# Merseyside FIRE & RESCUE SERVICE

### **Public Document Pack**

### To: All Members of the Authority

The Protocol and Procedure for visitors attending meetings of Merseyside Fire and Rescue Authority can be found by clicking <a href="here">here</a> or on the Authority's website:

http://www.merseyfire.gov.uk - About Us > Fire Authority.



J. Henshaw LLB (Hons) Clerk to the Authority

Tel: 0151 296 4000 Extn: 4113 Kelly Kellaway

Your ref: Our ref HP/NP Date: 12 October 2016

Dear Sir/Madam,

You are invited to attend a meeting of the <u>AUTHORITY</u> to be held at <u>1.00 pm</u> on <u>THURSDAY, 20TH OCTOBER, 2016</u> in the Liverpool Suite at Merseyside Fire and Rescue Service Headquarters, Bridle Road, Bootle.

Yours faithfully,

Clerk to the Authority

KKellaway PP.

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### MERSEYSIDE FIRE AND RESCUE AUTHORITY

### <u>AUTHORITY</u>

### **20 OCTOBER 2016**

### **AGENDA**

### 1. Preliminary Matters

The Authority is requested to consider the identification of:

- a) declarations of interest by individual Members in relation to any item of business on the Agenda
- b) any additional items of business which the Chair has determined should be considered as matters of urgency; and
- c) items of business which may require the exclusion of the press and public during consideration thereof because of the possibility of the disclosure of exempt information.

### 2. Minutes of the Previous Meeting (Pages 5 - 8)

The Minutes of the previous meeting of the Authority, held on 30<sup>th</sup> June 2016, are submitted for approval as a correct record and for signature by the Chair

## 3. <u>Minutes of the North West Fire & Rescue Advisory Forum 14th July</u> 2016 (Pages 9 - 18)

The Minutes of the North West Fire & Rescue Advisory Forum on 14<sup>th</sup> July 2016, are submitted for Members information and for noting.

### 4. PFI PROJECT - 2015/16 PROGRESS REPORT (Pages 19 - 48)

To consider report CFO/078/16 of the Deputy Chief Fire Officer, concerning a progress update in relation to the North West Fire and Rescue Services Private Finance Initiative (PFI) Project over the financial period April 2015-march 2016.

### 5. <u>Disposal Of Obsolete Response Vehicles to the St John Rescue</u> Corps (Pages 49 - 52)

To consider report CFO/080/16 of the Chief Fire Officer, concerning the donation of a Mercedes transport vehicle and Small Fires Unit vehicle to the St Johns Rescue Corps, Malta.

## 6. <u>Historical Analysis of Fatalities in Accidental Dwelling Fires between 2006/07 and 2015/16 (Pages 53 - 78)</u>

To consider report CFO/079/16 of the Deputy Chief Fire Officer, concerning the performance, analysis and trends in relation to the Accidental Dwelling Fire Fatalities experienced between 2006/07 and 2015/16.

### 7. Results of the Employees Engagement Survey (Pages 79 - 104)

To consider report CFO/077/16 of the Deputy Chief Fire Officer, concerning the results of the MFRA Staff Engagement Survey 2016.

### **8. <u>Draft IRMP 2017-2020</u>** (Pages 105 - 162)

To consider Report CFO/081/16 of the Chief Fire Officer, concerning release of the draft Integrated Risk Management Plan (IRMP) 2017-20 for a period of 12 weeks' consultation prior to adoption and implementation, whilst noting that the proposals outlined within the IRMP may change to reflect the views expressed during the consultation period.

## 9. <u>Fire Fit Hub Options Appraisals and Recommendations</u> (Pages 163 - 172)

To consider Report CFO/075/16 of the Deputy Chief Fire Officer, concerning options, appraisals and recommendation in relation to the Fire Fit Hub.

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If any Members have queries, comments or require additional information relating to any item on the agenda please contact Committee Services and we will endeavour to provide the information you require for the meeting. Of course this does not affect the right of any Member to raise questions in the meeting itself but it may assist Members in their consideration of an item if additional information is available.

### Refreshments

Any Members attending on Authority business straight from work or for long periods of time, and require a sandwich, please contact Democratic Services, prior to your arrival, for arrangements to be made.

### MERSEYSIDE FIRE AND RESCUE AUTHORITY

### 30 JUNE 2016

### **MINUTES**

Present: Cllr Dave Hanratty (Chair) Councillors Denise Allen,

Sharon Connor, Joe De'Asha, Janet Grace, Brian Kenny, Veronica McNeill, Chris Meaden, Les Byrom, Linda Maloney,

Peter Brennan, Barbara Murray, Lesley Rennie,

James Roberts, Jean Stapleton, Sharon Sullivan, Paul Tweed

and Marianne Welsh

### Also Present:

### Apologies of absence were received from:

### 1. <u>Preliminary Matters</u>

The Authority considered the identification of any declarations of interest, matters of urgency or items that would require the exclusion of the press and public due to the disclosure of exempt information.

### Resolved that:

- a) no declarations of interest were made by individual Members in relation to any item of business on the Agenda.
- b) The following additional item of business was determined by the Chair to be considered as a matter of urgency:
  - Agenda Item 6 Police & Fire Collaboration Corporate Services Review
- c) The following items of business contained EXEMPT information:
  - Agenda Item 3 Part 2 EXEMPT Minutes of the Previous Meeting
  - Appendix A to Agenda Item 6 Police & Fire Collaboration Corporate Services Review

Members were advised that should any discussion be required around either of these documents, the press and public would need to be excluded during consideration thereof, due to the possible disclosure of exempt information.

### 2. <u>Minutes of the Previous Meeting</u>

The Minutes of the previous meeting of the authority, held on 14<sup>th</sup> June 2016, were approved as a correct record and signed accordingly by the Chair.

### 3. Part 2 - EXEMPT Minutes of the Previous Meeting

The EXEMPT minutes of the previous meeting of the Authority, held on 14<sup>th</sup> June 2016, were approved as a correct record and signed accordingly by the Chair.

### 4. REVIEW OF SICKNESS ABSENCE

Members considered Report CFO/058/16 of the Deputy Chief Fire Officer, concerning an overview of sickness absence levels following the introduction of the capability procedure and associated HR policies in 2014/15.

Members were provided with an overview of the report, detailing the process and rationale for the introduction of a Capability Procedure; and the raft of occupational health provisions available to staff to promote positive health and wellbeing. Members were informed of the overall reductions in sickness absence and were provided with a breakdown of sickness levels across all staff groups.

It was noted that whilst overall reductions in sickness absence have been observed, there has been an increase in short-term sickness across all staff groups and an increase in long term and short term sickness amongst Control Staff.

The overview also informed Members that MFRA sickness absence figures are significantly below the national average, showing a continuous improvement over previous years' figures, with MFRS now being the 3<sup>rd</sup> best performing Service nationally.

Discussion took place around the reasons for the overall reduction in sickness absence and Members commended Officers for the results and the report. Particular discussion centred around the introduction of more flexible duty systems and the role they can play in reducing sickness absence for operational personnel; and around the results of the first staff survey regarding staff engagement.

Members welcomed the success so far in reducing sickness absence overall and thanked all staff.

### Members Resolved that:

a) The content of the report and the improvement that has been achieved in relation to long term sickness absence through the utilisation of innovative

Occupational Health practice; and the transparent and supportive management of sickness absence, be noted.

- b) The increase in short term sickness absence figures, be noted.
- c) A further report with regards to the proposed actions to address this current increase, be requested.

### 5. Approved Exemptions to Contract Standing Orders 2015-16

Members considered report CFO/057/16 of the Monitoring Officer, advising them of the approved exemption requests for the period 2015/16.

Members were provided with an overview of the report which highlighted the number of approved exemptions for 2015/16 and of the reasons for these exemptions.

Several of the exemptions were discussed in greater detail and Members were provide with reassurance that none of the exemptions breached European Law.

### It was resolved that:

The contents of the report be noted.

### 6. POLICE & FIRE COLLABORATION - CORPORATE SERVICES REVIEW

Members considered report CFO/060/16 of the Chief Fire Officer informing Members of the progress on the development of the Outline Business Case for Collaboration in the delivery of Corporate Services for Merseyside Police (MP), Merseyside Fire and Rescue Authority (MFRA) and the Office of the Police and Crime Commissioner (OPCC). Members were asked for approval to engage Deloitte LLP to develop an Outline Business Case that considers options to transform Corporate Services across the organisations.

Members were reminded of the strong political drive for collaboration between Police Forces and Fire and Rescue Authorities nationally and were advised that the PCC for Merseyside had already approved the appointment of Deloitte LLP as the preferred bidder.

Members' attention was drawn to the costs of each bid and they were provided with detail regarding the apportionment of weightings and differences in costs for each bidder.

Members were supportive of the need for collaboration and of the need for an equal apportionment of costs with Merseyside Police in order to maintain an equal stake in any outcome. However concerns were raised regarding the cost of the winning bid.

Significant debate took place regarding the cost and rationale behind awarding the tender to Deloitte rather than a cheaper bidder. Members were advised that although the lower bidder had an advantage on cost, the interview and evaluation process revealed that they were not as strong on quality as some of the other bidders.

Officers verbally presented the case for awarding the contract to Deloitte, confirming that the Authority does not have the capacity to deliver such an in depth review in-house.

Members accepted the rationale provided by Officers, however they requested that the resolution reflect that rationale.

Therefore an amendment to the recommendations was put forward. This was moved by Councillor Maloney; seconded by Councillor Sullivan and agreed unanimously by Members.

### Members Resolved that:

- a) In consideration of the following, the engagement of Deloitte LLP as the consultants to work with officers to produce an outline Business Case collaborative operating model for the delivering on Corporate Service functions for Merseyside Police, MFRA and where appropriate the Office of the Police and Crime Commissioner on the basis of economy, efficiency and effectiveness, be approved.
  - I. the matrix mark and two bidders being almost equal, but at interview Deloitte LLP performing the best; and
  - II. verbal information provided by the Chief Fire Officer and Deputy Chief Fire Officer confirming that Deloitte demonstrated best Value for Money.
  - III. Confirmation from the Chief Fire Officer and Deputy Chief Fire Officer that there is no organisational capacity to undertake this work in house.
- b) An equal cost apportionment between MFRA and Merseyside Police, which equates to a contribution of £137,000 by the Authority, be approved.
- c) An all-party letter be drafted and submitted to Government regarding the burden of the cost of this exercise on the Authority.

Close		
Date of next meeting Thursday, 20 October 2016		
Signed:	Date:	

## Agenda Item 3

### North West Fire & Rescue Forum AGM

### Minutes of the meeting held on 14<sup>th</sup> July 2016

## At NW Fire Control, Lingley Mere, Warrington

Present:	Authority:
Cllr D Hanratty	Merseyside (Chair)
Cllr L Rennie	Merseyside
Cllr B Doughty	Cheshire
Cllr J Bell	Greater Manchester
Cllr D Acton	Greater Manchester
Cllr T Judge	Greater Manchester
Cllr D O'Toole	Lancashire
Cllr F De Molfetta	Lancashire
Officers/Observers:	Authority:
Mr A Waller (AM)	Cheshire
Mr J VcVay (AM)	Cumbria
Mr C Kenny	Lancashire
Mr P O'Reilly	Greater Manchester
Mr D Stephens	Merseyside
Mrs J Henshaw	Merseyside
Mrs K Kellaway	Merseyside (Note taker)
Apologies:	Authority:
Mr P Hancock	Cheshire
Cllr G Merry	Cheshire
Cllr S Nelson	Cheshire
Cllr B Rudd	Cheshire
Cllr G Strong	Cumbria
Cllr L Maloney	Merseyside
Cllr L Byrom	Merseyside
Mr K Mattinson	Lancashire
Cllr M Parkinson	Lancashire

Agenda Item	Minute
1.	Appointment of Chair
	Nominations for the appointment of a Chair for 2016/17 were requested.
	Cllr F De 'Molfetta nominated Cllr D Hanratty. This nomination was seconded by Cllr Acton and unanimously agreed by the Forum.
	Cllr D Hanratty was therefore appointed as Chair for 2016/17; and presided over the remainder of the meeting.
2.	Appointment of Vice-Chair
	Nominations for the appointment of Vice-Chair were requested.
	Cllr D Hanratty nominated Cllr D Acton. This nomination was seconded by Cllr De 'Molfetta and unanimously agreed by the Forum.
	Cllr D Action was therefore appointed as Vice-Chair for 2016/17.
3.	Chairman's Welcome and Introduction
	The Chair welcomed all present to the meeting and opened proceedings.
4.	Apologies
	Apologies were received as shown in the table above.
5.	Declarations of Interest
	No declarations of interest were made in relation to items of business on the Agenda.
6.	Items Requiring Urgent Attention
	There were no matters requiring urgent attention.
7.	Minutes of the Previous Meeting
	The minutes of 27 <sup>th</sup> April 2016 were agreed as a true record.
	The Chair informed the Forum that representative of NWAS had been requested to attend this meeting to discuss collaboration however they were unable to attend, therefore the meeting will need to be re-arranged. NWAS have been asked to inform the Chair of dates when they would be available; and a special meeting will then be arranged around their availability.
8.	Actions from the Last Meeting
	Action 1 – Lobbying
	The Chair advised that an email had been drafted and circulated, which all

Members of the Forum had been requested to share with their MP's. This is to remain on the action log and continue to be monitored.

### **Action 2 – Funding Streams**

The Chair advised that due to commitments, it has proven difficult to arrange a meeting. Due to a change in circumstances (Brexit), Members were asked whether it was worth continuing to pursue this. Members confirmed that it was not.

Therefore it was agreed that this item be closed and removed.

### **Action 3 - Procurement**

The Chair advised this this was on the Agenda for the meeting as a separate item

### Action 4 - Policing and Crime Bill

The Chair advised that this is ongoing and will remain on the action log.

### Action 5 – April 2017 Meeting Date

Discussion took place around the proposed alternative date  $-24^{th}$  May 2017. Cllr S Nelson advised that this later date would clash with other commitments and requested that the date remain as it was.

(The issue of meeting dates was discussed in further detail under Item 12)

### 9. Chairman's Update

The Chair advised that there were no issues to update the Forum on.

### 10. Constitution

The Chair stated that there had not been any issues with the current Constitution; and therefore requested that the Forum approve the existing Constitution.

It was agreed that the Forum continue with the existing Constitution.

### 11. **Priorities Going Forward**

Members considered priorities for the Forum for 2016/17.

The Chair suggested that the North West Chief's work streams link into the Forum, to ensure that Chairs and Lead Members are kept fully aware of issues discussed. It was suggested that at each meeting, a specific item/ issue be discussed, to help share best practice.

Another priority identified was around future governance arrangements for the Fire and Rescue Service.

Significant discussion took place around the Devolution Deals in progress within Greater Manchester and Merseyside.

Cllr Acton provided the Forum with an update on progress within Greater Manchester. Although details are yet to be finalised, a Fire Committee will be established consisting of between 15 and 21 Members. The 10 district councils of

Greater Manchester will appoint 1 Member each, with the remainder being selected by the Elected Mayor, ensuring gender balance and political proportionality. The Chair of the Committee will also be appointed by the Elected Mayor. The Elected Mayor will have overall responsibility for budget setting, however the day-to-day functions will be run by the Committee. Greater Manchester have paved the way - making the case for retaining a Committee comprising of elected representatives, responsible for fire related matters.

The Chair commented that he hoped for a similar model within Merseyside; and requested a copy of the paper from Manchester, to share with the Liverpool City Region Leaders.

A further question was raised concerning who the Chief Fire Officer will report to; and it was advised that this would ultimately be the Elected Mayor.

Cllr Acton suggested that another priority for the Forum should be around monitoring arrangements for the Inspection of Fire and Rescue Services. He advised that Theresa May has indicated that there should be some form of Independent Inspectorate. This has been discussed by the LGA who are not adverse to the suggestion, but are keen to not get into a position where Fire and Rescue Services are being over inspected.

A further priority identified was around flooding/ resilience and sharing lessons learnt. Dan Stephens advised that the report from the Letwin Review is due out next week, which should address some of the issues and contain recommendations.

It was suggested that the report be circulated once available; and be included on the agenda for the next meeting for discussion.

### It was agreed that:

- a) the following be priorities for the Forum going forward:
  - Updates on North West Chief's Work Streams provided at alternate meetings. Suggestions for issues/ themes to be discussed, to be submitted in advance.
  - Monitoring progress on Governance Arrangements
  - Monitoring arrangements for the inspection of Fire and Rescue Services
  - Sharing lessons learnt around flooding and resilience
- b) A letter be sent on behalf of the Forum to any new Fire Minister appointed.
- c) The Letwin Review Report be circulated to all Members of the Forum once released; and be included on the Agenda for the next meeting for discussion.

### Dates and Venues for Future Meetings

Discussion took place around arrangements for future meetings; and which days and times would be best to ensure optimal attendance.

It was agreed that Wednesday's would be best, with a start time of 10:30am.

It was noted that the draft dates were Wednesday's, therefore the following dates would stand, but at the earlier start time of 10:30am:

- 18<sup>th</sup> January 2017
- 24<sup>th</sup> May 2017
- 19<sup>th</sup> July 2017
- 18<sup>th</sup> October 2017

### **Regional Procurement Update**

Chris Kenny provided the Forum with an overview of the Regional Procurement Update paper, requested by the Forum at its last meeting.

The paper highlights the collaborative procurement work undertaken as a North West Region. Questions were raised around disposal of equipment and it was confirmed that this was addressed in each Authority's Financial Regulations.

The Chair thanked all involved in putting the paper together.

### 13. North West FRS Updates

#### Cumbria:

John McVay provided the Forum with an update on behalf of Cumbria, as follows:

- In order to deal with the challenging efficiency savings required, Day Crewing Plus had been put forward as an alternative duty system. However, the decision has now been taken not to pursue this. As the savings are still required, work is currently underway to identify alternative crewing models, alongside re-shaping the management structure. This has seen Cumbria sharing a Chief Fire Officer with Cheshire – an arrangement which is working well.
- Cumbria were successful in obtaining £1.68m of transformational funding to create a "Blue Light Hub". The process is underway to finalise plans, with building works planned to commence towards the back end of the year.
- Now Day Crewing Plus is not going ahead a process of vacancy management is underway.
- Due to the retirement profile and succession planning requirements, Cumbria will be advertising for transfers; and they will be recruiting between 20 and 25 firefighters over the next 2 years.
- Initial discussions have taken place with the new PCC.
- Cumbria are behind the curve at the moment in terms of EMR/ Co-Responding, therefore there will be a push moving forward towards the health agenda.
- Cumbria are looking to move towards 12 hour shifts, with early discussions having taken place with Trade Unions.
- Firefighter Apprentice Scheme is established, which has seen 8 apprentices recruited in the first year, 4 last year and a further 4 for this year. It is hoped that most will be offered full time firefighter positions on completion.
- Cumbia continue to do the best they can to deliver against the local and national agenda.

### Cheshire:

Alex Waller provided the Forum with the following update on behalf of Cheshire:

- The recent floods have highlighted that Cheshire do not have sufficient water rescue capabilities at the moment. Therefore, it is planned to expand this across more stations.
- As it is important to ensure that duty systems are as cost effective as
  possible, a mid year review was undertaken on the implementation of 12
  hour shifts. This highlighted that the new duty system is working fine and
  interestingly, productivity has increased and the number of Safe & Well
  Visits undertaken has been double the target.
- Approval has just been given for a new Day Duty Model. This will see fire stations crewed Monday to Friday 9-5, with staff on call over the weekend and nights. This duty system will cost £350k per year compared to £850k

- per year for whole time. It will also ensure that community work can still be undertaken, providing value for money. The introduction of this system will mean there will be 5 different duty systems in operation within Cheshire.
- A new Flexi-Duty System has been developed, which will save money
  whilst doubling the number of officers available. This has been signed off
  by FOA and has almost reached sign-off stage with FBU.
- 2 new hydraulic platforms have been purchased. These will replace those existing, which will be removed from service.
- Sign off has been provided for an on call reward scheme, which will see increases in pay directly linked to the availability of pumps.
- EMR trial is up and running.

#### **Greater Manchester:**

Peter O'Reilly updated the Forum on the following, on behalf of Greater Manchester:

- In order to make the required £15m savings, 2 new duty systems have been introduced - including 12hr shifts which have been through consultation and approved for implementation on 1<sup>st</sup> April.
- A process will commence to recruit 26 firefighters.
- Community Risk Intervention Team next steps are to implement other elements, for example falls in the home, alongside undertaking EMR.
- Manchester are also looking at back office savings, and it is hoped that some can be achieved through Devo Manc and working more collaboratively.
- All staff will be trained and equipped to respond to water rescue incidents.
- GMF&R are now represented on nearly all Health and Wellbeing Boards across the County.
- There have been approximately 5,000 more calls to respond to EMR incidents; and collaboration with NWAS continues, with NWAS now sharing more stations.
- Safe and Well has been rolled out across the County; and is now recognised nationally under CFOA work streams, with most F&RA's adopting the concept.
- Firefighters at 4 stations are now responding on behalf of the Police to low level welfare incidents.

Questions were raised around the 12hr shift start times. It was confirmed that Cheshire start their shifts at 8:00am and 8:00pm; whilst in Merseyside it is 8:30am and 8:30pm. Dan Stephens advised that for days only crewing shift times are 10:00am to 10:00pm as these hours provide the best opportunity to undertake Safe and Well visits and other community safety activity.

#### Lancashire:

Chris Kenny provided an update on the following, on behalf of Lancashire:

• 2 new aerial appliances have been purchased through the framework developed by Manchester.

- Lancashire have recently held their annual "Mayors Day". This is an opportunity to display/ demonstrate equipment and the work of the F&RS; and works well in securing the Mayor as an "Ambassador" for the F&RS.
- In terms of duty systems, the predominant system within Lancashire is retained. By the end of the year, there is likely to be around 600 whole time firefighters, with the pump at Lancaster reverting from whole time to retained.
- For this year, a video has been produced for the Annual Performance Report, which has been positively received.
- With regards to flood response, the Authority have recently approved the introduction of and training around the use of flood suits.
- There has been engagement with the PCC following Theresa May's speech as it is believed that Lancashire F&RA and Lancashire Police can demonstrate strong collaboration already, with no evidence that it would be any better should the 2 organisations be merged. There has also been a joint meeting with the Police to formalise evidence of working together.
- Lancashire F&RA and Lancashire Police have now launched a joint drone.
- With regards to the Retained Duty System availability levels are at 90%.
   The duty system is becoming under stress as availability is dropping; and work is currently underway to look at how this can be made more attractive.

### Merseyside:

Dan Stephens provided an update as follows, on behalf of Merseyside:

#### Station Mergers

- Work on Prescot has now commenced.
- The planning application for Saughall Massie will be submitted on Friday and will be considered at the Planning Committee on 20<sup>th</sup> October.
- Investigative work is being undertaken at the Canal Street site in St
  Helens to establish the extent of the ground contamination and therefore
  the extent of remediation that will be required prior to any build.

### EMR trial

- The FBU are opposing any further roll out of the trial despite having initially requested that all stations partake. This is due to the 1% pay offer and the intimation by National Officials that the undertaking of EMR would be linked to pay negotiations.
- Officers are continuing to press for the trial to be extended for a number of reasons including the number of additional lives to be saved, in order to gather further information over the impact on response times and to inform future shift start finish times.

### Lead Authority for National Resilience

- MFRA took on Lead Authority for National Resilience with effect from 1<sup>st</sup>
  July.
- The transition from CNR was seamless with NRAT operations continuing to function with no impact despite a 25% reduction in funding.
- MFRA have also taken on Lead Authority responsibility for UK ISAR and the deployment of the UK Emergency medical Team Field Hospital.

### Police Fire Collaboration

Delloite have been appointed as the external consultants to undertake a
review of transactional and professional support services. The review will
commence imminently and will extend over 3 months at a cost of £270k
which has been apportioned on a 50/50 split between MFRA and
Merseyside Police.

### Firefighter recruitment

 The latest recruit process has concluded with 16 successful applications due to commence initial training on 6<sup>th</sup> September. The new Firefighters will be conditioned to a 12 hour day shift followed by a 12 hour retained shift and will be utilised for days only crewing on appliances across Merseyside.

### Staff Survey

• The results of the Staff Survey are due to be received shortly, which can be shared with the Forum.

The Chair informed the Forum that the previous Staff Survey had produced fairly negative results. Following this, every endeavour has been made to improve communication with staff and keep them informed of the difficult decisions to be made, through PO Briefings, Elected Members Station Visits and Staff Engagement Days. Through this engagement, it is hoped that staff now understand the challenges facing the Authority and what they are trying to achieve. He highlighted that on Merseyside, the relationship with all Trade Unions is the best it has been, which has had a positive impact on morale.

The Chair also made reference to a comment by the Fire Minister regarding the Statement of Assurance not reflecting difficulties facing the F&RA. He asked the Forum to consider requesting that it is made clearer in their own Statements of Assurance.

Cllr Acton commented that the Government will argue that F&RS' have managed the cuts well, however they need to understand the impact on resilience and that if they continue to cut F&RS', there will reach a point when they will not have the necessary resources at the point of a major incident.

9.	Any Other Business
	Meeting with NWAS
	The Chair advised that once NWAS have provided availability for a meeting, dates will be circulated and the date convenient for most will be selected.
	Close of Meeting.

MERSEYSIDE FIRE AND RESCUE AUTHORITY									
MEETING OF THE:	AUTHORITY	AUTHORITY							
DATE:	20 OCTOBER 2016	REPORT NO:	CFO/078/16						
PRESENTING OFFICER	DEPUTY CHIEF FIRE OFFICER								
RESPONSIBLE OFFICER:	AM JOHN MCNEILL JOHN MCNEILL	REPORT AUTHOR:	COLIN SCHOFIELD, PFI REGIONAL DIRECTOR						
OFFICERS CONSULTED:	JUSTINE GUY, PFI CONTRACT OFFICER								
TITLE OF REPORT:	PFI PROJECT - 2015/16 PROGRESS REPORT								

APPENDICES:	APPENDIX A:	ENGIE ANNUAL REPORT 2015/16
	APPENDIX B:	COSTS & INCOME 2015/16

### **Purpose of Report**

 To provide Members with a progress update in relation to the North West Fire & Rescue Services Private Finance Initiative (PFI) Project over the financial period April 2015 – March 2016.

