, crewed by staff using a range of duty systems that enables the provision of immediate response when called upon.

Over the last few years the Service has, and will continue to, introduce new crewing arrangements and duty systems to continue to strive to provide the most effective and efficient emergency cover possible.

On Call Fire Station provision has been analysed and evaluated through a strategic external review to determine the optimal provision across Cumbria.

One of the key risks identified is that due to ongoing recruitment challenges we experience as a result of societal changes, demographics and business profiles across Cumbria, the current model for crewing On Call Fire Stations may not be sustainable in certain areas in the longer term. The way we recruit, train and deploy our On Call Firefighters in the future will be assessed and realigned with the current and emerging risk profile.

The new establishment model will embed more flexibility across the Service in order to allow Fire Stations to operate optimally within the recruitment options available, whilst providing additional support from neighbouring Stations. We aim to identify a number of specialist fire stations who will receive an enhanced level of training and equipment in order for teams to be deployed across the County to meet the diverse risks we face, for example, Sand Rescues, Road Traffic Collision Rescues, Animal Rescues and Water Rescues.



***We will deliver on the Strategic Review of On Call arrangements in line with our On Call Resourcing Strategy.***

A review of the risk and demand profile of the county has allowed the Service to put forward several changes that will provide a more efficient and effective emergency response arrangement across Cumbria; these changes will also release resource and capacity for investment elsewhere within CFRS in line with some of the other proposals within this Action Plan, thereby improving our overall ability to respond to the changing demands across the county.

We propose to change the crewing arrangements at Ulverston Fire Station whilst still maintaining the 2 Fire Engines based there. The proposal is to change the existing full-time Fire Engine to an 8 hour day shift model with On Call crewing outside of those hours. This proposal will release efficiencies for investment in the Multi-Service-Officer role, and will also allow the Service to introduce an On-Call crewed Fire Engine in to Barrow where demand is greater. The proposal will also see an increase in the

number of full-time and on-call firefighters operating from Barrow Fire Station and also enable the Aerial Ladder Platform based at the station to be crewed more effectively in the future.

These proposed changes will mean that the Furness Peninsula is covered by 5 Fire Engines, 2 based in Ulverston, 2 in Barrow and 1 on Walney Island and will improve the spread of full-time and on-call firefighters across the peninsula to match the risk and demand profile.

*We will change our crewing arrangements to more appropriately align our resources to the changing risk and demand profile of the county.*



## Appendix 1: IRMP Year 3 Action Plan

### Priority: Developing the Organisation

We will	Activity	Target Date
<b>We will continue to develop Cumbria Fire and Rescue Service to ensure a safe and efficient service delivered to the people of Cumbria</b>	Respond to and support the Home Office's Fire Reform Programme, including taking part in any new national inspection regime and supporting national research and procurement hubs	Ongoing
	Explore further opportunities to generate income and deliver additional services to business and communities	Dec 2018
	Deliver the Government sponsored national Emergency Services Mobile Communication Programme in Cumbria (ESMCP)	March 2019
	Continue to develop our website and provide up to date performance information so that our communities and Elected Members can hold the Service to account	April 2018

### Priority: Protecting local communities

We will	Activity	Target Date
<b>We will continue to innovate and deliver services that contribute to the protection of local communities in Cumbria</b>	Introduce Multi Service Officer (MSO) teams, in collaboration with Cumbria Constabulary, North West Ambulance Service (NWAS) and the council's Director of Public Health	Dec 2018
	Commit to, and expand further, blue light collaboration opportunities for the benefit of the people of Cumbria	Ongoing
	Consider further possibilities to extend the Safe and Well visits in to other areas as determined through the Joint Strategic Needs Assessment and consider opportunities to increase the target from 10,000 visits per annum	Sep 2018

**Priority: Responding to emergencies**

We will	Activity	Target Date
<b>We will ensure the provision of an emergency response that meets the needs of the people of Cumbria</b>	Change our crewing arrangements to more appropriately align our resources to the changing risk and demand profile of the county	July 2018
	Deliver on the strategic review of On Call arrangements in line with our On Call Resourcing Strategy	Dec 2018



## Consultation

This draft IRMP Action Plan forms part of our overall risk management strategy for the county. The Fire and Rescue National Framework sets out the Government's expectation that in formulating local risk management plans the Fire and Rescue Authority should "...fully consult the local communities".

So let us know what you think. Please comment on any aspects of this draft plan. This will assist us in finalising our IRMP 2016-2020 Year 3 Action Plan.

Consultation on the contents of this plan commences on **23 November 2017** and will close on **8 January 2018**. The consultation will be undertaken in accordance with County Council guidance and HMG Code of Practice on consultation and the outcomes will be reported to the Council's Cabinet members. The final document will be approved by Cabinet in February.

To comment on the draft IRMP Action Plan, you can write to us at:

**IRMP Consultation  
Cumbria Fire & Rescue Service  
Headquarters  
Carleton Avenue  
PENRITH  
Cumbria  
CA10 2FA**

OR

Email us at [irmp@cumbria.gov.uk](mailto:irmp@cumbria.gov.uk)

For further information about Integrated Risk Management Planning or Cumbria Fire and Rescue Service, look at our website [www.cumbriafire.gov.uk](http://www.cumbriafire.gov.uk) or call us on **01768 812612**.



### Translation Services

If you require this document in another format (eg CD, audio cassette, Braille or large type) or in another language, please telephone **01768 812612**.

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