### Recommendation

2. That progress of the North West Fire & Rescue Services PFI Project be noted.

### Introduction and Background

- 3. Members may recall that the Authority, in collaboration with Cumbria County Council and Lancashire Combined Fire and Rescue Authorities. was successful in its bid for PFI Credits to build 16 new Community Fire Stations across the three Authority areas. The contract to build, and then maintain the stations for a 25 year period was awarded to Balfour Beatty Fire & Rescue (BBFR).
- 4. The scope of the Merseyside element of the Project is as follows:-
  - Belle Vale
  - Birkenhead
  - Bootle/Netherton
  - Formby
  - Kirkdale (with Operational Resource Centre on same site)
  - Newton le Willows
  - Southport (combined Fire and Ambulance Station)
- 5. The construction period, which was in two phases, started in March 2011 and was completed in July 2013 when the final station (Birkenhead) was handed

- over to the Authority. The 25 year maintenance period started when the final station was handed over, although Unitary Charge payments had been made for each station as it came on line. The formal contract ends on 4<sup>th</sup> July 2038.
- 6. Merseyside Fire and Rescue Authority (MFRA) acts as lead authority for the contract with BBFR for the purposes of contract management and making all payments due.
- 7. In general terms the stations have been a success and have been extremely well received by staff and the public providing greatly improved facilities.
- 8. The original Facilities Management (FM) contractor provided by BBFR was Balfour Beatty Workplace (BBW) which was responsible for all aspects of maintaining the buildings and grounds during the maintenance period. However, on 13<sup>th</sup> December 2013, the sale of BBW to GDF Suez was completed and FM responsibilities passed to Cofely, GDF Suez' UK-based company. On 1<sup>st</sup> January 2016, Cofely changed their name to Engie. However, overall contractual responsibility for all of the buildings remains with BBFR.
- 9. During the contract management phase, the Regional Project Director and Contract Officer (both employed by this Authority) have stayed with the Project to maintain continuity and ensure BBFR and Engie are performing appropriately in return for monthly Unitary Charge payments. In accordance with the Cooperation Agreement between the three Authorities, the salary, including oncosts, and expenses, of these two posts is shared between the Authorities on the following basis:-
  - Cumbria 33.071%
  - Lancashire 25.014%
  - Merseyside 41.915%
- 10. However, as the Regional Project Director is now also working on the Station Mergers project, from January 2014 only 65% of his salary & other costs were recharged between the Authorities, in accordance the formula above. This was further reduced to 60% from October 2015 and 50% from April 2016 to reflect the increasing amount of time spent on the Mergers project.

### **Current Situation**

11. One of the key tasks for the Contract Management team is to ensure that all defects that have been logged with the Engie Help Desk by station personnel are completed in accordance with the specified time set out in the contract. If the contractor fails to meet the times set out, points are allocated against the contractor on a station-by-station basis. Once the contractor hits 20 points for any station in any month, any further failures at that station then translate into a monetary figure (£5.73 per point in 2015/16) which is deducted from the Unitary Charge on a monthly basis. Details of the levels of deductions made against the contract are set out in the Financial Implications section below.

- 12. The Project Director and/or Contract Officer visit all of the 16 sites on a regular basis and also carry out joint inspections (at least once a quarter) with BBFR and Engie. Any defects or other issues noted during these visits are notified to the Help Desk. The two officers also act as the focal point for all personnel in the three Authorities to deal with any matters arising at these sites.
- 13. As well as site visits, regular (monthly) meetings are held with senior managers from BBFR and Engie at Project Liaison Group (PLG) at which performance is discussed and any remedial action agreed. Monthly monitoring meetings to discuss FM issues are also held with BBFR and Engie at an operational level.
- 14. Client Reviews are held on a quarterly basis, facilitated by the Relationship Coordinator from BBFR, at which officers from the Authorities give their opinions on performance by BBFR and Engie over the preceding three months. This is accompanied by a scoring matrix which contrasts BBFR and Engie's performance against industry peers and also illustrates whether their performance is improving or deteriorating compared to the previous Review. The Reviews are reported to the BBFR Board of Directors meetings so are an important contract monitoring tool.
- 15. By and large, the monitoring system is working very efficiently and appropriate deductions are made each month (see below). As can be seen from the overall levels of deductions made during 2015/16, there has been a significant improvement in performance compared to the previous two years. However, there have been ongoing issues with performance during the year which have led to these deductions.
- 16. Fortunately the vast majority of issues reported by stations are relatively minor in nature and were dealt with quite quickly by Engie. Some of the more significant issues which occurred during the year are included in the following paragraphs.

### Fire-stopping

17. As a direct result of the findings of an investigation by MFRA into the causes of a serious fire at a school in Knowsley, which had been built by Balfour Beatty, subsequent investigations by BBFR established that fire-stopping measures within the fire stations were not as resilient as they should be. Consequently BBFR commissioned a specialist contractor to carry out remedial works at all of the 16 stations, including the seven in Merseyside. The work has now been completed and signed off. BBFR have provided officers with copies of the reports stating exactly what was done at each site.

### Rainwater Harvesting

18. Problems with the Rainwater Harvesting systems at several of the stations, identified in previous years, have persisted, with water supplied from the mains being used for toilet flushing instead of recycled rainwater, as designed. An investigation by BBFR to establish whether the issues were caused by faulty installation or inadequate maintenance (or a combination of both) has been

completed but the Authorities await sight of the final report. Nonetheless, all of these Rainwater Harvesting system problems have now been rectified and are all working as they should. Deductions cannot be made for these failures as mains backup ensured the toilets remain in use. However, an issue arising that still needs to be addressed is the usage of mains water over and above what was budgeted as this was used as a backup during the periods when the Rainwater Harvesting systems were out of action. Discussions are ongoing with BBFR to see if any refund can be made.

### Generators

19. Each station, other than two smaller Cumbrian stations, have back-up generators which operate should the mains supply fail for any reason and thus allow the station to continue to function in the event of a power failure in the local area. These are tested on a regular basis but, for reasons which are still unclear, some failed to operate as programmed during the year. Engie are working to correct these and, as an interim measure, have put a temporary solution in place to ensure business continuity.

### **NWAS**

20. As members will be aware, North West Ambulance Service (NWAS) share facilities at five of the Merseyside PFI stations – Birkenhead; Bootle/Netherton; Formby; Newton le Willows and Southport for which they pay a rental (see below). Southport is a purpose-built joint Fire & Ambulance Station and the signage reflects this. Signage at the other four stations was changed during 2015/16, at NWAS request and expense, to reflect the fact that these are now all joint facilities.

### Market Testing of Cleaning Services

21. Cleaning services within the BBFR contract were market tested during the year as required under the contract. Unfortunately, the outcome of the exercise, which was reported to Policy and Resources Committee on 24<sup>th</sup> March 2016, was to increase costs by some £80,000 per annum. The Merseyside element of this is £33,462.02 per annum. The next market testing is due in July 2020.

### **TUPE** Reconciliation

22. The long outstanding TUPE reconciliation exercise was completed during the period. This dates back to 2010 and 2011 when the Authorities had to prepare lists of all cleaning and caretaking staff employed at any of the affected stations who would, in theory, transfer to BBW as FM provider, under the TUPE Regulations 2004. It was acknowledged by BBFR, when the contract was signed on 23<sup>rd</sup> February 2011, that potentially there would be restructure and redundancy costs associated with the TUPE transfers as the numbers of staff and hours worked exceeded their requirements for the new stations, in particular, for the temporary facilities that were occupied at several locations, mostly in Merseyside, during the construction works for the new stations.

- 23. A footnote to a table within one of the contract documents states that "the restructure and redundancy costs provided in the table are maximum estimates and might not be incurred in full if staff opt to take up a different post offered. We will only charge the Authorities for the actual costs incurred." Consequently after the final station came on line in July 2013, a list of those personnel that actually transferred to BBW was prepared and a request for reimbursement of the unspent balance set aside for restructure and redundancy costs was made by the Project Director. This was estimated to be £83,012. In September 2013 BBFR & BBW responded and said "there is no requirement for a reconciliation and there will be no change to the monthly FM payment...this position is full and final".
- 24. The Project Director responded in December 2013 rejecting this conclusion and setting out the grounds for a reconciliation payment to be made. No response was received to this correspondence and despite some discussions in 2014 and 2015 this matter remained in abeyance. A formal chase up was sent in August 2015.
- 25. As part of the negotiations to reach a decision on the effective date for the results of the market cleaning exercise to commence, BBFR made an offer of a nil cost reconciliation between any outstanding TUPE reconciliation costs and any money due for backdating the market testing award (which at that time stood at some £31,000). This was rejected by the Project Director.
- 26. In January 2016 the Project Director received correspondence from BBFR and Engie agreeing that the outstanding sum of £83,012 be repaid to the Authorities in full and final settlement of the TUPE reconciliation exercise. This offer was accepted and the payment has now been made. £80,100 was due to Merseyside with the balance to Lancashire.

### Southport Compensation Events

- 27. There has been a lengthy dispute over Compensation Events at Southport. Mansell Construction, who were the building contractors for BBFR, made seven claims for delays, issues with utilities and discovery of asbestos during the construction works which took place during the period April 2012 June 2013. Following extensive negotiations, six of the claims were agreed to be settled in mid-2013 for a total sum of £74,767.22. NWAS agreed to contribute £34,826.86 towards this figure as they were responsible for some of the delay costs.
- 28. Despite agreement being reached between the Authorities and BBFR, Mansell refused to accept the offer as they felt it could prejudice their claim for the outstanding Compensation Event. Consequently no payment was ever made to BBFR and the agreement lay on file. Following a change in senior personnel at Mansell in early 2016, BBFR again approached the Authorities with a view to reaching settlement on the outstanding claim and bring this long-outstanding matter to a conclusion.
- 29. This claim was for costs due to the 'discovery' of a high voltage electricity cable in the pavement immediately outside the new fire station which caused delays

as Mansell had to redesign the front of the station to avoid damage to the cable when piling in the ground. This claim was rejected at the time as it could be shown that Mansell were aware of the cable when the station was designed although Mansell refuted this. Following the fresh approach by BBFR, it was accepted that the claim was not valid and, furthermore, as the resulting design works to the front of the building had meant that one small room had been omitted from the agreed layout, a compensation payment by BBFR to the Authorities was negotiated in the sum of £45,000. This has now been paid by BBFR and, in turn, the outstanding compensation payment of £74,767.22 has been paid to BBFR.

- 30. All outstanding issues from the construction period have now been finalised.
- 31. A copy of the annual report produced by Engie is attached as Appendix A for Members' information.

### **Equality and Diversity Implications**

32. None arising directly from this report. Both initial and full Equality Impact Assessments have been completed for this Project.

### **Staff Implications**

33. There are no direct staffing implications arising from this report. Staffing of the central Contract Management team at Merseyside was agreed some time ago and remains in place although recharge values have reduced due to the Project Director also working on the Station Mergers project (see paragraphs 9 & 10 above).

### **Legal Implications**

- 34. The contract with BBFR will run until expiry on 4<sup>th</sup> July 2038.
- 35. Lease agreements are in place with NWAS for the five PFI stations they currently share with Merseyside FRA.

### Financial Implications & Value for Money

- 36. During 2015/16, a total of £6,323,263.93 in Unitary Charge payments was made to BBFR by Merseyside FRA, on behalf of the three Authorities in accordance with the contract. In this period Annuity Grant totalling £5,002,397 was received from the Department of Communities and Local Government (DCLG) for this Project, making a net cost of £1,320,866.93. Of these totals, Unitary Charge of £2,650,079.70 and Annuity Grant of £2,096,754 were in respect of Merseyside, giving a net cost to this Authority of £553,325.70.
- 37. However, during 2015/16, Merseyside FRA (on behalf of the three Authorities) also made deductions from Unitary Charge payments to BBFR against the contract for failing to meet performance and availability standards, of £134,773.28. Of this £49,300.35 was in respect of Merseyside sites.

- 38. During 2015/16, the three Authorities paid a total of £451,654.32 to BBFR in respect of gas, water and electricity charges. Of this £218,092.80 was for Merseyside sites. Members are asked to note that there is still a reconciliation process to be finalised in respect of the utility costs which will vary the total by a small amount.
- 39. Income from NWAS in 2015/16 for rental of space in the five Merseyside PFI stations amounted to £170,334.74 in respect of lease costs with a further £43,777.62 for their share of utilities.
- 40. A table summarising these costs, deductions and income is attached to this report as Appendix B. This table also provides summary information for previous years for comparison purposes.

### Risk Management, Health & Safety, and Environmental Implications

- 41. None arising from this report. Quarterly Health & Safety inspections are undertaken at the seven Merseyside PFI stations by the Station Managers, accompanied by the Fire Brigades Union Health & Safety representative(s). Issues arising are reported to the Engie Help Desk by Station Manager or the Contract Management team.
- 42. BBFR and Engie carry out their own Health & Safety audits and inspections, the results of which are reported back to the Authorities. Monthly facilities management reports provided by Engie provide details of any accidents and/or near misses, together with details of any 'toolbox talks' carried out by Engie managers. The total figures are also included in the annual report attached as Appendix A.

Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

43. The North West Fire & Rescue Services PFI Project has a range of objectives which link back to the Vision Statements of all three participating Authorities.

### BACKGROUND PAPERS

CFO/016/16

PFI Contract- Market Testing of Cleaning Services

### **GLOSSARY OF TERMS**

**BBFR** Balfour Beatty Fire & Rescue

**BBW** Balfour Beatty Workplace

FM Facilities Management

**FRA** Fire and Rescue Authority

**NWAS** North West Ambulance Service

PFI Private Finance Initiative

PLG Project Liaison Group

Transfer of Undertakings (Protection of Employment) Regulations 2004 **TUPE** 

**UNITARY** 

Contractual payments made to BBFR CHARGE



## **North West Fire and Rescue Services PFI Project**





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## **Summary of Service Performance April 15 – March 2016**

The details below have been compiled as a summary of performance against the Service Specification for the Contract Year, April 2015 to March 2016. The data in the table reflects the data contained within the Maximo system (the CAFM), the SLA's and response dates may differ in each of the monthly reports depending upon what is agreed between the parties.

In 2015/16 Engie have undergone significant change, this has resulted in both personnel changes and also organisational changes. During 2015/16 the Market test for Cleaning was also completed, this has resulted in an increase in FM Services Charges to reflect the actual cost of delivery of the cleaning service.

Since the last report Engie have changed name (they were formerly Cofely Workplace), they have internally moved from within the Public sector division to a Health and Education division which has a greater focus upon PFI/PPP contracts. From a staffing perspective, the Regional Director (Jane Parrinder) has left Engie, as has the Operations Director (Clair Davies). The new structure at a senior level is still under review, with an interim role covering these posts until a long term strategy is shared. Operationally the Account Manager role has also changed, with Owen Smith leaving Engie and being replaced by Darren Unsworth, the Facilities Manager has also been replaced on the contract.

Engie have completed a data cleanse on the PPM that was loaded at mobilisation, this data included Assets that were not installed at each station, and so did not provide a true picture of PPM performance. With these records removed it is now possible to understand the true performance of Engie on Planned Maintenance.

Energy performance across the estate is significantly ahead of the AUSCT targets, and also improvements have been made from the previous Contract year. The parties continue to have monthly reviews to ensure this progress continues into 2016/17.



Table 1 below shows that the majority of service performance faults reported to the Helpdesk (53.73%) were logged under the Building and Asset Maintenance Service. Roughly 50% of the service categories are rarely used, with less than one job per month in 7 of the 15 categories.

Table 1: Number of service performance logged in April 2015 to March 2016 - by Service.

Service	Total No. Jobs Logged	%
Furniture & Equipment	757	23.89%
Information & Communication Technology	6	0.19%
Catering	6	0.19%
Management Service	2	0.06%
Availability	5	0.16%
Cleaning	291	9.17%
Fire Safety	3	0.09
Health & Safety	9	0.32%
Personal Safety	20	0.66%
Traffic Management	4	0.13%
Buildings Asset Maintenance	1705	53.73%
Grounds Maintenance	98	3.09%
Utilities Management	143	4.51%
Leak (Non-Contract)	74	2.33%
Minor/Additional Works	47	1.48%
Total	3170	100%

While the total number of jobs varied on a monthly basis, Table 2, below, shows that throughout April 2015 to March 2016, the majority of faults logged every month were consistently in relation to the Buildings Asset Maintenance Service and the Furniture and Equipment Service.



Table 2: Service Performance Shortfalls logged each month, by Service. The data is also presented graphically in Figure 1.

Month	Apr-15	May- 15	Jun-15	Jul-15	Aug- 15	Sep- 15	Oct- 15	Nov- 15	Dec- 15	Jan - 16	Feb -16	March -16	Total 2015/ 16	Total 2014/1 5
Cleaning	40	18	26	39	22	21	33	14	11	17	8	42	291	362
Fire Safety	1	0	0	1	1	0	0	0	0	0	0	0	3	7
Health and Safety	0	2	1	3	0	0	0	0	1	1	0	1	9	25
Personal Safety	3	0	0	2	3	4	1	5	0	1	0	1	20	39
Traffic Management	0	0	0	0	0	1	0	0	0	0	3	0	4	9
Buildings Asset Maintenance	132	97	148	150	133	127	144	176	110	198	146	144	1705	1667
Leak (Non Contract)	3	8	4	5	7	2	8	3	12	11	8	3	74	102
Grounds Maintenance	13	4	10	9	4	12	14	12	5	8	4	3	98	117
Availability	1	1	1	0	0	0	1	0	0	0	0	1	5	69
Utilities Management	10	7	11	13	8	16	12	13	5	16	17	15	143	163
Helpdesk	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Furniture and Equipment	55	50	72	92	75	69	72	57	43	58	49	65	757	586
Information and Communication		1	0	0	4			2		0	0	0	6	7
Technology (ICT)	0	1	0	0	1	0	2	2	0	0	1	0	_	1
Management service	0	0	0	1	0	0	0	0	0	0	1	0	2	1
Catering	0	0	1	1	0	1	0	0	0	0	1	2	6	12
Total	248	180	263	315	230	248	281	277	184	310	237	275	3170	3261

Please note:

N/A – Cancelled work orders O/S - Due - Status unknown; paperwork outstanding Assigned response not met - Fail



Figure 1: Service Performance Shortfalls logged each month, by Service

Please note:

N/A - Cancelled work orders

O/S - Due - Status unknown/paperwork outstanding (as at 31st March). Assigned response not met - Fail

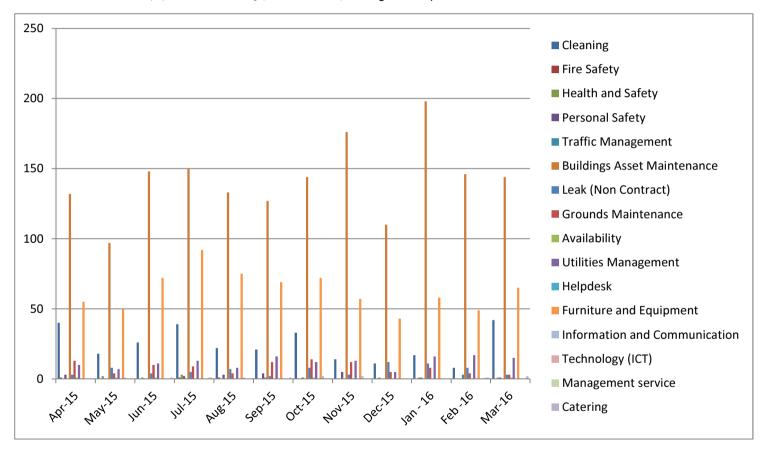




Table 3, below, shows how each individual Service performed. The data is also presented graphically in Figure 2.

Service	Pa	ss	Pass % 2014/15	N/A (C	ancelled)	O/S	O/S – DUE*  Assigned Response No			Total
	No.	%		No.	%	No.	%	No.	%	
Furniture & Equipment	543	71.83%	68.26%	24	3.17%	38	5.03%	152	19.97%	757
Information & Communication										
Technology	3	50%	71.44%	1	16.67%	0	0%	2	33.33%	6
Catering	2	33.33%	33.33%	1	16.67%	0	0%	3	50%	6
Management Service	2	100%	0%	0	0%	0	0%	0	0%	2
Availability	2	40%	31.89%	0	0%	0	0%	3	60%	5
Cleaning	190	65.2%	59.67%	4	1.4%	4	1.4%	93	32%	291
Fire Safety	3	100%	57.14%	0	0%	0	0%	0	0%	3
Health & Safety	4	44.44%	32%	2	22.22%	0	0%	3	33.34%	9
Personal Safety	10	50%	20.52%	2	10%	0	0%	8	40%	20
Traffic Management	2	50%	66.67%	0	0%	1	25%	1	25%	4
Buildings Asset Maintenance	927	54.3%	49.43%	74	4.3%	40	2.3%	664	40%	1705
Grounds Maintenance	50	51%	55.55%	1	1%	2	2%	45	46%	98
Utilities Management	87	61%	59.51%	8	5.5%	3	2.1%	45	31.4%	143
Leak (Non-Contract)	45	60.8%	53.92%	3	4.1%	1	1.3%	25	33.8%	74
Minor/Additional Works	29	92.4%	72.94%	2	3.8%	2	0%	14	3.8%	47
Total	1899	60%	54.7%	122	3.8%	91	2.8%	1058	33.4%	3170

<sup>\*</sup> Please note that the outstanding due column represents jobs as at 31st March 2016.

In 2014/15 the total number of passed jobs across the services was 55%, in 2015/16 the average pass rate across the services was 60%. As can be seen from the individual service streams, the vast majority of service lines have improved in percentage terms, with only those services with low volumes of jobs such as ICT (with only 3 jobs logged) showing a decrease in percentage pass, as such overall all services have improved from 2014/15. The total number of jobs logged has increased from 2708 in the 2013/14 period, to 3261 in the 2014/15 period with a slight decrease to 3170 in this period.

This represents an increase of 17% in jobs from 2013/14 to the 2015/16 period.



Taking into account the increase in the volume of jobs, it is important to note that the 6% improvement in passed jobs is based upon a higher volume of jobs in total. Engie have added to the engineering team in the later months of the 2015/16 period, which should reduce the failure rate in the 2016/17 period.

It is clear from the data that the 3 services that present the highest volume of work orders are Building and Assets Maintenance (53% of the total), FF&E (22% of the total) and cleaning (9% of the total). Together these 3 service lines represent 84% of all jobs logged in the 2015/16 period.

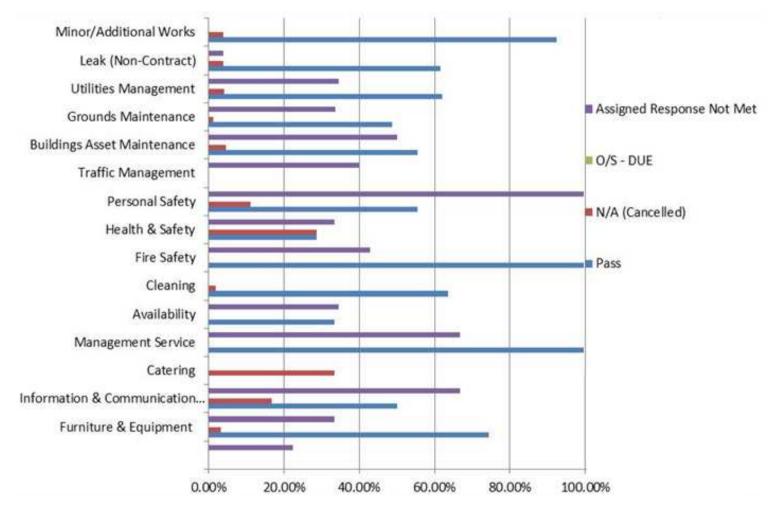
Progress has been made on the number of jobs that fail their SLA, although clearly there is still more work to be completed in 2016/17.

Key overarching themes of recurring problems in 2015/16 have included Rainwater Harvesting Systems, which are now resolved. The problems these systems have encountered have varied, from design and installation issues, through to maintenance issues. The design issues have been resolved and new maintenance regime and subcontractors are in place. Other key issues have included access gates for the drill yards at a number of stations and some cleaning issues mainly focused at particular stations.

The other key challenge identified in 2015/16 relates to the back-up generators across the estate, work remains ongoing to address issues with the generators starting in the event of a power failure without manual interaction. This issue is expected to be closed in Q2 2016.



Figure 2: Performance of Service in April 2015 to March 2016



Please note:

N/A – Cancelled work orders O/S - Due - Status unknown; paperwork outstanding (as at 31<sup>st</sup> March) Assigned response not met – Fail



### Unavailability

Table 4 shows that 5 reports of failures against Availability Criteria were made to the Helpdesk. Due to failure to achieve Availability Criteria within the required period, there were 3 instances of Unavailability.

**Table 4: Reported Unavailability Incidents** 

Month	Total No. Jobs Logged	Pass	Cancelled	Assigned Response Not Met
Apr	1	0	0	1
May	1	0	0	1
Jun	1	1	0	0
Jul	0	0	0	0
Aug	0	0	0	0
Sep	0	0	0	0
Oct	0	0	0	0
Nov	0	0	0	0
Dec	0	0	0	0
Jan	0	0	0	0
Feb	0	0	0	0
March	2	1	0	1
Total	5	2	0	3

Key challenges for availability have related to generator problems (which Engie now have a solution to prevent continued tripping of backup generators) and also due to lack of water to toilets. Both of these challenges have been reviewed and are on the way to being resolved as this report is produced.



### **Table 5 – Authority Damage**

The table below illustrates, for the Contract Year, the number of instances where Authority damage has occurred on a monthly basis.

Month	Number Raised
Apr -15	1
May-15	0
Jun-15	2
Jul-15	1
Aug-15	3
Sept-15	5
Oct-15	2
Nov-15	2
Dec-15	3
Jan-16	4
Feb-16	1
March-16	2
Total	28



**Table 6 – PPM Completion Rate** 

The table below illustrates, for the Contract Year, the completion rate of PPMs for each of the fire stations.

Station Name	Outstanding*	Outstanding %	Target Achieved volume	Target Achieved %	Target Missed	Target missed %	Total
Belle Vale Fire Station	1	0.25%	362	90.73%	36	9.02%	399
Birkenhead Fire Station	6	1.50%	353	88.03%	42	9.02%	401
Blackburn Fire Station	20	4.68%	367	85.95%	40	9.37%	427
Bootle Fire Station	7	1.68%	363	87.05%	47	11.27%	417
Burnley Fire Station	10	2.41%	373	89.88%	32	7.71%	415
Carlisle East Fire Station	9	2.02%	387	86.97%	49	11.01%	445
Carlisle West Fire Station	15	3.66%	339	82.68%	56	13.66%	410
Chorley Fire Station	1	0.25%	360	88.45%	46	11.30%	407
Fleetwood Fire Station	2	0.50%	343	85.96%	54	13.53%	399
Formby Fire Station %	5	1.24%	363	90.30%	34	8.46%	402
Kirkdale Fire Station	5	1.21%	366	88.41%	43	10.39%	414
Newton Le Willows Fire Station	8	1.98%	364	90.10%	32	7.92%	404
Patterdale Fire Station	6	2.09%	239	83.28%	42	14.63%	287
Penrith Fire Station	12	2.71%	333	75.17%	98	22.12%	443
Southport Fire Station	7	1.76%	327	82.16%	64	16.08%	398
Workington Fire Station	12	2.70%	350	78.83%	82	18.47%	444
Total	2%		86%		12%		6512

<sup>\*</sup>Outstanding is at 31st March 2016.

Engie



Although jobs may appear as target missed on the table above, it should be noted that all works are completed, however this reflects that a job has been completed outside of the window provided by Engie to ensure completion. This does not reflect that the building was not compliant at any point.

Engie are currently conducting a detailed study of the helpdesk processes, and the interface with our supply chain to ensure that the 12% not met figure is reduced in 2016/17.

Engie



**Figure 3: Performance of PPM Completion** 

The chart below illustrates, for the contract year, the completion rate for each of the stations by %.

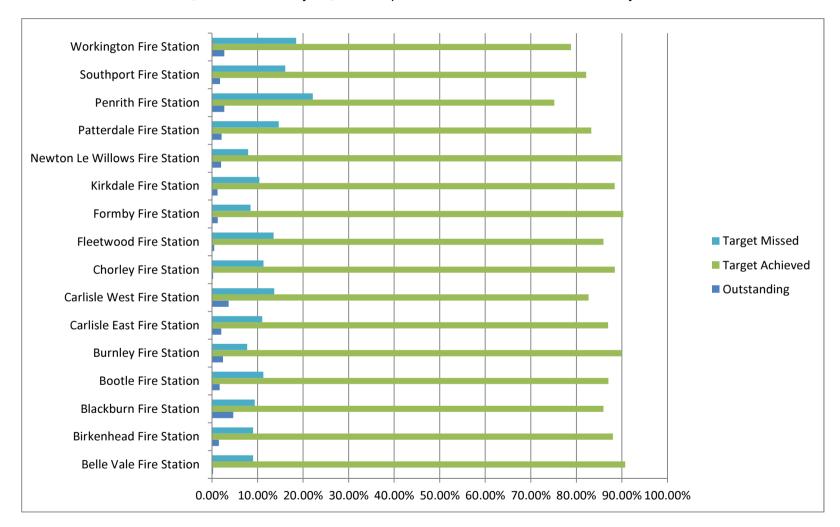




Table 7 – Health and Safety

The table below illustrates, for the Contract Year (April 2015 – March 2016), the near misses and accidents logged onto the Engie H&S system.

Safety	CSUK	Cofely/Engie	BBFR	Members of Public	Combined (In Period)	2016 To Date
Hours worked	Minimal hours worked	8938	261	N/A	9199	4699
RIDDOR	0	0	0	0	0	0
Lost Time Incidents	0	0	0	0	0	0
Minor Injuries	0	0	0	1	0	0
Near Misses	0	2	0	0	0	2
EA Visits / Inspections	0	0	0	0	0	0
EA Warnings	0	0	0	0	0	0
Environmental Enforcement Action	0	0	0	0	0	0
Environmental						
Environmental incident	0	0	0	0	0	0

Engie



Figure 4: Deduction levels

The chart below illustrates, for the contract year, deduction levels incurred on the contract by both the FM provider and also the Building Contractor.

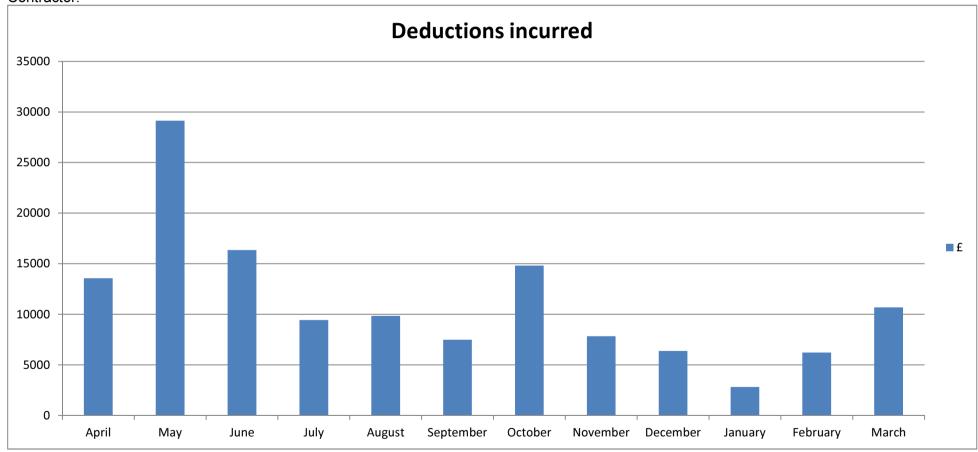
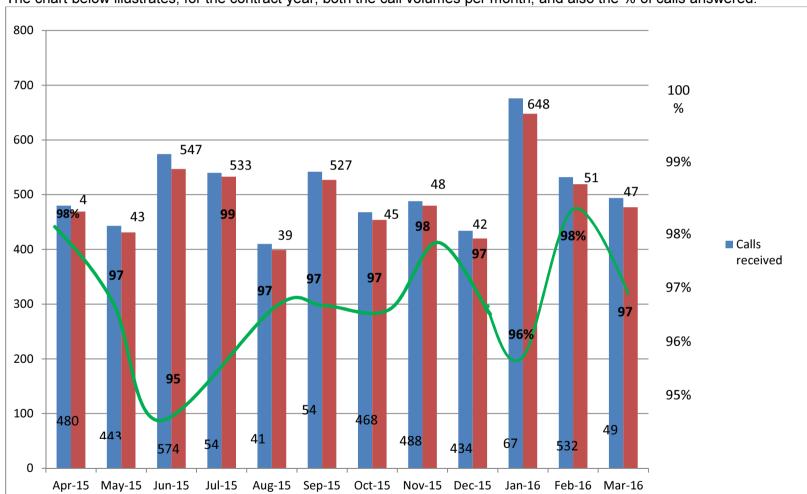




Figure 5: Helpdesk Statistics

The chart below illustrates, for the contract year, both the call volumes per month, and also the % of calls answered.



## Appendix 1 – Change protocol table

Engie

Confidential



#### The table attached illustrate all changes that have been issued in the contract year, and their relevant status.

Number raised in period	Number accepted	Capex Value of changes accepted
74	34	£18.5K

Typical requests for changes in the period mainly related to the fitting of assets to the buildings, provision of additional vehicle charging points/signage to reflect the usage of the stations by NWAS alongside the Fire and Rescue Service.

These changes were all Small Value changes, and therefore the total cost of each change is less than £5K indexed. The total capex value of accepted changes is £18,500 across the contract year.

ANC's accepted per Authority

Merseyside	Lancashire	Cumbria
23	5	6



Appendix 2 – Energy performance in Contract Year (and previous period) compared to the Consumption Target

		Gas			Electricity				
Station	Gas Target 2015/16	Gas Actual 2014/15	Gas Actual 2015/16	Electricity Target 2015/16	Electricity Actual 2014/15	Electricity Actual 2015/16	Water Target 2015/16	Water Actual 2014/15	Water Actual 2015/16
Patterdale				17,550	18,954	17,154	3	13	17
Carlisle West	60,278	56,043	71,795	95,431	104,196	101,797	439	699	479
Carlisle East	134,777	141,100	213,273	213,376	197,117	184,436	982	662	629
Penrith	166,759	188,378	156,513	325,390	461,923	445,528	1,308	894	1,124
Workington	134,777	97,276	123,967	213,376	164,818	165,330	982	459	532
Blackburn	117,115	131,511	118,156	208,479	208,763	210,314	966	3,228	814
Fleetwood	53,932	143,954	137,941	119,601	167,997	177,098	484	397	398
Chorley	128,088	47,977	58,843	228,014	175,042	151,037	1,056	494	475
Burnley	144,558	74,885	90,863	257,332	208,643	210,015	1,192	705	621
Formby	42,701	54,245	43,160	94,694	153,249	144,324	599	330	423
Newton Le Willows	44,313	82,281	76,108	98,270	126,347	123,066	398	455	314
Bootle	130,756	145,611	118,080	232,762	178,833	173,834	1,078	2,633	1,009
Kirkdale	199,112	77,084	75,676	354,445	238,159	225,663	1,642	625	561
Southport	143,489	124,786	98,634	255,429	176,182	177,319	1,183	472	341
Belle Vale	60,938	68,471	65,321	135,137	133,198	138,068	547	207	155
Birkenhead	106,870	44,424	39,697	190,241	176,938	164,554	881	254	333

Engie Confidential



As can be seen from the table, consumption across the entire estate is significantly below the target; also all 3 utilities measured have seen year on year falls in energy consumption. In the period Gas was approx. 18% below the target, Electricity was 8% below the target and water was 67% below the target.

Engie

Overall	2013/14	2014/15	2015/16
Unitary Charge	5,794,651.00	6,300,114.04	6,323,263.93
Annuity Grant	-5,002,397.00	-5,002,397.00	-5,002,397.00
Net	792,254.00	1,297,717.04	1,320,866.93
Performance Deductions	-227,337.00	-382,875.71	-134,773.28
Net	564,917.00	914,841.33	1,186,093.65
Utilities	439,230.00	481,698.30	451,654.32
Merseyside			
Unitary Charge	2,358,213.00	2,640,377.70	2,650,079.70
Annuity Grant	-2,096,754.00	-2,096,754.00	-2,096,754.00
Net	261,459.00	543,623.70	553,325.70
Performance Deductions	-92,973.00	-190,656.04	-49,300.35
Net	168,486.00	352,967.66	504,025.35
NWAS Rental	-100,794.00	-149,982.82	-170,334.74
Net	67,692.00	202,984.84	333,690.61
Utilities	195,626.00	229,354.86	218,092.80
NWAS Utilities	-26,687.00	-49,215.08	-43,777.62
Utilities Net	168,939.00	180,139.78	174,315.18

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MERSEYSIDE FIRE AND RESCUE AUTHORITY					
MEETING OF THE:	AUTHORITY	AUTHORITY			
DATE:	20 OCTOBER 2016 REPORT NO: CFO/080/16				
PRESENTING OFFICER	CHIEF FIRE OFFICER				
RESPONSIBLE	CHIEF FIRE OFFICER	REPORT	CHIEF FIRE		
OFFICER:	AUTHOR: OFFICER				
OFFICERS	NICK SEARLE				
CONSULTED:	IAN CUMMINS				
TITLE OF REPORT:			DISPOSAL OF OBSOLETE RESPONSE VEHICLES TO THE ST JOHN RESCUE CORPS		

APPENDICES:	

#### **Purpose of Report**

1. To request that Members note the decision of the Chief Fire Officer (CFO) to donate a Mercedes transport vehicle and Small Fires Unit vehicle to the St Johns Rescue Corps, Malta under the scheme of delegation - Article 19.3 (b) (ii), contained within the Constitution approved by Members in June 2016.

#### Recommendation

2. That Members note the decision of the CFO to donate a Mercedes transport vehicle and Small Fires Unit vehicle to the St Johns Rescue Corps, Malta under the scheme of delegation - Article 19.3 (b) (ii), contained within the Constitution approved by Members in June 2016.

#### Introduction and Background

- 3. The Authority has a prudent and cost effective Transport Asset Management Plan (reviewed annually) which refreshes the fleet as required to meet risk and operational need. This plan has seen the Authority improve what was an aging and inefficient fleet to one of the most modern and efficient in the United Kingdom.
- 4. The advent of terrorism on a global scale has led to the Chief Fire Officers Association (CFOA) advising UK Fire and Rescue Services that disposal of obsolete or end of life appliances should either result in them being scrapped or removed from the United Kingdom to prevent them being acquired by extremist groups and used as Trojan improvised explosive devices when the Emergency Services respond to incidents.
- 5. There is significant value in the Service gifting obsolete appliances to countries that have few resources. The gifting of obsolete appliances to worthy charities

- abroad significantly assists developing countries whilst removing the risk of the use of the appliances by terrorist organisations.
- 6. MFRA has strong links with Malta and Chile and have previously donated obsolete appliances to both countries.
- 7. The CFO has been approached by the by the Commissioner & Corps Commander of St. John Rescue Corps (SJRC), Malta about the possibility of the Service gifting them two obsolete response vehicles; a Mercedes transport vehicle (estimated value £3,000) and a small fires unit van (estimated value £3,000). These vehicles would undoubtedly enhance the SJRC search and rescue capability and be put to good use. The SJRC would meet the full costs of transportation and delivery of the vehicles to Malta.
- 8. It is the intention of the CFO to agree to this request. Members are asked to note and endorse this decision.
- 9. Members should be reassured that Officers will continue to apply an audit process to evaluate the perceived need and ask receiving bodies to feedback how and where they are able to deploy gifted appliances and equipment.
- Officers will continue to ensure that any appliances or equipment with a historical or educational value will be retained by the Service for use of the Merseyside Heritage Centre.

#### **Equality and Diversity Implications**

11. None arising from this report.

#### **Staff Implications**

12. None arising from this report.

#### **Legal Implications**

- 13. Any donation of vehicles are completed under a legal agreement with a restriction on transferring ownership to another unknown registered keeper and disposal procedures to ensure compliance with relevant legislation and CFOA guidance on vehicle security.
- 14. Insurance of the vehicle is no longer acquired by MFRA and is an obligation on the new registered keeper removing MFRA's liability for the same on donation.
- 15. Any vehicle disposal has adhered to the approved Transport Asset Management Plan.

#### Financial Implications & Value for Money

- 16. The value of the Mercedes transport vehicle is estimated at £3,000. The value of the small fires unit is estimated at £3,000.
- 17. Both vehicles are obsolete. It is considered highly unlikely that either vehicle would attract any interest for resale.

#### Risk Management, Health & Safety, and Environmental Implications

 Obsolete vehicles can be recycled and utilised in areas where there is a real humanitarian need.

#### Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

19. Support for this proposal will show the Authority in a positive light in areas of the world where our old fleet would make a significant difference to the safety of the communities thus enhancing the reputation of the Authority as a world leader in Community Safety.

#### **BACKGROUND PAPERS**

#### **GLOSSARY OF TERMS**

MFRS Merseyside Fire and Rescue Service is the service provided by MFRA.

When writing reports MFRS is the "action"

**CFOA** Chief Fire Officers Association

SJRC St. John Rescue Corps Malta

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MERSEYSIDE FIRE AND RESCUE AUTHORITY				
MEETING OF THE:	AUTHORITY			
DATE:	20 OCTOBER 2016	REPORT NO:	CFO/079/16	
PRESENTING OFFICER	DEPUTY CHIEF FIRE OFFICER			
RESPONSIBLE	AM JAMES BERRY	REPORT	JOHN FIELDING	
OFFICER:	AUTHOR:			
OFFICERS	DEB APPLETON BUSINESS INTELLIGENCE TEAM			
CONSULTED:	INCIDENT INVESTIGATION TEAM			
TITLE OF REPORT:	HISTORICAL ANALYSIS O DWELLING FIRES BETWE	_		

APPENDICES:	APPENDIX A:	HISTORICAL ANALYSIS OF
		FATALITIES IN ACCIDENTAL
		<b>DWELLING FIRES BETWEEN 2006/07</b>
		AND 2015/16

#### **Purpose of Report**

1. To request that Members consider the performance and analysis and trends in relation to the Accidental Dwelling Fire Fatalities experienced between 2006/07 and 2015/16.

#### Recommendation

2. That Members consider performance and analysis concerning Accidental Dwelling Fire Fatalities between 2006/07 and 2015/16

#### Introduction and Background

- 3. The purpose of this report is to analyse fatalities from accidental dwelling fires (ADF) between 2006/07 and 2015/16; analysing the circumstances and socio demographic background of such occurrences is undertaken in a way that can then be used to target risk and carry out prevention work.
- 4. Compared to other incident types that employees of Merseyside Fire & Rescue Authority (MF&RA) attend, fire fatalities are relatively rare, although their impact is most significant to family members, friends and the community of the deceased.
- 5. Fatalities in accidental dwelling fires are reported in Merseyside Fire and Rescue Authority's Service Delivery Plan as Key Performance Indicator DC12 on a quarterly and annual basis.

#### Summary

#### **Victim Profile**

- 6. Between 2006/07 and 2015/16 there was a total of 84 fire deaths as a result of accidental dwelling fires; these deaths are attributed to 80 fire incidents.
- 7. Between 2006/07 and 2010/11, the general trend for fatalities was gradually falling, with a low of 5 deaths during 2010/11 and 2011/12. However since 2012/13 the count of fatalities has increased year on year leading to a high of 16 during 2015/16.
- 8. The 16 deaths during 2015/16 is the highest number recorded since 2001/02, when 17 deaths took place.
- 9. When analysed by district, Wirral had the greatest overall number of fire deaths with 29, followed by Liverpool with 26. When compared proportionally to incidents per 100,000 population, Wirral has the greatest number of fire deaths with 9.04 deaths per 100,000 population, compared to Liverpool's 5.50 per 100,000 population.
- 10. Concerning racial profile, the vast majority of victims were White British accounting for 79 victims or 94.0%.
- 11. Concerning the demographic of fire fatalities, there is little bias towards gender with 40 female fatalities and 44 male fatalities. The risk of death in accidental dwelling fires increases with age, with the 40-49 and particularly the 75 and above age groups being at greatest risk.
- 12. The majority of people who died in Accidental Dwelling Fires were the sole occupants in 54 out of 84 fire fatalities. In combination, 62 victims were alone at the time of the fire that claimed their lives.

#### **Incident Summary**

- 13. Concerning Deprivation and the use of Community and Local Government's (CLG) Indices of Multiple Deprivation (IMD) 2015, the general trend is that fatalities tend to occur more often in deprived areas, with fewer fire deaths affecting affluent areas. When the average age of victims is added to the equation it has been found that victims die younger in deprived areas with victims being older in affluent areas.
- 14. Concerning Smoke Alarm actuation, in 47 cases a smoke alarm was fitted and actuated, there were 6 occasions where smoke alarms were fitted and did not actuate. There were 16 occurrences where a smoke alarm was not fitted and a further 5 incidents where the fitted smoke alarm was inoperable (i.e. no batteries) therefore meaning that the resident had no means of early warning. There were 6 occurrences where it was unknown whether the smoke alarm actuated.

- 15. When analysing Home Fire Safety Check (HFSC) data, 48 victims had received a HFSC visit from MF&RS prior to their fatal incident, 28 had not been visited and in 4 cases it was not clear whether the individual was an occupier at the time of the visit.
- 16. When analysing Ignition Sources it has been found that of the 80 fatal incidents, 42 were as a result of *Smokers Materials*. However since 2009/10, where 7 deaths were the result of *Smokers Materials*, there was a gradual reduction with only 1 death attributable to this ignition source during 2011/12 and 2012/13. However since 2013/14, deaths resulting from fires caused by *Smokers Materials* increased to a high of 8 during 2015/16.
- 17. When analysing the room of origin and the ignition source, it has been found that *Smokers Materials* were responsible for the majority of fire fatalities in the *Living Room* and the *Bedroom*. When the influence of alcohol consumption is taken into account it is apparent that a high number of deaths involving *Smokers Materials* in the *Bedroom* also involved the consumption of alcohol (10 out of 24). Concerning fires that started in the *Living Room* the same principle does not apply.
- 18. When analysing incidents by month the greatest number of deaths occurred during the autumn / winter months; between November and February. The month of April also tends to have high counts of fire deaths.
- 19. Concerning fire deaths and day of week, deaths are most likely to occur on Fridays and Mondays.
- 20. The majority of fire deaths occur between Morning and Evening (07:00 to 21:59), accounting for 43 fatal incidents, or 65% overall.

#### **Equality and Diversity Implications**

21. The report identifies risk groups using data relating to equality and diversity. The report uses Gender, Lifestyle and Age Group data in order to identify risk groups across Merseyside

#### **Staff Implications**

22. There are no staff implications arising from this report

#### **Legal Implications**

23. The Fire and Rescue Services Act 2004, Section 6(1) provides that a fire and rescue authority must make provision for the purpose of promoting fire safety in its area. This includes making arrangements where reasonable to provide information, publicity and advice

#### Financial Implications & Value for Money

24. There are no financial implications arising from this report.

#### Risk Management, Health & Safety, and Environmental Implications

25. The analysis of data and information relating to deaths in accidental dwelling fires is important in the development of MFRAs prevention strategies. Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

26. This report provides analysis of accidental dwelling fire fatality data held by MFRA. The report contributes to the Vision of "Safer Stronger Communities" by identifying at risk individuals (and their characteristics) across Merseyside. This report could be shared with partners as a means of encouraging greater data sharing between MFRA and external organisations

#### **BACKGROUND PAPERS**

**CFO/111/11** If this report follows on from another, list the previous report(s)

#### **GLOSSARY OF TERMS**

MFRA Merseyside Fire and Rescue Authority is the physical and legal entity.

When writing reports MFRA is the "object".

HFSC Home Fire Safety Check

MFRS Merseyside Fire and Rescue Service is the service provided by MFRA.

When writing reports MFRS is the "action"

You are employed by the Authority (MFRA). The job you do forms part

**E.G.** of the Service (MFRS) provided by the Authority (MFRA).

If in doubt use MFRA.

CLG Communities and Local Government

IMD Indices of Multiple Deprivation



## Historical Analysis of Fatalities in Accidental Dwelling Fires between 2006/07 and 2015/16

#### **AUDIENCE**

# TO BE PRESENTED TO: The Authority and The Strategic Management Group

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COMMUNITY RISK MANAGEMENT
STRATEGY & PERFORMANCE DIRECTORATE

Date work received: 01/04/2016 Date work completed: 29/06/2016

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#### **Document Control**

## **Amendment History**

Version / Issue	Date	Author	Remarks / Reason for Change
No.			
1.0	15/06/2016	J Fielding	First Draft
1.1	17/06/2016	J Fielding	Following Comments as per D
			Appleton
1.2	28/09/2016	J Fielding	Addition of Time of Call analysis

## Sign-Off List

Name	Position
AM J Berry	Area Manager Community Risk Management
DCFO P Garrigan	Deputy Chief Fire Officer
D Appleton	Director of Strategy & Performance
G Oakford	Group Manager Community Risk Management

#### **Distribution List**

Name	Position	I/R
Strategic Management Group		
Authority		

#### **Related Documents**

Reference No.	Title	Author	Version & Date
1.0	Analysis of Fatalities in Accidental Dwelling Fires between 1 <sup>st</sup> April 2015 and 31 <sup>st</sup> March 2016	J Fielding	1.4 02/06/2016

## **Ownership**

Has it been agreed with the client that this is a publicly owned document? Yes/No

If Yes please state URL: http://www.merseyfire.gov.uk

If No please state reason why:

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## 1. Agreement

For the purpose of this report the following agreement was made between the client and the Strategy & Performance Directorate.

This work was requested by Area Manager James Berry and received on 01/04/2016.

The Manager<sup>1</sup> has approved this report/ piece of work can be undertaken by the Strategy & Performance Directorate.

If the scope of the work changes, authorisation must be again obtained and would be noted within the version control document sheet.

It was agreed that this report would be produced in draft format by June 2016, and would be sent electronically to the Director of Strategy & Performance and Client for comment.

The Manager / Client agreed that their comments would be received back by June 2016.

The final report, which will always be in PDF format, would be produced by June 2016, subject to receiving comments.

<sup>&</sup>lt;sup>1</sup> Deb Appleton

## 2. Summary

The purpose of this report is to analyse the circumstances and contributing factors concerning deaths in Accidental Dwelling Fires attended between 2006/07 and 2015/16. Fatalities in Accidental Dwelling Fires are relatively rare compared to other incidents that Merseyside Fire and Rescue Service attends, though their impact is most severe to the friends and families of the deceased.

In summary this report presents the following findings:

#### Victim Summary

- Between 2006/07 and 2015/16 there was a total of 84<sup>2</sup> fire deaths as a result of an accidental dwelling fire; these deaths are attributed to 80 actual fire incidents.
- Between 2006/07 and 2010/11, the general trend for fatalities was gradually falling, with a low of 5 deaths during both 2010/11 and 2011/12. However since 2012/13 the count of fatalities has increased year on year leading to a high of 16 during 2015/16.
- The 16 deaths during 2015/16 is the highest number recorded, since 2001/02, when 17 deaths took place.
- When analysed by district, Wirral had the greatest overall number of fire deaths with 29, closely followed by Liverpool with 26. When compared proportionally to incidents per 100,000 population, Wirral has the greatest number of deaths with 9.04 deaths per 100,000 population, compared to Liverpool's 5.50 per 100,000 population.
- Concerning racial profile, the vast majority of victims were White British accounting for 79 victims or 94.0%.
- Concerning the demographic of fire fatalities, there is little bias towards gender with 40 female fatalities and 44 male fatalities. The risk of death in accidental dwelling fires increases with age, with the 40-49 and particularly the 75 and above age groups being at greatest risk.
- The majority of people who died in Accidental Dwelling Fires were the sole occupants in 54 out of 84 fire fatalities. In combination, 62 victims were alone at the time of the fire that claimed their lives.

#### **Incident Summary**

- Concerning Deprivation and the use of Community and Local Government's (CLG) Indices of Multiple Deprivation (IMD) 2015, the general trend is that fatalities tend to occur more often in deprived areas, with fewer fire deaths affecting affluent areas. When the average age of victims is added to the equation it has been found that victims die younger in deprived areas with victims being older in affluent areas.
- Concerning Smoke Alarm actuation, in 47 cases a smoke alarm was fitted and actuated, there were 6 occasions where smoke alarms were fitted and did not actuate. There were 16 occurrences where a smoke alarm was not fitted and a further 5 incidents where the fitted smoke alarm was inoperable (i.e. no batteries) - therefore meaning that the

<sup>&</sup>lt;sup>2</sup> Please note: due diligence should be applied when drawing conclusions from such a small data set. It is entirely possible that increases in fatalities over the past five years could be coincidental, but conversely could also be part of a larger issue.

- resident had no means of early warning. There were 6 occurrences where it was unknown whether the smoke alarm actuated.
- 48 Home Fire Safety Checks (HFSC) were completed with victims prior to the incidents in which they died. 28 did not have a HFSC and in 4 cases it was were unknown whether they had received an HFSC.
- When analysing Ignition Sources it has been found that of the 80 fatal incidents, 42 were as a result of Smokers Materials. However since 2009/10, where 7 deaths were the result of Smokers materials, there was a gradual reduction with only 1 death attributable to this ignition source during both 2011/12 and 2012/13. However since 2013/14, victims as a result of Smokers Materials increased to a high of 8 during 2015/16.
- When analysing the fire room of origin and the ignition source it has been found that Smokers Materials were responsible for the majority of fire fatalities in both the Living Room and the Bedroom. When the influence of alcohol consumption is taken into account it is apparent that a high number of deaths involving Smokers Materials in the Bedroom also involved the consumption of alcohol (10 out of 24). Concerning fires that started in the Living Room the same principle does not apply.
- When analysing incidents by month the greatest number of deaths occurred during the autumn / winter months; between November and February. The month of April also tends to have high counts of fire deaths.
- Concerning fire deaths and day of week, deaths are most likely to occur on Fridays and Mondays.
- The majority of fire deaths occur between Morning and Evening (07:00 to 21:59), accounting for 43 fatal incidents, or 65% overall. Peaks in incidents occur between 07:00 to 08:59 and 02:00 to 03:59, with secondary peaks during 15:00 15:59 and 21:00 21:59

#### 3. Introduction

The purpose of this report is to analyse fatalities from Accidental Dwelling Fires (ADF) between 2006/07 and 2015/16; analysing the circumstances and socio demographic background of such occurrences; identifying business intelligence to target risk and prevention work.

Compared to other incident types that Merseyside Fire & Rescue Authority (MF&RA) attends, fire fatalities are relatively rare, though their impact is most significant to family members, friends and the community of the deceased.

Fatalities in Accidental Dwelling Fires are reported in Merseyside Fire and Rescue Service's Service Delivery Plan as Key Performance Indicator DC12 which is reported to Authority on a quarterly and annual basis.

## 4. Methodology

The software used in this report includes:

- Microsoft Excel 2013 to interpret and graphically represent figures.
- MapInfo Professional 11 was used to tag incidents with geographical information
- The calculation for fatalities per 100,000 population is: (Count of Fatalities / Population) \* 100,000
- Population figures are based on Mid 2014 estimates published by the Office for National Statistics.
- Indices of Multiple Deprivation (IMD) 2015 was utilised to analyse levels of deprivation in the areas where fire deaths took place.<sup>3</sup>

Data used in this report has been supplied by the Merseyside Fire & Rescue Authority Incident Investigation Team; with the coroner ultimately determining the cause of death.

Data used within this report is based on fatal incidents occurring in the home where the motive for the incident is judged to have been accidental. Merseyside Fire & Rescue Authority measure this as Key Performance Indicator DC12<sup>4</sup> - *Number of fatalities from Accidental Dwelling Fires*.

Concerning the Long Time Series Analysis, counts have been obtained from the following:

- Between 1991/1992 1999/2000: Freedom of Information Request from Department for Communities and Local Government
- Between 2000/2001 present: MF&RS Incident Investigation Team archives

The time of call analysis is based on incidents which were **NOT** late calls, this accounts for 66 incidents within the entire dataset.

#### **Data Limitations:**

The findings within this report are based on available data. As fire fatalities are a relatively rare occurrence the volume of data is small. Therefore some conclusions based on the data should be approached with due diligence.

<sup>&</sup>lt;sup>3</sup> Uses IMD 2015 to create a localised deprivation index, in essence grouping deprivation by 10% bands

<sup>&</sup>lt;sup>4</sup> The data contained within this report contains data which is still awaiting coroner agreement and as such the figures contained are subject to change.

#### 5. Results

#### 5.1 Fatal Victims of Accidental Dwelling Fires

The following section is based on the details of victims who died as a result of an accidental dwelling fire. In total between 2006/07 and 2015/16 there were **84** victims and as such the following tables and charts all equate to this figure.

## 5.1.1 Comparison of Fatalities by District

Chart 1: Breakdown of fatalities in Accidental Dwelling Fires between 2006/07 and 2015/16 by District

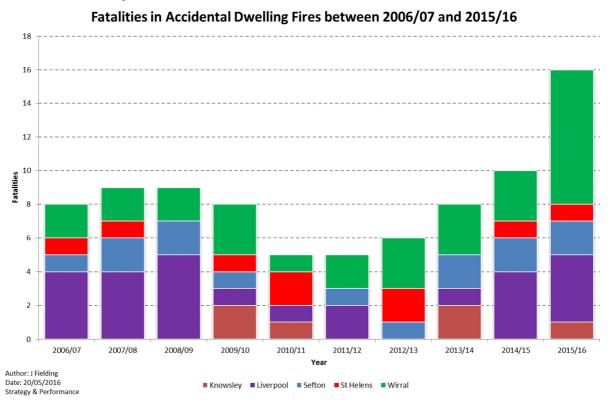


Chart 1 provides a retrospective of fatalities in accidental dwelling fires over the past 10 years. The table identifies that over this period fatalities have fluctuated, however based on the figures there is evidence of an upward trend in activity from 2011/12, where there have been year on year increases in deaths to a high of 16 during 2015/16.

Table 1: Comparison of total fatalities by district and population

Counts	Knowsley	Liverpool	Sefton	St Helens	Wirral	Total
Fatalities	6	26	14	9	29	84
Rate per 100,000 population	4.10	5.50	5.12	5.08	9.04	6.04
Population	146,407	473,073	273,531	177,188	320,914	1,391,113
Fatal Incidents	6	26	12	9	27	80

Table 1 allows a direct comparison of fatality counts between the five Merseyside districts by aggregating the data to incidents per 100,000 head of population for direct comparison.

The table shows that there have been 29 fatal fire victims in Wirral, closely followed by Liverpool with 26. When overall population counts are taken into consideration – Wirral proportionally has had the greatest number of fatalities with 9.04 per 100,000 population; with Liverpool having a much lower ratio of 5.50 fatalities per 100,000 population, therefore (*proportionally*) the Wirral has the greatest likelihood<sup>5</sup> of a fire death occurring.

The table also identifies the count of Fatal Incidents by district, it identifies that of the 80 incidents; 4 incidents (2 in each of Sefton and Wirral) involved two victims.

## **5.1.2 Long Time Series Analysis**

Chart 2: Long Time Series of fatalities in Accidental Dwelling Fires between 1991/92 and 2015/16

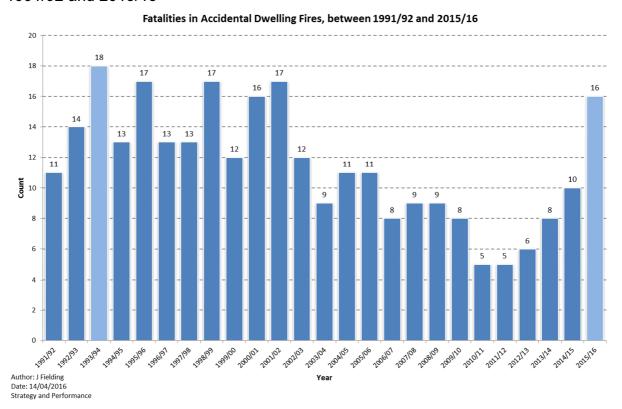


Chart 2 provides a count of accidental dwelling fire fatalities between 1991/92 and 2015/16. The chart identifies that 2015/16 resulted in the greatest number of fire fatalities within recent years, but in the past there were higher figures. Over the 25 year period, 1993/94 had the highest number of fatalities with 18, followed by 1995/96, 1998/99 and 2001/02 with 17 each.

<sup>&</sup>lt;sup>5</sup> An additional piece of analysis was conducted analysing the link between age and fatality in Wirral, as such there is very little link (R<sup>2</sup> value of 0.33) between the age of victims in Wirral and the likelihood of perishing in an accidental dwelling fire.

#### **5.1.3 Demographic Analysis**

Table 2: Fatalities by Age and Gender (with fatalities per 100,000 population ratio)

Age group		Male Female Tota		Female		otal
5-9	0	(0.0)	1	(2.7)	1	(1.3)
25-29	0	(0.0)	2	(4.2)	2	(2.1)
35-39	1	(2.6)	0	(0)	1	(1.3)
40-44	4	(9.3)	2	(4.4)	6	(6.8)
45-49	2	(4.3)	8	(15.9)	10	(10.3)
50-54	5	(10.3)	2	(3.9)	7	(7.0)
55-59	3	(7.0)	3	(6.6)	6	(6.8)
60-64	4	(10.2)	1	(2.5)	5	(6.3)
65-69	2	(5.3)	3	(7.6)	5	(6.5)
70-74	2	(7.3)	2	(6.4)	4	(6.8)
75-79	8	(35.9)	2	(7.1)	10	(19.8)
80-84	3	(19.6)	9	(40.8)	12	(32.2)
85+	10	(93.4)	5	(23.2)	15	(46.5)
Total	44	(6.5)	40	(5.6)	84	(6.0)

Table 2 provides the count of fire deaths by age and gender along with the ratio of fire deaths per 100,000 head of population. The table identifies four age groups at greatest risk from a fatality in an accidental dwelling fire, including the: 45-49, 75-79, 80-84 and 85+ age groups. When the ratio of deaths to proportion of population is taken into account it is apparent that with age the risk of mortality as a result of an accidental dwelling fire increases significantly. 8 of the 10 fatalities in the 45-49 age group had consumed alcohol prior to the incident. Applying a regression analysis to the available data a R² value of 0.57 is achieved indicating a moderate statistical link between age and fire related mortality.

Concerning gender there is little bias towards either sex, with 40 (47.6%) female victims and 44 (52.4%) male victims.

Concerning racial profiling of the deceased; 79 victims were described as *White – British*, 1 was described as *White – Irish* and 4 from the category "*Other*". When analysed proportionally 94.0% of victims were White British which is slightly higher than the Census 2011 population ratio of 91.8%.

#### 5.1.4 Habitation and Carer Status

Table 3: Habitation and carer status

Status	Lived	l alone	Cohabited		Other Circumstance		
Carer	Alone at Time	Accompanied	Alone at Time	Accompanied	Alone at Time	Accompanied	Total
Yes	21		1	7			29
No	27	1	5	13	2	1	49
Unknown	5		1				6
Total	53	1	7	20	2	1	84

Table 3 identifies that the majority of victims (53 from 84 or 63.1%) *Lived Alone* and were *Alone at the Time* of the incident. Of the victims who *Cohabited*, 7

were Alone at the Time and 20 were *Accompanied*. In combination 62 of the 84 victims (73.8%) were alone at the time of the incident.

Concerning whether a victim had need of a carer or not, the majority of victims did not have a carer (49 of 84, or 58.3%). Many of the victims who *Lived Alone* (21 of 53, or 39.6%) had need of a carer.

Table 4: Habitation and carer status— OVER 60 Age Group Only

Status	Lived	alone	Cohabited Other Circumstance				
Carer	Alone at Time	Accompanied	Alone at Time	Accompanied	Alone at Time	Accompanied	Total
Yes	19		1	5			25
No	15		1	5	1		22
Unknown	4						4
Total	38	0	2	10	1	0	51

Table 4 identifies that the majority of victims above the age of 60 (38 of 51 or 74.5%) *Lived Alone* and were *Alone at the Time* of the incident. Of the victims above the age of 60 who *Cohabited*, 10 were *Accompanied* with 2 being *Alone at the Time*. Overall, 41 of the 51 fatalities (or 80.4%) were *Alone at the Time* of the incident.

In the age group analysed, 49% (25) of the victims had access to carers. The majority of **all** victims who *Lived Alone* required carers, but amongst those aged over 60 this figure is much more pronounced - with 19 victims out of 38 requiring carers (or 50%).

## 5.2 Incident Related Analysis

The following analysis is based on the count of incidents, not the count of victims – as in the previous sections. Therefore the following series of tables' total **80** as this is the count of actual incidents.

## 5.2.1 Comparison of Fatalities and Deprivation

Chart 3: Fatalities in Accidental Dwelling Fires between 2005/06 and 2014/15 linked to deprivation<sup>6</sup>

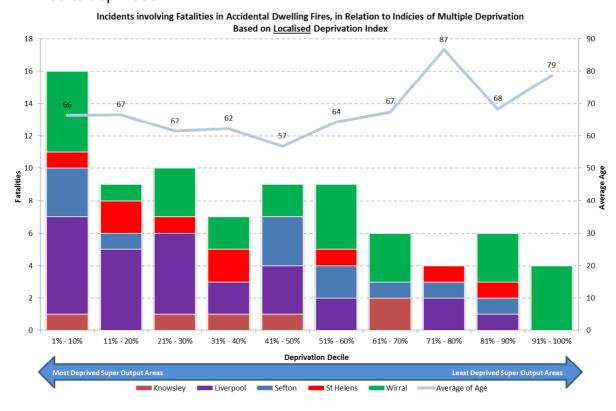


Chart 3 ranks the location of fire fatalities to the level of deprivation in the area in which the incident took place using Indices of Multiple Deprivation 2015 (IMD). Concerning the localised<sup>7</sup> deprivation index, the chart demonstrates that as deprivation increases the number of fire deaths gradually increase.

When analysed at a district level;

- The fire deaths in Liverpool have, on the whole, been in the relatively deprived areas.
- Wirral has a sporadic pattern, though it has had the greatest number of fire fatalities in the least deprived 81–90% and 91-100% deciles.
- St Helens and Knowsley have generally had fatalities within the more deprived 50% of deciles.

<sup>&</sup>lt;sup>6</sup> As per the CLG document Indices of Multiple Deprivation 2015

<sup>&</sup>lt;sup>7</sup> Please refer to Appendix A to view a comparison of fatalities based on the localised deprivation index and against the National (English) index.

 Sefton has a different pattern with the majority of their fatalities occurring in the deprived 1-10% decile and intermediate 41-50% and 51-60% deciles.

The chart also identifies the average ages of the victims by each deprivation decile group. In general terms the chart identifies that fatal fire victims in deprived areas tend to be younger; particularly in the 40-50% decile where the average age is 57. By contrast, in the less deprived areas victims tend to be older with an average age of 87 in the 71-80% and 79 in the 91-100% decile.

## 5.2.2 Smoke Alarm Analysis

Smoke alarms provide an important early warning to residents should a fire occur within a property. It must be emphasised that in the vast majority of incidents the actuation of a smoke alarm can and does save lives; however this is not always the case, as personal mitigating circumstances like: mobility, prescription medicines and alcohol consumption can prevent a victim escaping regardless of the actuation of a smoke alarm.

The following section analyses the performance of smoke alarms.

Table 5: Smoke Alarm Functionality & HFSC Status

		HFSC			
Status	Yes	No	Unknown	Total	%
Fitted & Operated	39	5	3	47	58.8%
Fitted Did Not Operate	4	2		6	7.5%
Fitted No Batteries		5		5	6.3%
None Fitted		14	1	15	18.8%
None Fitted - Refused HFSC	1			1	1.3%
Fitted Unknown if Operated	4	2		6	7.5%
Grand Total	48	28	4	80	

Table 5 identifies that in the majority of properties (47 or 58.8%) a smoke alarm was fitted and operational. In 6 cases the smoke alarm was fitted and failed to operate, though this is possibly due to the nature / severity of the fire itself or the positioning of the smoke detector.

In 5 (6.3%) cases there were smoke alarms fitted, but with no batteries therefore not providing the early warning system a smoke alarm provides. Also of note is that in 16 cases (20.1%) there was no smoke alarm fitted meaning no early warning system being available in the property.

When analysing smoke alarm functionality against HFSC status, 60% (48/80) of properties had previously had a HFSC. Of these properties; 39 had a smoke alarm which was fitted and operated. This is compared with 28 (35%) properties that did not have a HFSC prior to the incident.

There were 16 properties where no smoke alarm was fitted, in one case the occupier refused the HFSC and smoke alarm, though it should be noted that though the individual refused the visit; MF&RA still had contact with that person.

## 5.2.3 Ignition Source

Table 6: List of Fatal Incident Ignition Sources

Ignition Source	Detail	Total
Smokers Materials	Smokers Materials	42
Sillokers Materials	Subtotal	42
	Cooking - unattended food left on hob	4
	Cooking - Accidental Ignition Of Clothing	4
Cooking	Combustible Materials Left on Hob	1
Cooking	Chip Pan Left Unattended in Kitchen	1
	Cooking - Misuse of Microwave	1
	Subtotal	11
Caralana Han Of Hanting Appliance	Careless Use Of Heating Appliance	11
Careless Use Of Heating Appliance	Subtotal	11
	Electrical - Fridge burning out	3
	Overloaded Multi-tap	1
Electrical Fault	Overloaded E-Cigarette Battery leading to rupture	1
	Mains Electric Fault Overload	1
	Subtotal	6
Candles	Candles	6
Candles	Subtotal	6
	Heat Lamp Igniting Combustible Materials	1
Radiated Heat	Radiated Heat - from table top lamp	1
	Subtotal	2
Oallana d Oata Oaa Fila	Collapsed Onto Gas Fire	1
Collapsed Onto Gas Fire	Subtotal	1
Fundamian Of Landing Con	Ignition Of Gas From Cooker - Gas Leak	1
Explosion Of Leaking Gas	Subtotal	1
Grand Total		80

Table 6 lists the generic Ignition Sources along with additional detail concerning these incidents. During the ten year period analysed *Smokers Materials* account for 42 incidents, equating to 52.5% of fire death incidents, this is followed by *Careless use of Heating Appliances*<sup>8</sup> and *Cooking*, with 11 deaths (or 13.8%) respectively.

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<sup>&</sup>lt;sup>8</sup> Usually involves the ignition of clothing when either placed or standing too close to a piece of heating equipment, for example a gas fire.

## 5.2.4 Room of Origin and Ignition Source

Table 6: Room of Origin and Ignition Source with whether the victim had consumed alcohol prior to the incident

			Of which	involved co	nsumption
Room Of Origin	Ignition Cause	Total	Yes	No	Unknown
	Smokers Materials	22	11	8	3
	Careless Use Of Heating Appliance	7	2	5	
	Candles	3	1	2	
Living Room	Radiated Heat - from table top lamp	1		1	
	Collapsed Onto Gas Fire	1		1	
	Sub Total	34	14	17	3
	Smokers Materials	15	8	5	2
	Careless Use Of Heating Appliance	4		4	
	Candles	2	1	1	
Bedroom	Overloaded Multi-tap	1	1		
Boardonn	Overloaded E-Cigarette Battery leading to rupture	1		1	
	Heat Lamp Igniting Combustible Materials	1		1	
	Sub Total	24	10	12	2
	Smokers Materials	3	2	1	
	Electrical - Fridge burning out	3		2	1
	Cooking - Accidental Ignition Of Clothing	4		3	1
	Cooking - unattended food left on hob	3	2		1
Kitchen	Cooking - Misuse of Microwave	1	1		
	Chip Pan Left Unattended in Kitchen	1	1		
	Combustible Materials Left on Hob	1		1	
	Ignition Of Gas From Cooker - Gas Leak	1		1	
	Sub Total	17	6	8	3
	Smokers Materials	1		1	
Hallway	Mains Electric Fault Overload	1		1	
	Sub Total	2		2	
Dathuasus	Candles	1	1		
Bathroom	Sub Total	1	1		
Bedsit (Open plan	Smokers Materials	1	1		
sleeping and living area)	Sub Total	1	1		
,	Cooking - unattended food left on hob	1		1	
Caravan	Sub Total	1		1	
Grand Total		80	32	40	8

Table 6 provides a breakdown of the fire's room of origin, its respective ignition source and whether a victim was under the influence of alcohol<sup>9</sup> at the time. The table identifies that *Smokers Materials* have a root cause in the majority of fires in the *Living Room* and *Bedroom*; with *Careless Use of Heating Appliance* also being common to these rooms.

Taking the influence of alcohol into account; 32 (40%) of fatal incidents are linked to the consumption of alcohol. Where alcohol consumption is combined

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<sup>&</sup>lt;sup>9</sup> A further piece of analysis was conducted analysing whether the use of Alcohol was influenced by gender. The analysis identified that the use or not of alcohol was roughly equal between males and females.

with Smokers Materials then 68.8% (22 out of 32) of incidents are linked to this combination of factors.

Proportionally the influence of alcohol and fatal incidents taking place within the *Living Room* or *Bedroom* is very similar with approximately 41% of incidents in each room being linked to alcohol consumption.

Within the *Kitchen*, *Cooking* and its associated activities is the most common cause of fire death with 9 deaths in combination.

#### 5.2.5 Fatalities by Year and Ignition Source

Chart 4: Breakdown of Ignition Source by Year

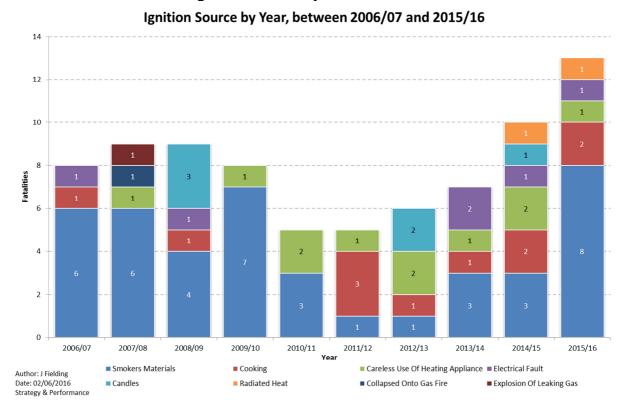


Chart 4 provides a breakdown, by year of the ignition sources involved in fatal fires. The chart identifies that deaths involving *Smokers Materials* (blue) had been consistently high between 2005/06 and 2009/10, after this period fire deaths fell markedly until 2013/14, when they begin to rise again. In the last year (2015/16) *Smokers Materials* rose to the highest level during the time frame under consideration, with 8 deaths attributed to this cause. Incidents involving *Heating Appliances* (green) have remained relatively consistent.

Fatal incidents linked directly to cooking and cooking practices (red) have fluctuated between the years, with the exception of 3 incidents during 2011/12. As a result of this peak, Fire and Rescue service personnel have used targeted campaigns promoting fire safety in the kitchen.

# 5.2.6 Fatalities by Month and Ignition Source

Chart 5: Fatal Incidents by Month

Strategy & Performance

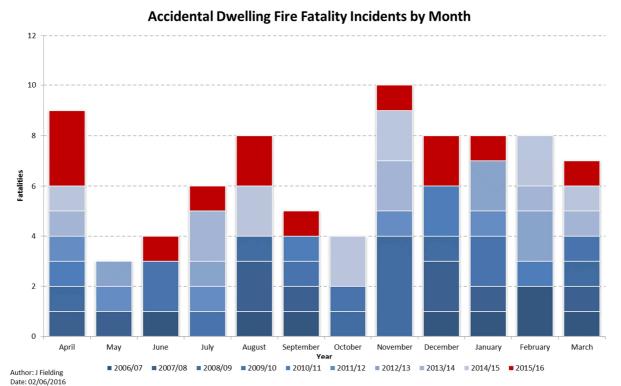


Chart 5 identifies that there is a strong link between fatalities in Accidental Dwelling Fires and seasonality with the winter months of: November and February in particular seeing high fatality numbers. An oddity is the month of April where 3 fatalities occurred during 2015/16, April has historically had high death numbers of fire death (along with March).

Chart 6: Fatalities in Accidental Dwelling Fires by Month and Ignition Source Ignition Source by Month, between 2006/07 and 2015/16

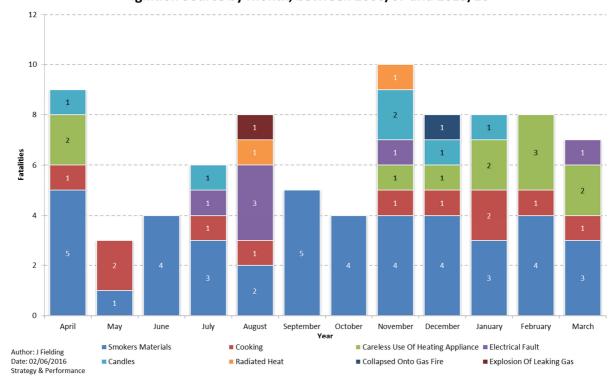


Chart 6 analyses ignition source by month for the period between 2006/07 and 2015/16. The chart identifies little evidence of seasonal trends in connection with an Accidental Dwelling Fire's ignition source.

Fatalities involving *Smokers Materials* have relatively low levels of death during the spring and summer months especially during May and August. 10

When *Smokers Materials* are analysed by quarter the overall numbers of fatalities are relatively consistent, with: 10 fatalities in Quarter 1, 10 in Quarter 2, 12 in Quarter 3 and 10 in Quarter 4.

During winter / early spring; where the weather is most inclement - Careless Use of Heating Appliance is more common.

Cooking related deaths tend to occur more often during autumn and winter.

<sup>&</sup>lt;sup>10</sup> The following comments are hypothetical and should not be interpreted as truth: *August* tends to be peak month for holiday activity, also given the generally clement weather conditions people tend to spend more time outdoors. May has two bank holidays which may encourage people to be more active, again spending more time away from their homes.

# 5.2.7 Fatalities by Day of Week and Ignition Source

Chart 7: Fatalities between 2006/07 and 2015/16 by day of week Ignition Source by Day, between 2006/07 and 2015/16

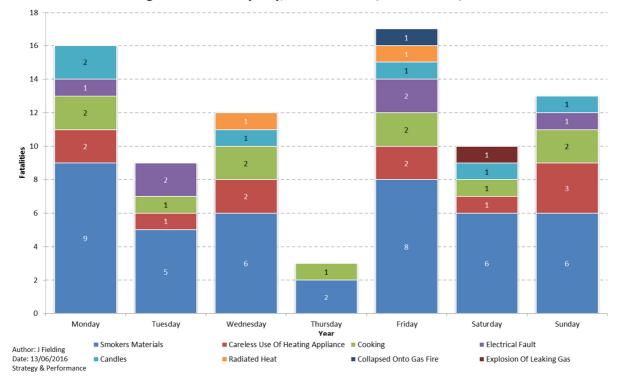


Chart 7 provides an analysis of fatalities in Accidental Dwelling Fires by day of week. The chart identifies two peaks, with 16 deaths occurring on Mondays and 17 deaths on Fridays.

As mentioned throughout this report, Smokers Materials are the most common cause of accidental dwelling fires. Chart 7 identifies that on each day, Smokers Materials were responsible for the simple majority of fatal incidents.

Fatalities occurring over the weekend period (Friday, Saturday, Sunday and Monday) can be anecdotally explained by behaviours associated with revelry possibly leading to unintended side effects, including intoxication and unsafe cooking practices.

Concerning fatal incidents taking place on a Monday, 9 from 16 incidents involved alcohol consumption as a contributory factor. On a Friday however, only 4 of the 17 incidents, listed alcohol consumption as being a contributory factor. Therefore it is not possible to link the high numbers of deaths on a Friday to alcohol consumption.

The oddity within the above chart is Thursday where 3 fatal incidents took place over the ten year period, this however is a curio within the data. When fatality data is extended back a further two years, Thursdays see 11 fatal incidents, and though it is still the day of the week to have the fewest deaths, it is no longer significantly different from the rest.

# 5.2.8 Analysis of Incidents by Time of Call

Chart 8: Fatalities by hour and whether Alcohol Consumption was involved during the incident

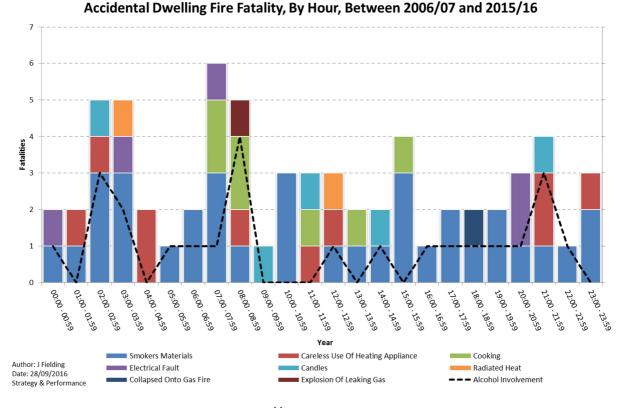


Chart 8 provides an overview by hour<sup>11</sup> of when a fire fatality has taken place. The chart also details the ignition source and whether alcohol consumption had taken place.

In summary the chart provides the following findings:

- The majority of fire deaths occur between Morning and Evening (07:00 to 21:59), accounting for 43 fatal incidents, or 65% overall.
- Peaks in incidents occur between 07:00 to 08:59 and 02:00 to 03:59, with secondary peaks during 15:00 15:59 and 21:00 21:59.
- Alcohol consumption and fire death tend to occur in the early hours (02:00 – 03:59), the morning (08:00 – 08:59) and the evening (21:00 – 21:59).
- Between 07:00 and 08:59, cooking is a common source of ignition; as such, 3 of the 4 incidents involved alcohol consumption as a possible causal factor.
- Between 02:00 and 03:59; 5 incidents were related to alcohol consumption, with 3 being related to Smokers Materials, 1 related to Candles and 1 due to an Electrical Fault.
- During 21:00 21:59; 3 incidents were related to alcohol consumption, with: Smokers Materials, Candles and Careless Use of Heating Appliance being responsible for 1 fatality each.

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<sup>&</sup>lt;sup>11</sup> Does not include late calls

# 6. Appendices

# 6.1 Appendix A

Chart 9: Comparison of Fatalities by Deprivation using Localised Deprivation and National IMD Indexes

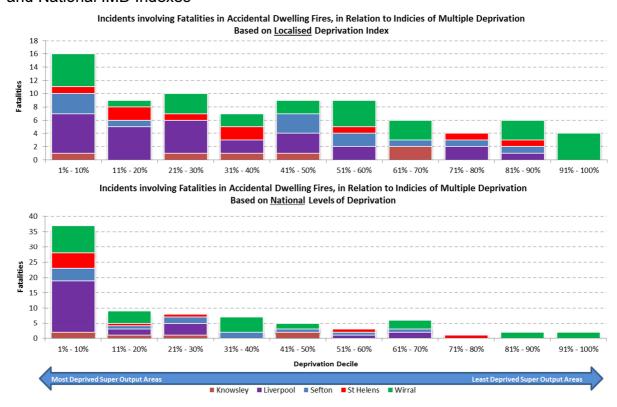


Chart 8 ranks the location of fire fatalities to the level of deprivation in the area the incident took place in, using Indices of Multiple Deprivation 2015 (IMD). Concerning the localised deprivation index, the chart demonstrates that as deprivation increases the number of fire deaths gradually increase. When the same data is placed into the context of National Deprivation, the chart clearly shows that the 1-10%<sup>12</sup> deprivation decile has disproportionately high levels of fire death

<sup>&</sup>lt;sup>12</sup> This skewing is likely due to that Merseyside does have a high number of Super Output Areas within the 10% most deprived areas of England

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MERSEYSIDE FIRE AND RESCUE AUTHORITY								
MEETING OF THE:	AUTHORITY							
DATE:	20 OCTOBER 2016 REPORT NO: CFO/077/16							
PRESENTING OFFICER	DEPUTY CHIEF FIRE OFFICER							
RESPONSIBLE	DEB APPLETON	REPORT	WENDY					
OFFICER:		AUTHOR:	KENYON					
OFFICERS		_						
CONSULTED:								
TITLE OF REPORT:	RESULTS OF THE EMPLO	YEES ENGAGE	MENT SURVEY					

APPENDICES:	APPENDIX A:	SUMMARY OF STAFF RESPONSE
		RATES
	APPENDIX B	SUMMARY OF QUESTION
		RESPONSES
	APPENDIX C	EXTERNAL BENCHMARKING

#### **Purpose of Report**

1. To inform Members of the results of the MFRA staff engagement survey 2016. (The full set of reports can be found at <a href="https://www.merseyfire.gov.uk">www.merseyfire.gov.uk</a>)

#### Recommendation

2. That Members note the content of the report and give their support to the development of an engagement action plan, which will be generated in response to the priority areas identified within the report.

#### Introduction and Background

- 3. Understanding the levels of engagement amongst all employees and how those levels of engagement can be improved upon is important to the Authority. Members will be aware that the second staff engagement survey took place during June/July 2016 to ensure that engagement levels are monitored regularly and understood. People Insight Ltd were again commissioned to deliver the second staff survey on behalf of the Authority, using the same question sets as used in the 2014 survey.
- 4. This enabled MFRA to benchmark progress in relation to staff engagement against the results from 2014. An additional free text question was added to gauge staff's views on the changes they had experienced since the last survey.
- 5. The survey was delivered in a consistent manner, with People Insight hosting the Survey externally and managing the production and analysis of the results

- to enable the Authority to maintain confidentiality and anonymity for those staff completing the survey.
- 6. The survey had the full support and approval of all representative bodies, the Strategic Management Group and the Authority.

#### Organisational Context

- 7. The Service is undergoing the most radical changes in its history, and whilst Officers understand that this can significantly influence the responses of some staff, it is vitally important that any organisation having to deliver such change doesn't avoid asking certain questions for fear of the answers. Officers are committed to continuing to engage with staff in order to continuously improve performance.
- 8. There is always the potential for some of the views expressed during the survey to be a direct reaction to some of the necessary changes that have taken place over the previous two years and that should be considered when reading the results of the survey.
- 9. In undertaking this survey the Authority sought to fully understand the impact that the changes have had on its employees and will use these findings to support the most effective delivery of organisational change.
- 10. The Authority recognises that engaged staff are the most productive employees.

#### Survey Methodology

- 11. The survey was open for a total of four weeks from 1<sup>st</sup> June to 4<sup>th</sup> July 2016 with regular communications targeted at all staff groups to encourage completion. These included using the Message of the Day on the Intranet Portal, Principal Officer staff briefings, the Hot News staff magazine and internal department and team communications. Posters were also used to encourage staff to complete their surveys. Every member of staff received a personal email with the staff survey link from People Insight and they were reminded every week to complete the survey.
- 12. The survey questions were designed to measure people's attitudes, beliefs and satisfaction levels against nine key employee engagement issues:
  - Goal Clarity
  - My Job
  - Employee Involvement
  - Teamwork
  - Learning and Development
  - Recognition and Reward
  - Management Effectiveness
  - Culture and Values
  - Change Management

Overall /MFRS

#### Reporting the outcomes

- 13. People Insight have delivered high level presentations to three core groups, those being:
  - Strategic Management Group on 16<sup>th</sup> August 2016 SMG are cascading their functional results during September/October to engage with staff further and identify key areas for improvement.
  - Representative Bodies on 25<sup>th</sup> August 2016 The outcomes of that meeting were positive and an endorsement was provided by all representative bodies with the FBU stating:
    - "The Fire Brigades Union (FBU) are greatly encouraged by the results of the latest staff survey. These results acknowledge the ongoing hard work that the Service and the FBU jointly undertook in order to better engage with our staff and members. There is still a lot to be achieved but these results show that through hard work, meaningful dialogue and engagement that good industrial relations can be achieved and that we can continue to work together to achieve a better and fairer workplace where our members can be assured that their concerns are not only being listened to but that their concerns are also visibly being acted upon"
  - Authority Members on 6<sup>th</sup> September 2016 Where Members had the opportunity to discuss the key outcomes and be updated on the process of disseminating the results to staff.
- 14. The full set of staff survey reports was released to staff and Authority Members on 6<sup>th</sup> September.

# Response rates and findings

- 15. The overall results of the survey have been very positive and indicate that the workforce is much more engaged than in 2014. This suggests that a focus on staff engagement and "Think People" has had a positive impact since 2014 and it is intended that that focus is continued, with identification of what engagement has been most effective currently underway. Lessons learned from this exercise will inform future engagement strategies.
- 16. The following paragraphs provide a summary of the results. Further analysis is provided in appendices to this report and the full set of results can be found at <a href="https://www.merseyfire.gov.uk">www.merseyfire.gov.uk</a>.
- 17. The reports include analysis of all questions in the survey in relation to the five possible responses; strongly agree, agree, neither agree nor disagree, disagree and strongly disagree. Results for each question have been presented as a percentage that is a combination of strongly agree and agree or strongly

disagree and disagree. The reports use a colour code to enable easy prioritisation of each Engagement question and section:

An identified area of strength

An area for development or further investigation

An area of weakness

- 18. 518 staff completed the 2016 survey, which is a response rate of 51%. This is a reduction of 258 people and 17% percentage points compared to the previous staff survey carried out in 2014. For further information on the responses received by function and staff grouping please see appendix A.
- 19. Despite the reduction in response rate, People Insight have assured the Authority that the results are statistically valid and can be used to draw conclusions from across the whole organisation.
- 20. The most significant result is the increase in overall staff engagement from a score of 55% in 2014 to 74% in 2016.
- 21. This is the biggest increase People Insight has observed in such a short space of time. The 19 percentage point increase is deemed to be very significant and is often only seen in organisations using the staff engagement survey over a period of 5+ years. This is to be celebrated. Further details on the engagement levels amongst the staff groupings and functions of the organisation can be found at appendix B
- 22. Additional positive results have been recorded in relation the following:

## Highlights from the top 10 results – most positive responses:

- o "I care about the future of MFRA" 88%
- "I understand the need for change at MFRA given the cuts faced by the Authority" – 88%
- "I have the knowledge and skills I need to do my job well" 86%
- "My manager treats people fairly and with respect" 82%
- "I feel valued and recognised for the work I do by other team members"
   79%
- o "I am proud to say I work for MFRA" 78%

### Highlights from the greatest improvements:

- "I do not feel I have been bullied, harassed or discriminated against in the last 12 months" – up 27 percentage points to 75%
- "MFRA is a better place to work than it was 3 years ago" up 27 percentage points to 42%

- "Morale in my immediate team/watch/section is generally high" up 26 percentage points to 58%
- o "I enjoy my work" up 25 percentage points to 76%
- o "I feel supported in my role" up 24 percentage points to 58%
- "Bullying, harassment and discrimination are not tolerated at MFRA" up 22 percentage points to 67%

#### Key theme from the bottom 10 results – i.e. fewest positive responses:

All the below fall within the category of Management Effectiveness:

- "I have confidence in the future of MFRA" 26%
- "MFRA members engage well with staff at MFRA" 24%
- "Senior managers do what they say they are going to do" 31%

It should be noted that these areas also showed improvement from the 2014 survey, some significantly, but they remain in the bottom 10 results.

### Only decline since 2014

• "We are good are sharing ideas to make things work better" – reduction of 15 percentage points to 40%

#### Staff Engagement since 2014

# 23. Why might people have felt more engaged this time?

Below are our engagement commitments from 2014 and what has been done to achieve them.

**Commitment 1**: We will conduct a staff survey every two years to engage with staff on matters that are important to them and to the organisation. The survey will monitor progress with our Engagement Commitments and Principles.

The second staff survey was completed in June

**Commitment 2:** We will continue to use staff forums and stakeholder meetings (including the four representative bodies) to focus on areas for change and development between the surveys and to gather feedback and views (e.g. Watch Manager forums and Female FF forum).

- Watch Manager forums held by the DCFO
- Female Firefighter Forums
- o LGBT network and Allies scheme launched.

**Commitment 3:** We will increase the visibility and accessibility of the Authority Members, Principal Officers and Strategic Management Group through extending some existing practices and the introduction of new engagement activities.

- PO briefings to departments,
- Breakfast with the Chief,
- Elected Member engagement with support staff.

**Commitment 4:** We will value and recognise staff for the good work they do through non-financial recognition and reward which managers will be empowered to use. – This commitment has amongst other things resulted in staff being involved in research and development projects which have contributed to the way in which our services have been delivered and by staff attendance at Charity events and awards dinners as representatives of the Authority.

**Commitment 5:** Staff engagement will be an important part of the SMG agenda at every meeting; considerations for all proposals, policies, decisions and actions will involve thinking about the impact it has on our people and the engagement required before decisions are made.

This has been incorporated into all SMG reports

**Commitment 6:** We will enable and support all managers across the organisation to engage effectively and confidently with their staff on a regular basis and to feed into decision making processes at all levels.

- Station and Watch Manager ownership of planning and performance management,
- Changes to the station work routine.

#### High and low scores

24. Appendix B highlights the ten questions that received the most positive responses from staff and the ten questions that received the most negative responses. It is particularly encouraging to see that the top ten results highlight that staff feel they have all the knowledge and skills to enable them to do their job, that staff care about the future of MFRA and that they also feel their manager treats them with respect. It is also encouraging to know that staff have a good understanding of why the organisation needs to make cuts, given the current financial situation faced by the Authority.

## **External Benchmarking**

- 25. Benchmarking helps to put our staff survey results into context, by showing how our results compare with that of other organisations that have run staff surveys using the same questions. This comparison helps us to identify relative strengths and areas to improve.
- 26. The staff survey measured the extent to which staff are engaged with the organisation. People Insight compared MFRA's 2016 engagement score of 74% to its previous score of 55% and those of other organisations. The 2016 score is 19 percentage points higher than in MFRA's previous survey and is now only 3% lower than the average benchmark score of 77% for other (private and public) organisations who have used similar survey questions. Appendix C has more details on benchmarking.

#### **Next Steps**

- 27. In order to build on the areas staff felt positively about and take action to investigate and respond to those areas where engagement was lower, or where concerns were expressed by staff, managers are currently speaking to their teams to enhance the survey results. Initially, priority areas of the survey results have been identified by People Insight for consideration.
- 28. The priority areas are presented in the chart below as those areas that MFRA should celebrate and maintain (green), areas where there is a need for action (red) and areas that require further research and investigation to gather more information to help direct further improvement. Further work will be done to review these over the coming months with staff, managers and representative bodies, and proposals for future engagement will be developed.

## **Priority Areas and People Insight comments**

Celebrate & Maintain	Engagement Levels	19% point increase in Engagement Index in two years. Great rises from 27% to 22% points in top 10. Improved statements. Only one area of decline this year.
Celebrate & Maintain	Safer Stronger Communities	Staff still enjoy the service to the public part of the role. Ensure positive stories are shared and make sure role of all staff in delivering service is understood by all.
Prioritise	Response rate	Why has it dropped by 17% points? In a survey showing excellent progress this is an anomaly that needs to be acknowledged.
Prioritise	Appraisals	Appraisals are a priority area for improvement. Will allow secondary improvement areas to be addressed: feeling valued, confidence in future, not tolerating bullying or discrimination. Is appraisal training worthy of a refresh?
Prioritise	Career Paths/ Initiative	Ability to use initiative is a key driver. Only decline question was around sharing ideas (down 15% points) How can staff be set free to use initiative? Is initiative something that is identified when selecting staff for promotion?
Investigate	Shift Patterns	The survey records dis-satisfaction with the 12/12 shift pattern from some staff but enthusiasm for new 24 hours shifts. How are shift patterns being evaluated?

29. The results from feedback via staff, managers, representative bodies and Authority members will be used to establish what the Authority should focus on in the future to help maintain and improve engagement amongst all staff groups.

- 30. Future strategies and plans for engagement and the resulting outcomes will be reported to Authority to enable Members to assess and scrutinise the outcomes of engagement. A further report will be produced with Equality and Diversity analysis that captures any differences in engagement levels in relation to different staff groups. That report will be presented to the Strategic Equality Group for review and will be communicated to the Diversity Action Group to help set any further actions for improvement before communicating to staff in due course.
- 31. If Members require any further information about the contents of this report, have views on the content of the report or require assistance in accessing the People Insight reports on the MFRA website please contact Wendy Kenyon Diversity and Consultation Manager at <a href="https://www.website.gov.uk">website.gov.uk</a>

# **Equality and Diversity Implications**

32. People Insight have provided Equality Reports for the Survey results by Gender, Ethnicity, Age etc. These reports will be analysed separately with a covering report provided to the next Strategic Equality Group

# **Staff Implications**

- 33. Staff Implications will mainly be around projects and work streams arising out of the Survey action plans and the additional staff time and resources that will be needed to take the project in to implementation phase. Further research and investigation work that may be needed will also impact on staff time in areas such as People and Organisational Development and Strategy and Performance teams.
- 34. High levels of engagement result in high performing teams.

## **Legal Implications**

35. The staff survey supports work that is underway to prepare for the LGA Equality Framework. The framework supports MFRA in its achievement to meet and exceed the Equality Act 2010- Public Sector Equality Duties. Being aware of the engagement levels and satisfaction levels of staff groups will help MFRA to target any changes and improvement required.

## Financial Implications & Value for Money

36. The Survey has cost MFRA £12,000. This has been met from existing budgets. This represents approximately 0.02% of the overall staffing budget cost.

#### Risk Management, Health & Safety, and Environmental Implications

37. The staff survey measures engagement levels which have been proven to positively impact on organisational results and performance across all sectors.

In particular, a high level of employee engagement/satisfaction has shown to lead to improved productivity, quality, and reducing accidents.

## Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

38. The survey allows organisations to measure engagement around areas of community engagement and service delivery to help enhance our services to the public in the future.

# **BACKGROUND PAPERS**

# **GLOSSARY OF TERMS**

**CLGA** Communities and Local Government Association

**FBU** Fire Brigades Union

MFRA Merseyside Fire and Rescue Authority

MFRS Merseyside Fire and Rescue Service

**POD** People and Organisational Development

**SMG** Strategic Management Group

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## Appendix A

## **Summary of staff response rates**

1. Table 1 below shows that People and Organisational Development had the highest completion rate at 100% and that Operational Preparedness has had the biggest decline in response rates when compared to 2014, a reduction of 41% points. Functions are currently reviewing their own results and will be developing engagement priorities over the next few months.

Table 1
Response Rates by Function compared to 2014

Response Rate by Function	Responses 2014	%	Responses 2016	Functional response rates as a % of Function Population
People and Organisational				
Development <sup>1</sup> (63%)	19	46%	22	100%
Legal Procurement and				
Democratic Services	8	53%	11	85%
Strategy & Performance	26	79%	18	60%
Finance	24*	38%	14	61%
Community Risk				
Management	76	64%	68	50%
Operational Response	460	65%	289	50%
Strategic Change and	-			
Resources			6	38%
Operational Preparedness	105	75%	66	34%
No Function Declared	58		24	
Total	776		518	

<sup>\*</sup>Please note: the 2014 results for Finance included Assets and ICT which are now Strategic Change and Resources

2. Table 2 shows that the response rates when analysed by staff groups for 2016 show that Control has the highest response rate overall as a % of the overall control population. However this is the smallest staff group. When comparing the response rates by each group compared to 2014 results, uniformed staff

<sup>&</sup>lt;sup>1</sup> The response rate for People and Organisational Development was reduced due to a number of staff identifying themselves as uniformed incorrectly.

response rates have decreased by 28% points. Where there are fewer than 10 responses in any one department, for confidentiality purposes, no reports have been provided by People Insight. This has impacted on Strategic Change and Resources, as fewer than 10 responses were received.

Table 2
Response Rates by Staff Groupings

Response Rate by Staff Grouping	MFRA (Full Survey)	Uniformed Staff	Non Uniformed Staff	Control Staff
Respondents 2014	776	565	189	22
Response Rate (as a % of total staffing group population)	68%	76%	59%	63%
Respondents 2016	518	335	162	21
Total staff	1037	691	313	33
Response Rate (as a % of total staffing group population)	51%	48%	52%	64%

#### **Appendix B**

#### **Summary of question responses**

## Free Text Responses

1. Staff were invited to provide answers to four free text questions. The responses were summarised by People Insight into some key themes/popular answers as follows:

## What is the best thing about working for MFRA?

- Providing a public service, helping the public and communities, making a difference.
- o The people, my team, the team spirit
- Job variety
- Job satisfaction, sense of achievement, sense of value from the public
- o Pride in job
- Flexibility in working patterns
- o Pay and benefits
- Job security

#### If you could change one thing about MFRA, what would that be?

- Fairness and equality throughout
- o Breakdown the culture of uniformed vs non-uniformed personnel
- o The 12 hr shifts
- Promotion process to be reviewed/ Career progression
- Transparency openness and honesty
- Remove uncertainty of future
- Blue light co-operation
- Take away bureaucracy More visibility of senior managers less them and us culture with senior managers - better communication with senior management
- Improve management
- Improve communications (particularly regarding job security)
- Improve recognition
- More budget

# Has there been an improvement in the way in which we are communicating information throughout the organisation

- o 72 respondents say not
- o 185 say yes
- But with some caveats
- Need to consider audience
- Demonstrate listening
- Be consistent

# Name one thing which you feel has changed within MFRA since the last Survey in 2014 which has had a positive impact on you.

- Received 210 positive comments which included the following :
- Less micro-management
- Watch managers empowered
- More trust
- Station Managers more approachable
- More support from senior managers
- o 24 hours shifts
- Improving communication
- o Fire Authority involvement

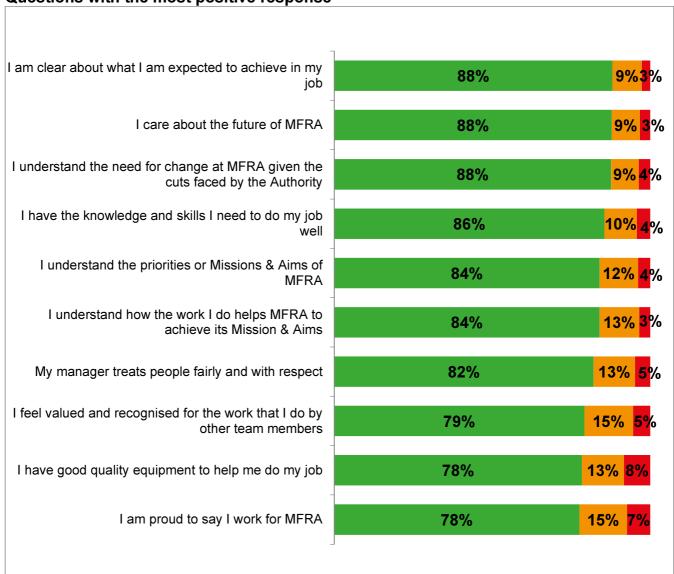
For all the free text responses please see MFRA website – staff survey page – Results 2016

## High and low scores

2. The following section highlights the ten questions that received the most positive responses from staff (Chart 1) and the ten questions that received the most negative responses (Chart 2). It is particularly encouraging to see that the results shown in Chart 1 highlight that staff feel they have all the knowledge and skills to enable them to do their job, that staff care about the future of MFRA and that they also feel their manager treats them with respect. It is also encouraging to know that staff have a good understanding of why the organisation needs to make cuts, given the current financial situation faced by the Authority.

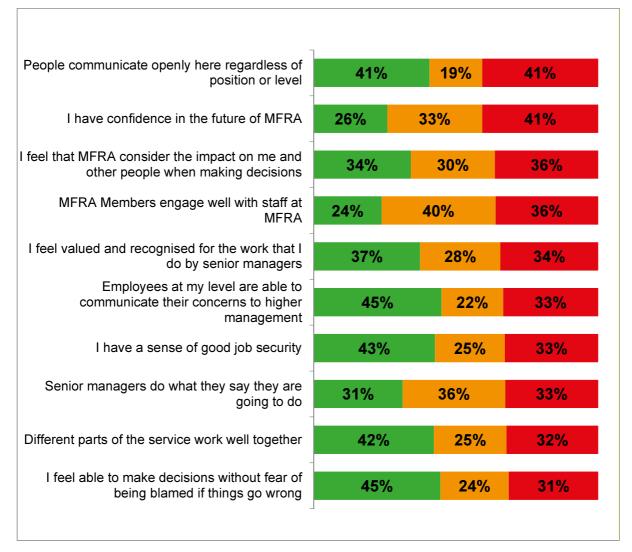
**Chart 1: Top 10 results Themes and Items.** 

Questions with the most positive response



3. In contrast, Chart 2 shows the questions with the most negative responses when looking at the overall response rates across the organisation. It is particularly disappointing to see that staff feel Authority Members don't fully engage with staff across the Service, however it has been an area of improvement since the last survey. Whilst it is disappointing that staff do not have confidence in the future of MFRA, it is not entirely surprising given the extent of the change undergone by all staff currently and for the future uncertainty in relation to blue light collaboration, devolution and budget cuts.

Chart 2: Bottom 10 results Themes and Items
Questions with the most negative response



#### Results by Staff Groupings – Variations

- 4. The reports have shown a number of variations when comparing results from different staff groups. It's clear from the Table 4 that Non Uniformed and Fire Control staff are much more engaged and more positive about working at MFRA, when compared to staff from the uniformed group. However it should be noted that all staff groups' engagements scores have increased since the 2014 staff survey. This could be due in part to the efforts made by MFRA to carry out significant improvements around staff engagement including the following:
  - Watch Manager forums held by the DCFO.
  - Female Firefighter Forums
  - LGBT network
  - Breakfast with the Chief
  - Elected Member engagement with support staff.

- Station and Watch Manager ownership of planning and performance management,
- o Changes to the station work routine.
- 5. Despite lower levels of engagement continuing amongst uniformed staff, it is pleasing to note that although perceptions of bullying and harassment were a significant concern in the 2014 survey (mainly for this group of staff), results from the 2016 Staff Survey have shown a significant improvement. The 2014 survey showed that 35% of staff felt that they had **not** been bullied in last 12 months, the 2016 results are showing an increase to 68%. This is a movement in the right direction and something to build on in the future.

Table 3

Summary results for Merseyside Fire and Rescue by Staff grouping	MFRA	le de la constantina	Onlormed	Non Haifarman	Dell'ollion	Control	COURTO
Respondents	518	33	35	16	52	2	1
Overall Engagement Score	74	4	68	TTT	87	TTT	86
	0	(	)	0		0	
Goal Clarity	77	11	72	† <b>†</b> †	88	1	80
My Job	64	1	60	11	70	1	67
Employee Involvement	56	111	46	†††	76	††	65
Teamwork	47	11	40	†††	60	††	52
Learning & Development	67	1	64	††	73	††	75
Recognition & Reward	59	1	56	††	66	-	57
Management Effectiveness	54	1	51	1	58	-	52
Culture & Values	58	11	51	†††	70	†1	64
Change Management	55	1	51	†††	65	111	37

#### KEY:

Arrows are used to indicate the relative performance in each section against the average for MFRA

- ↑↑↑ at least 10% better
- at least 5% and less than 10% better
- 1 at least 3% and less than 5% better
- less than 3% better and less than 3% worse
- at least 3% and less than 5% worse
- at least 5% and less than 10% worse
- ↓↓↓ at least 10% worse

## Results by Functions

- 6. Table 4 shows the average engagement score (by theme) for each Function, Department or combination of Departments. Strategy and Performance staff were the most engaged with the most positive response rates. The area with the lowest engagement score overall is the Operational Response function. The majority of those staff are uniformed staff on stations, not those based in the Headquarters Function.
- 7. MFRA Senior Managers and Function Heads have been sharing the results of the staff survey with their teams and identifying key areas to celebrate and areas for further action.

Table 4

Summary results for Merseyside Fire and Rescue by Function/Dept	MFRA	Cinado	בוימורב	Legal Procurement	Services	Operational	Preparedness	Operational Response	(incl. op crew staff)	People and	Development	Community Risk Management (incl.	Prevention & Protection staff)	Strategy &	Performance	Othor (Comption)	Otner (Function)
Respondents	518	1	4	1	1	6	6	28	89	2	2	6	8	1	8	2	24
Overall Engagement Score	74	††	79	11	67	111	88	4	66	117	85	111	88	†††	94	1	70
	0	(	)	(	)	(	)	(	)	(	)	(	)	(	)	(	0
Goal Clarity	77	††	82	1	80	†††	87	11	71	†††	89	†††	87	†††	94	11	72
My Job	64	1	67	111	48	†††	75	41	58	1	67	†††	76	†††	79	11	55
Employee Involvement	56	†††	82	†††	68	†††	75	111	43	†††	77	†††	71	†††	88	1000	55
Teamwork	47	†††	62	411	36	†††	64	444	37	111	58	††	56	†††	69	††	56
Learning & Development	67	††	73	1	64	††	75	1	63	†††	85		69	†††	87	111	56
Recognition & Reward	59	_	59	411	45	1	63	11	54	†††	71	††	68	†††	90	11	53
Management Effectiveness	54	-	55	11	47	_	55	Ţ	51	1	58	1	57	†††	80	11	49
Culture & Values	58	†††	71	-	56	†††	71	ŢŢ	49	†††	78	†1	66	†††	81	-	57
Change Management	55	†††	79	†Î	61	_	56	11	49	††	61	†Î	62	†††	83		55

# Results by Length of Service

8. Table 5 shows the average engagement theme results by length of service categories. The table shows that all categories have improved their overall score since the last survey, The 2016 results show an increase from 49% to 67% for staff with over 20 years' service, which is pleasing. Those staff with less than 5 years' service have a much higher engagement score across all themes, but this group only represents 9% of the total staff responding to the survey.

Table 5

Summary results for Merseyside Fire and Rescue by Length of service	MFRA	Lore than 2 years	Less triality years	2 to lare those Custors	z to less tilan a years		o to less than to years	10 to less than 20	years		20+ years
Respondents	518	2	8	2	1	6	2	13	31	2	76
Overall Engagement Score	74	T <sup>†</sup>	94	†††	84	††	81	†	80	11	67
	0	-	)	(	)	(	)	(	)	(	)
Goal Clarity	77	†††	89	1	80	††	85	h-/	77	1	74
My Job	64	1	68	1	61	1	67	†1	69	1	60
Employee Involvement	56	$\uparrow\uparrow\uparrow$	74	†††	73	††	63	††	61	11	49
Teamwork	47	†††	71	_	48	†††	57	†1	53	11	39
Learning & Development	67	1	71	1	71	1	71	1	70	1	64
Recognition & Reward	59	†Î <sup>†</sup>	71		61	††	65	1	62	1	55
Management Effectiveness	54	$\uparrow \uparrow \uparrow$	70	1	57	***	55	-	55	1	51
Culture & Values	58	†††	69	11	66	††	66	1	62	11	52
Change Management	55	†††	68	††	61	1	58	1	58	11	50

## Results by working pattern

9. Table 6 provides a summary breakdown of the overall engagement scores for each theme by different working patterns. When compared to 2014's results there has been a significant increase in engagement scores for those staff working 24 hour shifts, although the number of staff working this shift system has also increased over the same period. The table shows that those staff who work the LLAR system have a reduced engagement score. Those staff working flexi time are the most engaged across all groups with an 88% engagement score, 8% points higher than the overall average.

Table 6

Summary results for Merseyside Fire and Rescue by Working arrangements	MFRA	1	rixed Hours	Closs time	וופאורווווע	Don't time	Agr culle	OV I	THAIN THE	/cr/cr/ /cc/ TW	(71/71) 477) 100	246	ç <del>,</del> 7	Prefer not to say	arrangements)
Respondents	518	8	19	14	16	1	1	1	7	13	38	6	0	5	0
Overall Engagement Score	74	1	77	TTT	88	111	84	-	74	111	58	ŢŤ	82	141	62
	0	(	)	(	)	(	)	(	)	(	)	(	)	(	)
Goal Clarity	77	-	76	†††	89	†††	91	-	78	$i_{11}$	65	††	84	444	63
My Job	64	††	70	††	73	-	62	41	58	444	48	†††	80	441	51
Employee Involvement	56	††	62	†††	78	†††	73	111	40	444	33	††	61	444	38
Teamwork	47	-	46	†††	61	††	55	441	37	441	34	††	53	444	34
Learning & Development	67	-	68	††	75	-	65	ŢŢ	61	441	57	†††	79	111	55
Recognition & Reward	59	††	64	††	66	†††	69	111	31	11	50	††	66	4	52
Management Effectiveness	54	1	57	††	60	1	51	-	54	11	46	††	60	111	41
Culture & Values	58	-	60	†††	71	†††	74	ŢŢ	49	444	42	†††	72	444	41
Change Management	55	1	51	†††	66	††	73	ţŤ	61	441	41	†††	68	411	40

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# Appendix C

# **External Benchmarking**

- 1. The survey measured a wide range of engagement drivers and these have been grouped into themes in **Table 7** below. Results have been calculated as the average score for all engagement driver questions within each theme and benchmarked with other external organisations' average engagement scores (for those who have used People Insight). The results show that MFRA's top Engagement themes are:
  - **Goal clarity** with an average engagement score of 77%, this is up 13% percentage points from 2014 and just 1 percentage point below the external benchmark.
  - **Learning and Development** with an average engagement score of 67%, this is only 6 percentage points below the external benchmark.
  - **My Job** with an average engagement score of 63%, this is only 5 percentage points below the external benchmark.

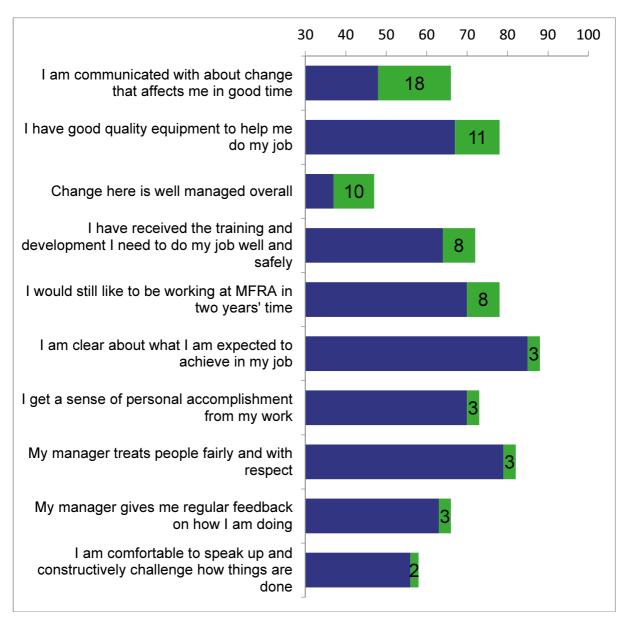
Table 7:

Results by engagement theme – benchmarked

Engagement Theme	MFRA Score	Variance Actual (% points)	Benchmark % Positive	Benchmark Best
Goal Clarity	77%	-1%	78%	97%
My Job	63%	-5%	68%	93%
Employee Involvement	56%	-9%	65%	91%
Teamwork	47%	-11%	58%	90%
Learning & Development	67%	1%	66%	94%
Recognition & Reward	53%	-3%	56%	88%
Management Effectiveness	60%	-3%	63%	90%
Culture & Values	63%	-6%	69%	89%
Change Management	33%	-11%	44%	73%
Overall	74%	-3%	77%	100%

Chart 3

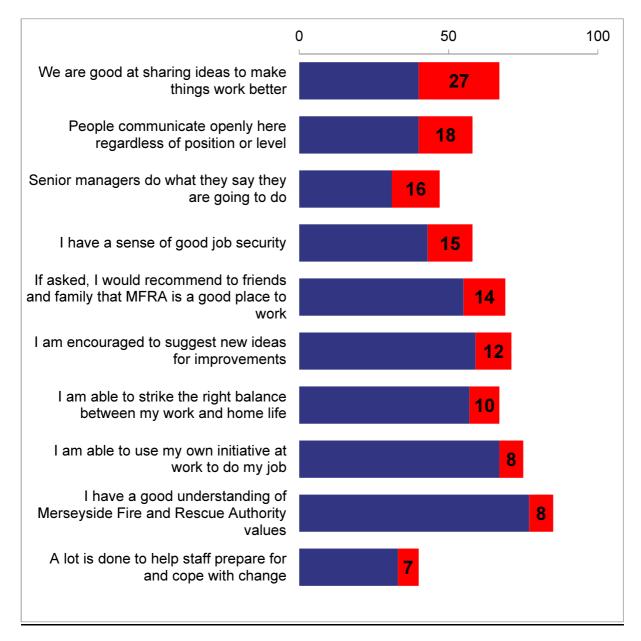
Benchmark Overperformance



2. Chart 4 shows where MFRA has underperformed when compared to the external benchmarks. For example, staff were asked if we are good at sharing ideas to make things better and our survey results show that we are 27 percentage points behind the average benchmark scores held by People Insight for this question

Chart 4

Benchmark Underperformance



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MERSEYSIDE FIRE AND RESCUE AUTHORITY								
MEETING OF THE:	AUTHORITY							
DATE:	20 OCTOBER 2016   REPORT NO:   CFO/081/16							
PRESENTING OFFICER	CHIEF FIRE OFFICER							
RESPONSIBLE	DEB APPLETON	REPORT	JACKIE					
OFFICER:		AUTHOR:	SUTTON					
OFFICERS	STRATEGIC MANAGEMENT GROUP							
CONSULTED:								
TITLE OF REPORT:	DRAFT IRMP 2017-2020							

APPENDICES:	APPENDIX A:	DRAFT IRMP 2017-20

#### **Purpose of Report**

1. To request that Members approve the release of the draft Integrated Risk Management Plan (IRMP) 2017-20 for a period of 12 weeks' consultation prior to adoption and implementation, whilst noting that the proposals outlined within the IRMP may change to reflect the views expressed during the consultation process.

#### Recommendation

2. That Members approve the release of the IRMP 2017-20 for a period of 12 weeks' consultation prior to final approval, publication and implementation.

# Introduction and Background

- 3. The Fire and Rescue Service Act 2004 and the National Framework for England 2012 onwards, outline the legal requirements to produce an IRMP. The primary objective for this process is to make each Fire and Rescue Authority (FRA) more responsive to locally identified risk and needs, and better able to deliver safer communities.
- 4. Merseyside FRA's IRMP is a medium term plan that captures future aspirations and the strategic direction for the Authority in order to deliver its Mission: Safer Stronger Communities; Safe, Effective Firefighters.
- 5. The outcome of the 12 week consultation will be reported back to Authority following the consultation period. The draft IRMP for 2017-20 contains the proposals being considered by the Authority in order meet the budget challenges it faces whilst aspiring to continue to deliver an excellent Service to the residents of Merseyside.
- 6. This IRMP considers emerging risks and opportunities such as the ageing population of Merseyside, vulnerability to fire and other risks, weather related

- incidents such as flooding, the increased risk of terrorism and the reducing number of staff available to deliver our Services.
- 7. The duty to collaborate as referenced within the Policing and Crime Bill is also considered within this IRMP.

# **Equality and Diversity Implications**

8. The Equality Impact Assessment is being drafted and will be developed with feedback form the 12 week consultation process. The Equality and Diversity Forum will be asked to look at this IRMP as part of the consultation process.

# **Staff Implications**

- 9. The IRMP will undoubtedly have implications for staff in relation to management structures, duty systems and ways of working.
- 10. As such, any implications arising from the proposals detailed within this report will be subject to ongoing dialogue with the representative bodies and staff themselves to ensure they have full sight on any changes which may impact on them directly.
- 11. The views of staff will be incorporated as part of the consultation process.
- 12. The implications to staff will be a key consideration in the implementation of the 2017 plan in line with the Authority's engagement principles.

#### **Legal Implications**

13. Section 21 of the Fire and Rescue Services Act 2004 places a statutory duty upon every Fire and Rescue Authority to put in place an IRMP having regard to the National Framework for England 2012. This report is the last stage of the process to fully discharge statutory duties placed upon the Authority to produce and publish an IRMP.

## Financial Implications & Value for Money

- 14. The principles established during the recent public consultation forums undertaken by Opinion Research Services have been utilised in the development of the IRMP proposals. The proposals are designed to meet the cuts in Government grant whilst seeking to maintain the high levels of service received by the Merseyside public.
- 15. No alternative proposals than those contained within the IRMP were suggested during the budget planning process that would allow the Authority to meet their obligations to set a balanced budget.

# Risk Management, Health & Safety, and Environmental Implications

16. The IRMP details the strategic approach to risk management, encompassing what has been done to manage risk and what will be done in the coming three years to 2020.

Contribution to Our Mission: Safer Stronger Communities – Safe Effective Firefighters

17. The IRMP is the primary means by which the Authority sets out how it will prepare for and respond to risk within its communities.

## **BACKGROUND PAPERS**

#### **GLOSSARY OF TERMS**

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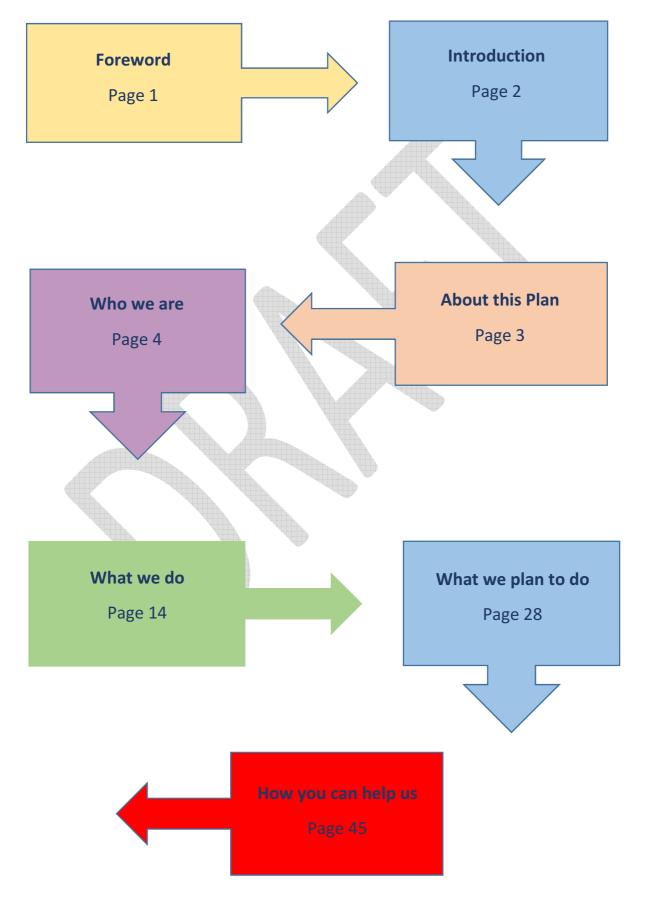


Draft for consultation

SAFER, STRONGER COMMUNITIES, SAFE, EFFECTIVE FIREFIGHTERS



## **Contents**



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### **Foreword**

### **Chair of the Fire Authority Cllr Dave Hanratty**

Merseyside Fire and Rescue Authority (MFRA) is responsible for ensuring Merseyside is protected by an effective fire and rescue service.

To meet this responsibility while facing ongoing and significant budget cuts, the Authority has developed a three year Integrated Risk Management Plan (IRMP) to fundamentally transform how frontline emergency response and prevention activity will be delivered in the future.

To do nothing is not an option. We reluctantly accept that the service must change to meet the financial challenge set by government, but we shouldn't lose sight of the fact that this is in the context of an increasingly complex and challenging risk environment.

We acknowledge within this IRMP the skills and capabilities that are exhibited every day by our firefighters and support staff. We will utilise these skills to best meet the demands placed on the service and our partners across all areas of Community Safety and Health.

The IRMP fulfils the Authority's statutory responsibility but more importantly it outlines how we will best utilise our resources to respond to emergencies and reduce the potential risks facing our communities.

Thanks to the hard work of staff, volunteers and partners, the numbers of fires and injuries has fallen significantly over the previous decade. That said, more recently the number of incidents we attend has levelled out, so now more than ever we need to utilise our resources and our people in a way that maximises their impact on reducing risk.

It is clear that the challenges of maintaining improvements in the future are going to get much harder, particularly as the Authority will have to make savings of around £11 million between now and 2020.

A key priority moving forward will be to adopt an approach which protects our frontline services whilst ensuring the Authority is able to realise its mission to create safer stronger communities.

This IRMP seeks to do just that whilst ensuring our firefighters are able to undertake their role in a safe and effective manner.

I would urge local communities and partners to assist us in the development of our services by responding to this consultation, so the Service can continue to protect you now and in the future.

Thank you for taking the time to consider our future proposals and please use the contact details on page 44 to feedback your views.

Cllr Dave Hanratty.

### Introduction

#### **Chief Fire Officer Dan Stephens**

We have undertaken this latest process to develop our Integrated Risk Management Plan (IRMP) for 2017-20 against a backdrop of financial challenge that extends as far back as 2004.

The process of Integrated Risk Management Planning requires us to identify all fire and rescue related risks and develop capabilities to appropriately manage that risk. We have an in depth understanding of the risks posed from fires, road traffic collisions and other emergencies. We also understand how we need to mitigate this risk through our Prevention, Protection, Preparedness and Response capabilities delivered by highly trained and competent staff. The way we intend to do this is set out in the following sections.

The risk profile of Merseyside is changing. After several decades of decline our population is now increasing. Our population is also ageing. There is a well-established link between old age and vulnerability, particularly from fire.

We face increased environmental challenges. We also face significantly increased challenges from terrorism.

The reality is however, that we must resource to budget which is finite and has reduced year on year. Our latitude to make changes that improve our service is therefore extremely limited.

In 2013 we changed our response standards to reflect a 30% reduction in overall appliance numbers over the last decade. We set a pan Merseyside response standard of 10 minutes to life risk incidents on 90% of occasions.

The changes to our operational response capabilities set out within this IRMP are proposed with the primary intent of maintaining this response standard.

The changes to our community safety interventions are proposed with the primary intent of maximising our effectiveness in reducing risk from fires, road traffic collisions and other emergencies.

We will actively pursue opportunities to collaborate with our emergency service partners where such collaboration protects or enhances our interventions or delivers efficiencies.

Our greatest resource is undoubtedly our staff. By 2020 our Service will look very different but what will not change is the quality of our people or their commitment to deliver the best possible Fire and Rescue Service for Merseyside.

13. K

Chief Fire Officer Dan Stephens



Merseyside Fire and Rescue Authority recognises the importance of fast attendance to emergencies in relation to improving survival rates.

We commit to attend all life risk incidents within 10 minutes on 90% of occasions

### **About this Plan**

Each fire and rescue authority must provide an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community, including those of cross border, multi-authority and/or national nature. The plan must have regard to the Community Risk Registers produced by Local resilience Forums and any other local risk analyses as

# Welcome to Merseyside Fire and Rescue Authority's Draft Integrated Risk Management Plan for 2017-20.

This IRMP outlines how we will meet the requirements of the National Framework and identify and assess all foreseeable risks and the changes we consider we will have to make to the way we deliver our services to deal with those risks within the budget that we have available.

In addition to the National Framework all fire and rescue authorities have duties under the <u>Fire and Rescue Services Act 2004</u> and <u>Civil Contingencies Act 2004 to respond to risk. These duties are incorporated within this plan.</u>

MFRA consider the whole range of foreseeable fire and rescue related risks and develop plans to help prevent or respond to emergency incidents. Effective business continuity planning then enables us to deal with potential risks to the way we deliver our services, adding another layer of protection to our communities.

When you have read this plan, we would be interested to know what you think. You can take part in the consultation from 20<sup>th</sup> October 2016 to 13<sup>th</sup> January 2017. There is more information on how to take part on page 44.

### If you want to find out more:

In line with the requirements of <u>The National Framework 2012</u> we publish on our website the <u>Annual Statement of Assurance</u> to provide assurance on financial, governance and operational matters and the Annual Governance Statement is published to explain governance and internal control measures.



### Who we are

**Our Mission: to achieve:** 

Safer, Stronger Communities – Safe Effective Firefighters

### **Our Aims**;

### **Excellent Operational Preparedness**

We will provide our firefighters with the training, information, procedures and equipment to ensure they can safely and effectively resolve all emergency incidents.

### **Excellent Operational Response**

We will maintain an excellent emergency response to meet risk across Merseyside with safety and effectiveness at its core.

### **Excellent Prevention and Protection**

We will work with our partners and out community to protect the most vulnerable through targeted local risk reduction interventions and the robust application of our legal powers.

### **Excellent People**

We will develop and value all our employees, respecting diversity, promoting opportunity and equality for all.



### Who we are

1208 km

Roads

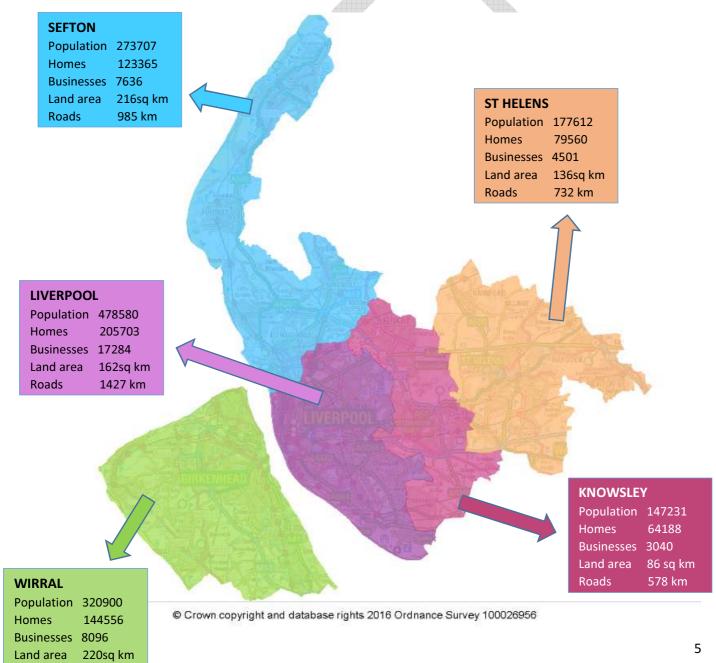
Merseyside is a Metropolitan County in the north west of England that covers an area of 249 square miles with a population of 1.4 million.

Merseyside is split into 5 Metropolitan Local Authorities; Liverpool, Sefton, Wirral, St Helens and Knowsley.

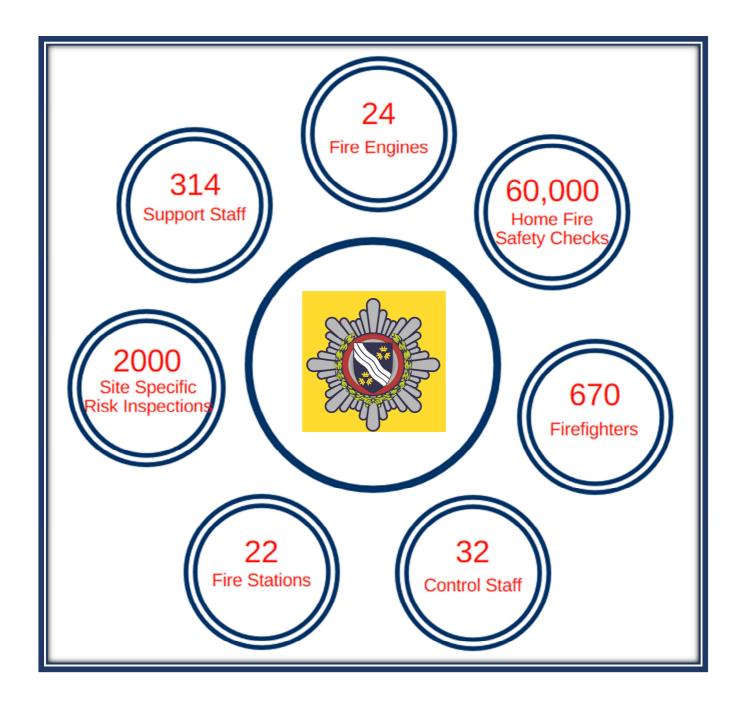
Merseyside Fire Brigade was first established in 1974. The Fire and Rescue Service Act 2004 recognised that fire and rescue services do more than fight fires, including rescues and prevention work. Our name was changed to Merseyside Fire and Rescue Service in the same year.

The Fire and Rescue Service is governed by the Fire and Rescue Authority, which is made up of councillors who are nominated by each of the 5 Merseyside Local Authorities. Authority members sit on specific committees to set policy and allocate resources and carry out governance, scrutiny and review for all areas of the Service.

If you want to find out more: Information about the Authority can be found on this link to our website.



## Who we are



## Who we are – a changing landscape

#### On the horizon

The way in which the fire and rescue service is governed could change in coming years.

<u>The Policing and Crime Bill</u> when enacted would enable the Police and Crime Commissioner (PCC) to take responsibility for the Fire and Rescue Service if a suitable business case was made.

<u>The Cities and Local Government Devolution Act 2016</u> states that the Mayor may take on the functions of the Police and Crime Commissioner and the Fire and Rescue Authority. In May 2017 there will be an election for the Liverpool City Region Mayor. The Mayor will chair a cabinet made up of local authority leaders.

<u>Liverpool City Region Devolution Agreement</u> includes Halton alongside the five local authorities that make up Merseyside. Halton is in Cheshire and the two fire stations in Halton (Widnes and Runcorn) are currently not part of Merseyside Fire and Rescue Authority nor are they considered within this plan.

### **Emergency Services Collaboration**

The Policing and Crime Bill will introduce a duty on all three emergency services, to collaborate on the basis of improved efficiency and/or effectiveness in taking forward the Government's commitment to enable fire and police services to work more closely together and develop the role of PCC's.

In Merseyside we are already working closely with our blue light partners. Merseyside Police share our Joint Control Centre at Service Headquarters and have plans to share a number of fire stations including Formby, Heswall and the new station at Prescot. We are also exploring ways of sharing transactional corporate services with the Police.

North West Ambulance Service (NWAS) share a number of our fire stations Formby, Southport, Bootle and

Netherton, Birkenhead and Newton le Willows. We are undertaking Emergency Medical Response to incidents involving Cardiac Arrest alongside the NWAS from three fire stations as part of a national pilot scheme.

NWAS Hazardous Response Team (HART) are co-located at Croxteth Fire Station with the MFRA Urban Search and Rescue (USAR) Team.



### **Firefighters**

Our greatest resource is our people as they deliver first class services to our communities.

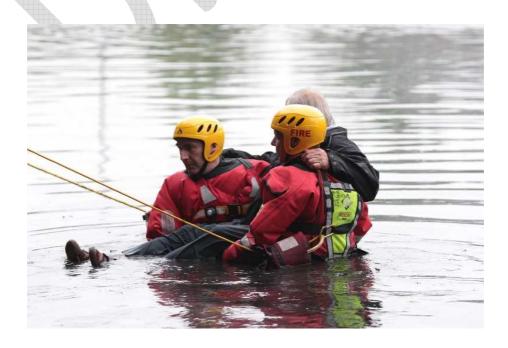
The majority of our operational staff are wholetime (full-time) firefighters. Wholetime firefighters are available 24 hours a day to attend emergency incidents. They are multi skilled and trained to the highest standards for every foreseeable risk and have the best equipment available.

Our firefighters work a variety of shift patterns including:

- Wholetime watch based 2 x 12 hour days on and around the fire station, then 2 x 12 hour nights on or around the station. Followed by 4 days off
- Wholetime day shift crewing –12 hour days on and around station, 12 hour nights on a 30 minute recall to duty from home for strategic cover in the event of a number of simultaneous incidents or one large event. On average staff work four days in an eight day period.
- Wholetime 24 hour shifts on station. On average staff work two 24 hour shifts in an eight day period.
- LLAR (Low Level of Risk and Activity) 12 hour days on or around the station, 12 hour nights available from accommodation on or near the fire station. On average staff work four days in an eight day period.
- All wholetime staff are contracted to work an average of 42 hours every 7 days

Wholetime working allows us to allocate enough time to enable firefighters to train to an extremely high standard and also spend sufficient time working in their communities to understand and reduce risk to the public through the delivery of our prevention and protection work alongside responding to emergencies.

Our retained duty arrangements utilising wholetime firefighters ensures our resilience is maintained at large or protracted incidents. Our arrangements allow us to call on fully trained firefighters who are familiar with our ways of working when we need them.

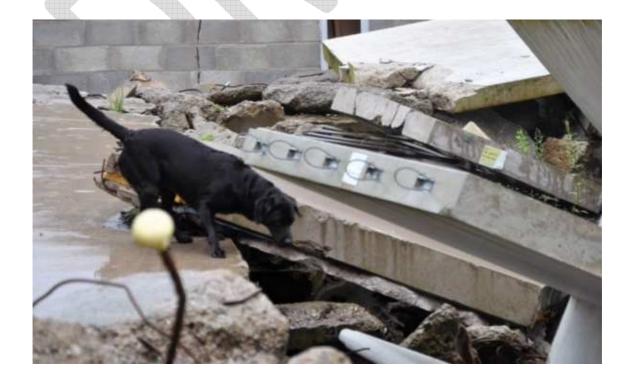


Many other fire and rescue services use a retained firefighter duty system, where members of the community receive pay and training to undertake a part time firefighting role. There are a number of key difference between traditional retained firefighters and the full-time/wholetime firefighters we have in Merseyside.

A full-time firefighter works 42 hours per week in what is their primary occupation for the fire and rescue service and undertakes some 20 hours plus of training and practice. In contrast, retained firefighters primarily work in other occupations, receive 2 hours of training per week and provide up to 120 hours of on call operational cover. Retained firefighters are most often used in areas where risk and incident numbers are low.

Our retained contract for wholetime firefighters means that a wholetime firefighter is available for a period of time (12 or 24hrs) from their home address so they can respond to a fire station within 30 minutes of being alerted. This will provide operational cover when there are a number of incidents occurring at the same time, or a large incident. Our firefighters providing retained cover will report to a fire station not an incident, and will wait there to be sent to an incident as required.

This wholetime retained initiative provides resilience and reassurance that we can access and mobilise additional firefighters if needed locally and nationally. For example in the last 12 months we have mobilised specialist personnel to national incidents including boat crews to flooding across the North of England, urban search and rescue teams to the Bosley Mill explosion in Cheshire and search and rescue dog Belle and her handler to locate an employee trapped in a collapse within a cheese factory in Shropshire. This immediate response is only possible with a wholetime capability.



Our firefighters undertake significant amounts of work with our communities to reduce the risk from fire and other emergencies such as road traffic collisions, but we also employ specialist staff specifically to work with higher risk people, places and communities to reduce that risk. This could include the risk from accidental fires in the home, arson or antisocial behaviour related incidents or fire within the business community. These teams of staff are recruited based on their skills and competencies and their life experiences - and are truly representative of the diverse communities of Merseyside.

This approach ensures that we are able to communicate effectively in a way and in some cases in a language that communities understand. This also ensures we fully understand the challenges that some people in our communities face on a day to day basis and we utilise their skills and community knowledge to better shape our services.

Our values based recruitment which reflects the challenges we face has ensured we are able to understand the needs of particular cultures and particular people, notably those with mental and physical health issues which may hinder them in the event of a fire.

#### **Prevention Teams**

Prevention staff come to us from a variety of personal and professional backgrounds, which means that the fire and rescue service benefits from a wide range of knowledge and experience. The teams are based within each Merseyside Local Authority area and work closely with partners from public, private and voluntary sector organisations to reduce the risk of fire, fire death and injury and also to make Merseyside a safer place to live, work and enjoy leisure time.

Our prevention staff also play a key part in working with young people to help them aspire to be better citizens and to achieve their future goals. This work also has a particular benefit in assisting with the reduction of antisocial behaviour, which is often carried out by this section of the community. Our Prevention staff are recruited specifically to support the service reduce risk and are representative of our diverse communities. Our teams are based within each district and work on behalf of the Fire and

Rescue Service with partners.



#### **Protection Officers**

Protection Staff have a variety of different skills, all staff are trained and accredited. Staff move through a structured development program which offers career progression and transferable skills. Protection Staff engage with diverse businesses and use their skills not only to promote safety but also to improve business continuity and encourage economic investment.

Our Protection Response Team is made up of qualified and experienced fire safety Watch Managers who will be available 24 hours a day to respond to operational incidents where fire safety advice is needed.

In addition, the team supports other fire safety activities carried out by operational fire crews, such as the emergency issue of fire safety prohibition notices, or site specific risk information surveys involving complex buildings. The team enhances the knowledge and experience of operational fire crews in respect of understanding fire behaviour in the built environment and the newly introduced Simple Operational Fire Safety Audits (SOFSA's), which crews deliver in business premises.

#### **Support Staff**

The Authority recognises that many "support" functions provide a critical role in keeping firefighters safe and in maintaining frontline services.

For example workshops staff maintaining fire appliances or ICT staff managing computer and communication equipment. A number of non-firefighter roles also provide frontline services to the community, including delivering home safety advice and working with business owners to ensure compliance with legislation.

In addition many roles meet statutory requirements such as financial and statistical returns to Government, compliance with Information Governance such as Data Protection and delivering the Public Sector Equality Duty.



### **Apprenticeships**

In January 2015 MFRA introduced a community safety apprenticeship. The scheme has since been extended across several other departments. At present we have 13 apprentices across 7 functional areas. The roles include customer services, catering, health and safety, community safety and finance assistants.

With over one million unemployed young people nationally, MFRA's engagement with Apprenticeship programmes offers a way of unlocking talent within our local communities whilst ensuring that we have a workforce equipped with the skills needed for today and tomorrow.

Apprentices gain valuable work experience, undertake relevant training and obtain National Vocational Qualifications in partnership with Wirral Metropolitan College.

### **Training and capability**

The majority of training provided to our firefighting staff is delivered by the instructors based at our Training and Development Academy.

From there we provide core training as required by the national Fire Professional Framework, this includes:

- Command and control
- Breathing apparatus
- Hazardous materials
- Casualty care
- Extrication/rescue
- Water and water safety
- Driving

Our support staff receive the training and development they need to do their jobs effectively too. This is often provided by the Training and Development Academy, but we also use specialist outside training organisations

We understand the significant impact that our people and their performance have on the continued success of the Service. Our staff have many skills and attributes that help us deliver excellent services and allow us to be flexible and take on new areas of work. We place great importance on an employee's ability to undertake their role, meeting the needs and expectations of the Authority.

All our staff work together to deliver the services we provide to protect and improve the lives of the people of Merseyside. We aim to develop and value all our employees, respecting diversity, promoting opportunity and equality for all.

We value all our employees and want to fully understand the impact that our policies and organisational changes have had on our employees and to use any findings to support the most effective delivery of organisational change. We recognise that engaged staff are the most productive employees.

### **Your Service, Your Voice**

In the Summer of 2014, and again in 2016, MFRA carried out a staff survey. This led to the creation of our 'Engagement Commitments' that ensure consideration of people (both our staff and communities) is at the heart of everything we do and embedded in day-to-day management.



#### **Our Engagement Commitments**

**Staff feeling valued and recognised** – as individuals and for the job that they do.

**Great management and leadership** – leaders at all levels being visible, open and accountable with two way communication channels from Principal Officers and managers through to staff.

**Innovation and transformation** – having mechanisms for all staff to share, learn, put into action good ideas and make a real contribution to the way our services are delivered.

**Development and training for all** – providing opportunities for teams to grow, learn and achieve high quality outcomes and satisfaction levels.

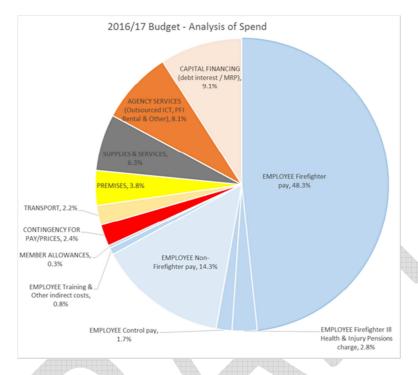
A healthy and safe work environment – where staff can deliver high quality services safely and operate to the best of their ability.

**Being positive about Diversity and Equality** – valuing people, differences and respecting each other. Understanding that difference is healthy and enables us to deliver services to our diverse communities.

### Our finances

#### Budget and Medium Term Financial Plan 2016/17 - 2019/20

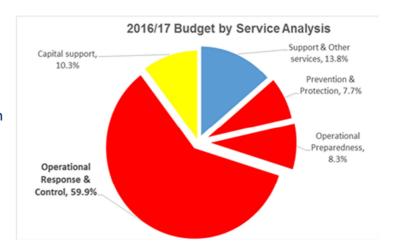
Our budget is made up of grants from the government (60%) and council tax (40%). The budget for 2016/17 is £62 million.



This Fire and Rescue Authority has suffered the largest cut in Government grant of any fire and rescue service in the country – over 35% between 2010/11 and 2015/16. The Government intends to impose further significant grant cuts between 2016/17 and 2019/20, which in real terms means that the Authority faces a further 50% reduction in grant funding.

These previous cuts have meant some very tough choices have had to be made over the years. We have now set a financial plan that delivers the £11m savings required between now and 2019/20. The Authority has planned prudently to minimise the impact on frontline services and has assumed significant efficiency

savings of £6m by reducing management and support service costs. The Authority has benefitted from a known £1m increase in the council tax base and the financial plan assumes this increase is permanent. Despite these efficiencies which have identified £7m savings, an unavoidable saving of up to £4m must still be found from operational response.



## What we do

All fire and rescues services are responsible for delivering a number of services to their communities. These are set out in the Fire and Rescue Services Act 2014 and include:

- Firefighting extinguishing fires and protecting life and property in the event of fires.
- Road Traffic Collisions rescuing people in the event of road traffic collisions and protecting people from serious harm in the event of road traffic collisions.
- Emergencies when necessary deal with emergencies, other than fires and road traffic collisions as set out within the Fire and Rescue Service (Emergencies) (England) Order 2007.
- Fire Safety promoting fire safety, including the provision of information and publicity on steps to be taken to prevent fires and the giving of advice on how to prevent fires and on the means of escape from buildings in case of fire.

We also have responsibilities under other laws such as the Civil Contingencies Act and Equality Act. There is more information about these responsibilities in other sections of this Plan.

### If you want to find out more:

The Fire and Rescue Services Act 2004 provides further details.



## What we do - risk management

Risk management is a key area of work for all fire and rescue services. This means knowing what the risks are, making plans to deal with them and using those plans when needed.

The risks we and our communities face depend on where people live and work. For example, risks unique to Merseyside include the coastline which could result in flooding or a shipping accident. A major industrial accident, or environmental pollution in one of the top tier Control of Major Accident Hazards (COMAH) sites, such as chemical works, and other industry in the area are also a considerable risks.

#### Other major local risks include:

- Two Mersey tunnels
- ♣ M57, M58, M62, M6, M53 motorways and major arterial routes across the county
- ♣ Large dock estate including the new Liverpool2 deep water container terminal
- ♣ John Lennon international airport and RAF Woodvale.
- Sports stadia and arenas including Anfield, Goodison Park, Prenton Park, Liverpool Echo Arena and Aintree Racecourse
- ➡ Temporary risks such as music festivals
- Heritage sites
- Fires and explosions in waste management sites has recently been added to the Community Risk Register

The risks the UK faces are continually changing. The Civil Contingencies Act 2004 was created to deliver a framework for civil protection across the country. The Government monitors the most significant emergencies that the UK and its citizens could face over the next five years through the National Risk Assessment). This draws on the expertise of a wider range of agencies and government departments. The public version of this assessment is National Risk Register of Civil Emergencies 2015.

The Merseyside Resilience Forum was created in 2005 to assess the risk of emergencies occurring and to use this information to inform emergency planning. Merseyside Community Risk Register (Merseyside Prepared) considers the likelihood and impact of a range of hazards. Merseyside Community Risk Register provides information about the most serious emergencies that could occur on Merseyside including the impact on people, their homes, the environment and local businesses.

The Merseyside Prepared website has more detail about Merseyside specific risks.

\*In 2017 Terrorist and Malicious Attack will be added as a further risk following guidance from the Police Counter Terrorism Security Adviser and in line with other Local Resilience Forums.

#### If you want to find out more:

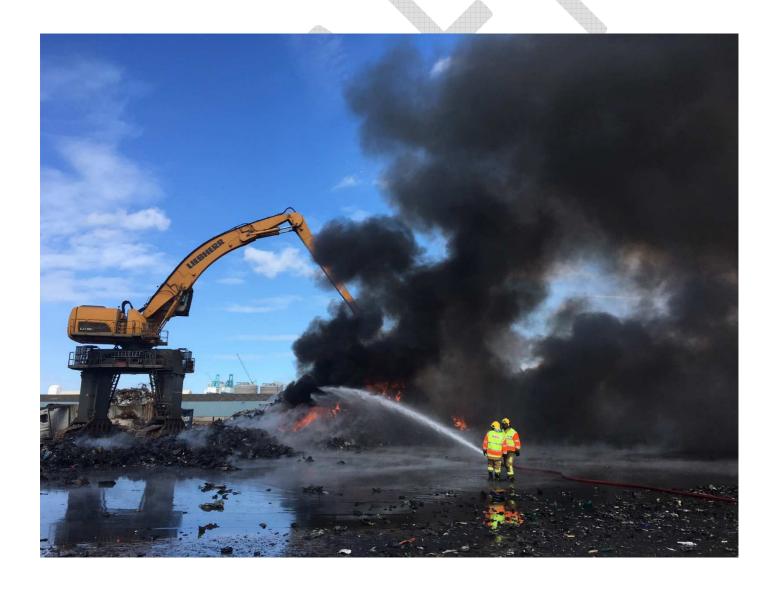
A full list of the risks and action we take to meet these risks on Merseyside is available at Appendix A

## What we do – risk management

#### **Business Continuity**

As well as dealing with the risks faced by our communities, we have to ensure that we can carry on delivering our services when something unexpected happens. Our Business Continuity Management Plan helps us to:

- Respond efficiently and effectively to any incident that disrupts our services
- Continue to deliver all urgent activities/services during a disruptive incident
- Get back to 'business as usual' as soon as possible
- Train our staff to understand what to do when the unexpected happens
- Comply with our duties under the Civil Contingencies Act 2004 and with current best practice
- Comply with ISO 22301 with regard to testing Business Continuity Plans.



### What we do – response to incidents

- Our priority is to respond quickly to incidents with the appropriate number of staff and equipment.
- Our Attendance Standard ensures we will attend life risk incidents within 10 minutes on 90% of occasions.
- We will continue to send two fire engines to life risk and three to a fire incident where we believe people are inside the property.
- We have 24 fire engines, a number of specialist response vehicles and a 10m rescue boat operating on the River Mersey.

Comparison of Total Incidents Attended		
	2006/07	2015/16
Accidental dwelling fires	1379	1087
Non domestic property fires	579	300
Deliberate vehicle fires	1659	517
Other property fires	1866	719
Deliberate small fires	12828	4071
Non deliberate small fires	649	505
Automatic fire alarm non	3635	593
domestic property		
Automatic fire alarm other	1734	2304
property		
False alarm good intent	2625	1556
Malicious false alarms	988	187
Road traffic collisions	898	2206
Other special services	2942	553
	31782	14598

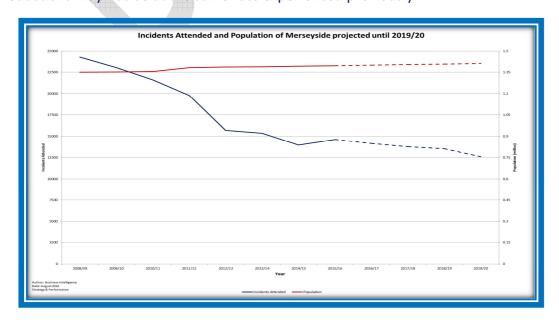
During the last ten years the number of incidents we attend has fallen by 54%.

This is directly attributable to the preventative work we have delivered, particularly with regard to our Home Safety Strategy, which has resulted in thousands of home fire safety checks (HFSC's) being carried out every year since 1999. More recently, as our budget and resources have reduced, we have worked hard to identify people who are more likely to be at risk from fire; mainly those aged over 65, living alone and with health conditions that might affect their ability to escape in an emergency.

MFRA still intend to undertake 60,000 home fire safety checks this year in the homes of the most vulnerable – the service which remains FREE to those identified as at risk includes the installation of smoke alarms with a 10 year battery life.

The only noticeable increase in incidents in recent years is in relation to road traffic collisions. We work closely with Merseyside Police and local authority partners to reduce these incidents.

We are confident that incidents will continue to fall due to our extensive preventative work but recognise that these reductions may not be at the same rate experienced previously.

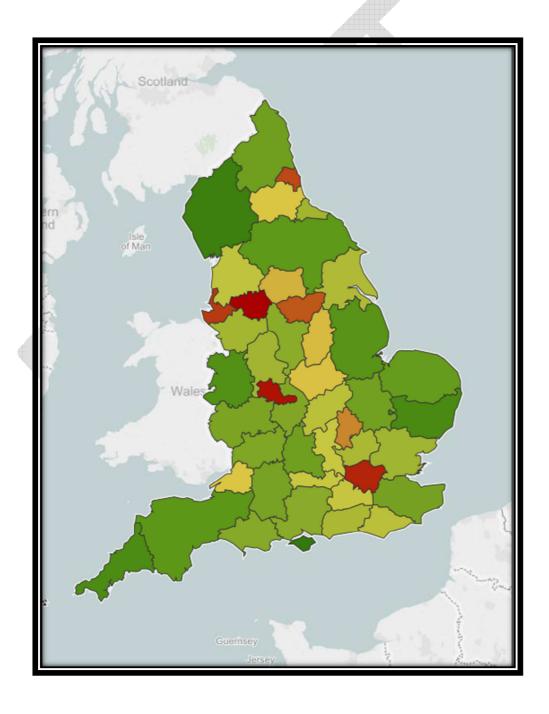


## What we do – response to incidents

Merseyside Fire and Rescue Authority attend more primary fires per 1,000 population than any other English Fire and Rescue Service, according to the most recent published National Data from the Department for Local Government. This is despite our ongoing preventative work.

There are recognised links between the numbers of fires and levels of deprivation experienced within the FRS area.

The volume of primary fires we attend, as illustarted on the map below, show we have the 5<sup>th</sup> largest volume of the 45 English FRS's. Therefore the challenge that we face should not be underestimated.



## What we do – operational preparedness

In order to respond to incidents we need to make sure we prepare for all foreseeable events. This includes planning for and assessment of risk to our firefighters. In particular training and exercising for local and national risks.

#### **National Resilience**

In light of the increased threat of a terrorist attack; following events throughout Europe, we are working with many other organisations to increase resilience to this type of event in the UK and improve our ability to respond to the terrorist risk and other major emergencies if they occur.

The Government provide Urban Search and Rescue (USAR), Chemical, Biological, Radiological, Nuclear and Conventional Explosive (CBRN(e)) High Volume Pumping (HVP) and Command and Control (C&C) capabilities to FRS in England and Wales. These are funded through a separate grant and are for use at national incidents.

On Merseyside we have an USAR Team along with two search dogs and a handler, an Incident Response Unit (IRU) for mass decontamination supported by a Detection, Identification and Monitoring (DIM) vehicle and a HVP.

MFRS Search and Rescue Team and the North West Ambulance Service Hazardous Area Response Team (HART) are co-located at Croxteth fire station. The teams work and train together enhancing operational response to technical rescue incidents. We also have a dedicated team trained and equipped to respond to marauding terrorist firearms attacks (MTFA).

We are the Lead Authority for National Resilience.

The Chief Fire Officers Association (CFOA) National Resilience Assurance Team (NRAT) provides the day to day capability management and assurance to the Home Office that the National specialist capabilities are fit for purpose. NRAT Officers from fire and rescue services across England are seconded to MFRA to carry out this function, in partnership with CFOA, on behalf of the Home Office. NRAT has vast experience in all areas of resilience, having developed unique expertise over a number of years. Our Chief Fire Officer is the CFOA strategic lead for National Resilience.

We are also Lead Authority for the UK International Search and Rescue Team (UK ISAR) who respond to sudden onset emergencies such as earthquakes on behalf of the UK Government through the Department for International Development. UK ISAR also provide the logistical and command support for the UK Emergency Medical Team which deploys a field hospital in support of affected countries.

## What we do – prevention and protection

Fire prevention and protection activity has been an important part of reducing fires, deaths and injuries in domestic and commercial premises for many years.

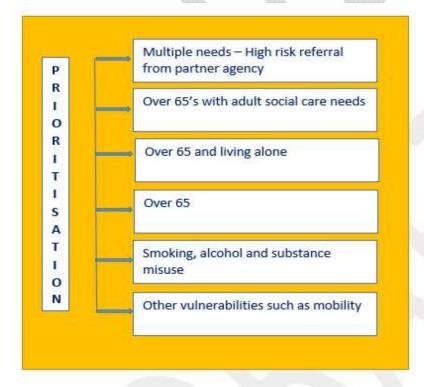
Our role in the community and our strong partnership approach to public safety make us ideally placed to make a valuable contribution to creating safer, stronger communities. We create strong links with our communities; make partnerships with local service providers and support businesses to help them comply with fire safety regulations. This allows us to focus and target resources on areas where the risk of fire is greatest.

#### **Home Safety Strategy**

Our five year Home Safety Strategy focuses on working with people who are vulnerable or at risk in the home, to reduce the risk from fire.

The Strategy makes reducing fires in the home (using Home Fire Safety Checks) its priority, whilst also supporting specific campaigns such as working with asylum seekers and refugees, hate crime joint action groups, Multi Agency Risk Assessment Conferences (MARAC) and Fire Safety campaigns.

To do this, it is important that we know and understand our communities and where the most vulnerable reside. We do this by sharing data with partners, through analysis of national and local statistics and our own research work. As a result, we have been able to identify those people most at risk from fire. Using this information we are able to create the hierarchy below to assist us to target those most at risk of suffering death or injury as a result of a fire.





If you would like to find out more: Read our link to Fatal Fires Report on 20<sup>th</sup> Oct

## What we do – prevention

#### **Arson Reduction**

Arson and anti-social behaviour strategies are developed and implemented with partners including Merseyside Police, Local Authorities, registered social landlords and other partner agencies to ensure intelligence and information is utilised effectively to reduce arson including anti-social behaviour fires and Hate Crime.

District teams provide advice, equipment and guidance to make people and/or properties more resilient to ASB or arson, when fire is threatened or actually used as a weapon. This could include advice on moving wheelie bins, or the fitting of letterbox bags or locks and smoke alarms. Seasonal campaigns during times of known risk such as the Bonfire period and hot summer months (Beachsafe) seek to reduce deliberate and anti-social behaviour incidents through active intervention and engagement. Aiming to both re-assure the public and reduce the impact on our communities and the environment.

#### **Road Safety**

The road safety team work with at-risk groups and local partners to contribute to the reduction in the number and severity of road traffic collisions across Merseyside.

We currently deliver our "Drive 2 Arrive" and "Suddenly from Nowhere" education and engagement packages in schools and colleges to target the most at risk group; 16-20 year old males. We also work with the young people we come into contact with through Prince's Trust and Youth Offending Scheme programmes to instil road safety messages.

We intend to work with our road safety partners to further develop our educational interventions by developing innovative means of communicating with our target audiences including young drivers, pedal cyclists, motorcyclists, senior road users and adult pedestrians

#### **Water Safety**

Around 400 people drown in the UK every year and thousands more suffer injury, some life changing, through near-drowning experiences. Children and young people are at particular risk from unprotected or uncovered open water.

Merseyside has a large number of water related risks, with hundreds of moving and static waterways including rivers, canals, reservoirs, lakes and ponds. We play an important part in keeping people safe by delivering water safety campaigns from all our fire stations alongside out local authority partners.

## What we do - prevention

#### Youth engagement

Our Youth Engagement team was established in 2002, to engage and educate children and young people on fire and road safety related issues through delivery of courses and activities.

By delivering these courses we aim to reduce anti-social behavior related incidents in our communities. But our work with young people goes way beyond that and through programmes such as the Princes Trust team programme we have transformed the lives of hundreds of young people. The team continue to successfully deliver five Princes' Trust courses to young people aged 16-25 years old, with 87.5% of participants completing the course.

We have also established five Fire Cadet units over the past 12 months for young people aged 13-18 years old. Our Fire Cadets work together and develop as part of a team, fundraise for community projects, and learn all about the work of MFRA.

MFRA are recognized as delivering first class, life changing programmes which offer a range of positive and engaging activities to build confidence, improve self-esteem, whilst gaining new skills and qualifications.



## What we do – protection

Our Fire Protection teams provide support and advice to businesses and 'responsible persons' to ensure they meet their legal obligations primarily under the Regulatory Reform (Fire Safety) Order 2005.

The Department audits and inspects premises using a risk based inspection process to target those premises most in need of our services, thereby enhancing safety and subsequently supporting economic growth. Through the development of business partnerships the Authority manages a number of Primary Authority Schemes and provides assured advice to a number of high profile national companies. Fire Protection also works closely with Local Authority departments such as housing and licensing to make Merseyside a safer place to work, live and visit.

MFRA as the Petroleum Enforcing Authority also enforces the Petroleum (Consolidation) Regulations 2014 and as the Authority for Fireworks also enforces the Explosives Regulations 2014. The Authority is also a statutory consultee for Building Regulations submissions and generally comments on the suitability of fire safety in all new buildings other than dwelling houses.

### **Primary Authority Scheme**

Our Protection Team support businesses and employers to make their buildings safe for the people using them and also to reduce the risk of potentially dangerous and costly fires interrupting business continuity.

The Government's aim is to achieve a regulatory environment in which businesses have the confidence to invest and grow and citizens and communities are properly protected. We will support this by adopting the <u>Primary Authority Scheme</u> to ensure consistent regulation, improving the professionalism of front-line regulators and supporting businesses to achieve fire safety compliance.

The Primary Authority Scheme was launched in October 2008 with the <u>Regulatory Enforcement and Sanctions Act 2008</u>. Primary Authority is a statutory scheme administered through the Better Regulation Delivery Office. Through Primary Authority, local authorities and fire and rescue authorities are providing businesses across the country with consistent, robust and reliable regulatory advice. This supports growth by enabling businesses to invest with confidence in products, practices and procedures across all their branches and offices. The participating businesses cover a wide variety of sectors and most of them have less than 50 employees.

## What we do – protection

#### **Better Business for All**

MFRA adopt the principles of Better Business for All (BBfA) which was by the Better Regulation Delivery Office and is backed by the British Chambers of Commerce and the Federation of Small Businesses.

MFRA support the key principles of BBfA which are:

- Support business growth
- Encourage fair competition
- Protect consumers

#### **Outcomes of Better Business for All:**

- Public safety
- Local economic growth (jobs and apprenticeships)
- Safe, happy and thriving communities

It involves the creation of new local partnerships to identify the issues facing local businesses and to provide effective services to them. BBfA is a partnership designed to improve the way regulation is delivered to ease the burden on the local business community.



## What we do – equality, diversity and communities

We are committed to delivering services and employing staff in line with the Equality Act 2010 (the Public Sector Equality Duty).

This means that we consider the impact that what we do has on people to eliminate or reduce inequalities. We do this by carrying out Equality Impact Assessment for policies, guidance, processes and services that have an impact on people (staff, volunteers, Authority members and the community). In doing this, we have **due regard** to the need to:

- Eliminate unlawful discrimination , harassment , victimisation & other conduct prohibited by the Act
- Advance equality of opportunity between people who share protected characteristics
- Foster good relations between people who share a protected characteristics and those who do not.

We have developed a number of equality objectives that are both inward looking (staff related) and outward looking (community and service delivery related)

The purpose of the objectives is to demonstrate how we show due regard to eliminating discrimination, harassment and victimisation, advance equality of opportunity and foster good relations. More information about the objectives is included in the "What we plan to do" section.

#### **Knowing our communities**

We believe that it is important that we know and understand as much as we can about the communities we serve, the people who live there and the risks they face.

This helps us to tailor our services to those people that need them most and to comply with our responsibilities under the Public Sector Equality Duty.

In order to know our communities in this way we collect information about who lives in Merseyside from many different sources. This includes publicly available information (e.g. census data), information that we collect (e.g. incident data and home fire safety check information) and information that is shared with us by partner organisations (e.g. NHS over 65s data). When we analyse and combine this information we get a richer picture of Merseyside communities and we can use that information in a variety of ways to develop prevention campaigns that cover whole communities or target our home safety activity at one street or even an individual household. We also produce reports that examine the types of people and communities that are most effected by fire and other emergencies and how we deal with those risks.

#### If you would like to find out more:

Read our Annual Equality and Diversity Report [link will be published when report available]

### What we do – equality, diversity and communities

### Working in partnership

We work closely with partner organisations to make sure we do the best we can for the communities of Merseyside

Partnerships that are very important to us include Community Safety Partnerships, Health and Wellbeing Boards and Safeguarding Adults and Children's Boards. These partnerships bring together the police, local authorities and the health and voluntary sectors. We also work with other smaller partnerships where this will help us achieve our aims.

Our approach to partnerships includes two priority areas – Community Safety (arson and anti-behaviour) and Health and Wellbeing (home safety and safeguarding vulnerable people), underpinned by effective partnership working and community engagement.

### **Community Forum**

We have established a Community Forum to help us understand the views of people, the forum is made up of representatives from the protected groups and people who work for those groups.

The Forum is in its second year and is a valuable method of engaging with organisations and individuals that support our diverse communities across Merseyside.

The Forum meets twice a year and has proved a useful way of providing partners with information about our services and encouraging joint working and referrals for home safety and other preventative work. We also use the Forum to gather feedback on any major changes to our services as part of our ongoing consultation process including consultation about this IRMP.



### What we do

### On an average day a Wholetime Firefighter will:

Train for all foreseeable incident types either at our Training and Development Academy, on station or at pre-arranged off-site live scenario training events.

Train with other emergency services for local, regional and national events.

Deliver Community Fire Protection activities to local businesses such as:

- Simple Operational Fire Safety Audits
- Site Specific Risk Information visits



# Deliver Community Fire Prevention activities such as:

- Home Fire Safety Checks
- Safe and Well Visits
- Fire Safety Talks
- Community reassurance campaigns

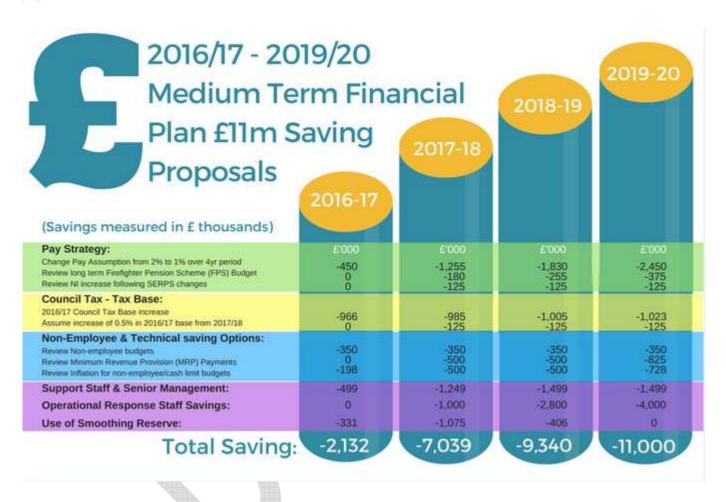
As well as attending fires, Firefighters would also attend:

- Road Traffic Collisions providing extrication of casualties if required
- Water incidents river or inland water
- Flooding surface water or coastal
- Technical Rescue collapsed buildings, people trapped, rescue from height/depth
- Emergency Medical Response
- Automatic Fire Alarms

## What we plan to do – our financial challenge

We have to make significant savings between 2017 and 2020 and we need to be sure that we can continue to deal with the risks that we have identified and provide the services we are required to provide.

In order to achieve this we have developed a medium term financial plan which outlines how we intend do this:



The following sections set out how the budget influences what we do and what we believe we need to change to continue delivering our services whilst making the considerable savings required of us.

## What we plan to do - our financial challenge

### How the Budget affects what we do

We have already had to reduce the number of fire engines across Merseyside from 42 to 28 to deal with budget cuts since 2010.

A further £4m saving from operational response is likely to result in a loss of up to 100 firefighter posts, which means we will have to remove up to four more wholetime fire engines from service. This is in addition to cuts to support services.

In order to balance the budget the Authority have approved the following financial strategy:

- Prepare a multi-year financial plan
- Set a council tax increase in line with the financial plan
- Assume that Central Government's pay strategy for public sector staff can be achieved and assume a 1% annual pay increase for our staff for 2016/17 to 2019/20.
- Focus our search for efficiencies on collaboration, management, support services costs and other technical reviews and assume that savings of £7m can be delivered by 2019/20.
- Deliver the current station mergers programme to deliver £2.6m outstanding from the 2015/16 financial plan.
- Identify operational response proposals to deliver in the region of £4m of savings, taking account
  of which proposals will have the least negative impact on service delivery (there are no proposals
  that will reduce costs and deliver improved services).

It is envisaged that the reduction in firefighters will be achieved by natural retirement but will take until 2018/19 to deliver in full.

The Authority are committed to avoiding compulsory redundancy and we will seek to minimise the impact on our staff whilst delivering the required savings.

These savings options represent:



## What we plan to do – planning for change

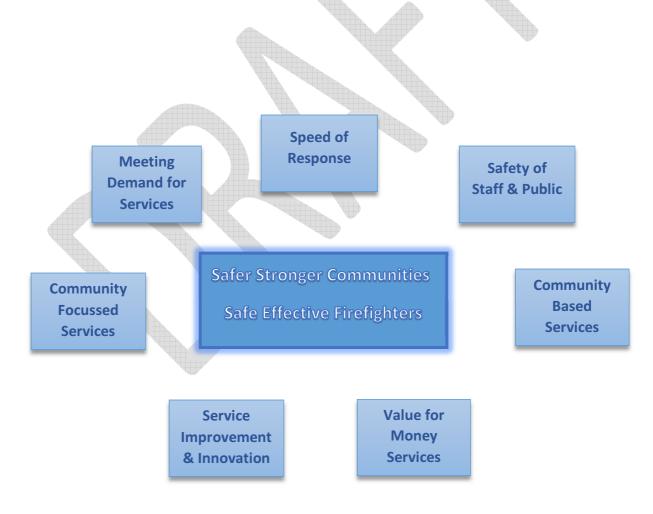
### Our planning principles

We have applied a set of planning principles when developing our draft proposals, these principles where based on the views shared by the public during district consultation forums.

We have used these principles when reviewing every option for change.

Consultation with the public helped us to decide which principles were most important to our communities. The public were asked to rank the Planning Principles in order of importance to them. Responding quickly to emergencies was seen as by far the most important because it matches residents' view of the Authority's core function.

Being based in the community was ranked lowest overall. Participants considered the potential closure of some local fire stations to be reasonable and acceptable given the budget cuts we have to make.



### What we plan to do Operational Response

The Fire and Rescue Service National Framework 2012 states: Each Fire and Rescue Service must:

Make provision to respond to incidents such as fires, RTC's and emergencies within their areas in line with their mutual aid agreements and reflect this in their integrated risk management plans.

When considering the possible fire station and fire engine combinations against the Principles, our preferred option is to keep as many stations open as possibly as this will help us meet our emergency response standard of 10 minutes on 90% of occasions.

With up to 100 fewer operational firefighters available we have had to be innovative in how we propose to provide our services, the ways of working we will adopt and the necessary changes to shift patterns we will need to introduce to meet this challenge.

We have arrived at this proposal using sophisticated emergency response simulation software (an ICT application which utilises historic data to test different scenarios) alongside professional judgement. A large number of possible scenarios were simulated, based upon 80-100 fewer firefighters being available. Scenarios ranged from varying the numbers of appliances, station locations and shift patterns and matching each scenario against known and predicted demand.

Each scenario was then carefully considered against our planning principles and our 10 minute response standard which is to be achieved on at least 90% of occasions. We then considered our options against the public's priorities gained through feedback from the consultation events. When all this information was considered, a balanced proposal was developed.

The main proposed change is the reduction in the number of immediately available fire engines between 8.30pm and 8.30am.

### It is proposed that:

- During the day (0830-2030hrs) we will continue to have 24 appliances immediately available to be deployed to incidents and two appliances that can be mobilised within 30 minutes.
- Overnight (2030-0830hrs) this number will reduce to 18 immediately available fire engines with a further 8 available on a maximum 30 minute delay.
- These additional fire engines are made available through the use of secondary wholetime retained contracts for firefighters.
- Retirement of 80-100 firefighters between 2017-20
- We will undertake some recruitment to ensure numbers and competence is maintained over the period (making sure we will have enough firefighters for the future)
- Changes to some shift patterns from wholetime to day only wholetime crewing (retained at night)
- Completion of station mergers at three locations (St Helens, Prescot and Saughall Massie)

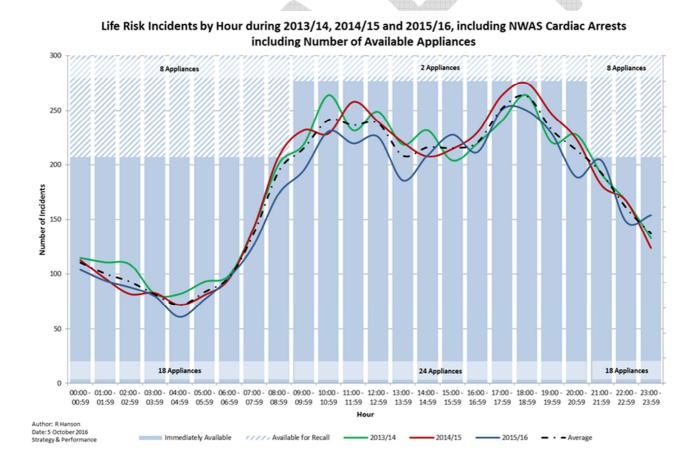
The Authority and the public, via public consultation, have made it clear that they prefer the service to operate a predominantly wholetime duty system as a way of meeting its operational demands. The Authority does however recognise that the retained duty system has a lot to offer when it is applied to this system. As such we have introduced wholetime retained contracts which offer the best of both systems.

It is proposed that by the end of this IRMP period over 60% of our full time professional firefighters will also hold a wholetime retained secondary contract.

### Why we believe these proposals are the best response to our challenges

Historical data demonstrates that demand for fire crews to attend life risk incidents is highest during the day (as illustrated below).

To match our resources to demand we propose having 24 fire engines immediately available and 2 available for recall during the daytime (0830-2030hrs). As demand decreases during the evening we propose having 18 fire engines immediately available and 8 available for recall.



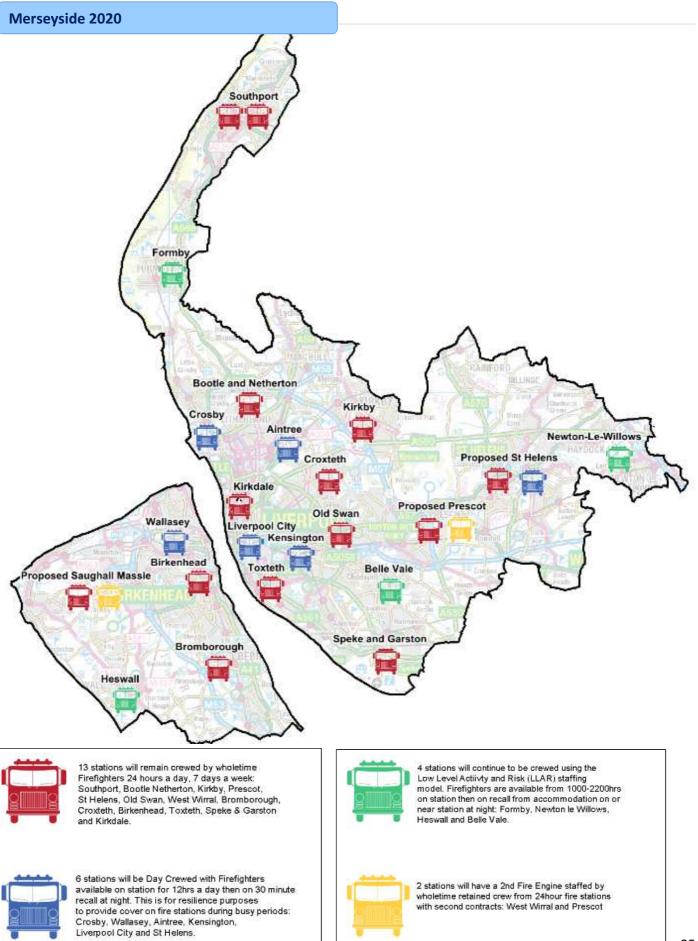
## What we plan to do - Response

When planning our Response options we took into consideration:

- Our full time firefighter model and flexible work routine enables MFRS to devote sufficient time to enable Merseyside firefighters to train to an extremely high standard, whilst also enabling firefighters to have sufficient time to give advice to businesses and homes in our communities.
- Working during the daytime in and around our communities allows firefighters to review and familiarise themselves with the risks present within our communities and how to reduce them for everyone's benefit.
- By arranging our shift patterns effectively we can efficiently match our Wholetime firefighter resources against our operational, community and business demands and provide the best service that meets the needs of our communities.
- Most homes/households are available during the day and early evenings but we believe it would be inappropriate to visit people in their homes outside of 08.30 and 20.30 hours.
- Access to most businesses is usually best achieved during similar daytime hours of 08.30 and 20.30
- Our retained availability gives us the capacity to bring back our operational crews if demand is high or rising we have trigger points at which we would reinforce our numbers of appliances during the night by recalling our firefighters providing retained cover.
- If demand on resources is high MFRA have formal agreements in place with neighbouring Fire and Rescue Services (Greater Manchester, Cheshire and Lancashire) to provide additional resources under Sections 13 and 16 of the Fire and Rescue Services Act 2004.
- Statistically demand for life saving emergency medical response is earlier in the day.
- Aligning operational crew core availability with business hours has the added benefit of facilitating
  work with our non-emergency partners / agencies such as councils, social services, youth services
  etc. and allows/facilitates multi agency training events to take place.
- Working during core office hours allows our support staff and operational staff to work together more effectively and productively.



# What we plan to do - Response proposals



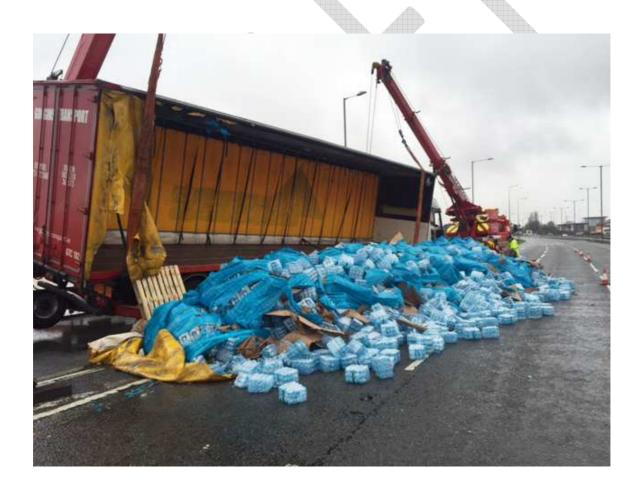
# What we plan to do - Response proposals

# **Emergency Medical Response**

Evidence demonstrates that by using firefighters to provide the initial basic life support in cardiac arrest incidents survival rates are increased. Emergency medical response (EMR) has Firefighters responding alongside NWAS to incidents involving cardiac arrest. If Firefighters attend the incident first they undertake basic life support including defibrillation until NWAS arrive to provide advanced life support response. This enhancement is intended to complement the already professional service provided by NWAS; in no way will it ever be developed to replace an ambulance response.

EMR was introduced as a trial at three fire stations in February 2016.

MFRA propose to adopt EMR at the successful conclusion of the trial period.



# What we plan to do - Preparedness proposals

The National Framework 2012 states: Each Fire and Rescue Service must:

Produce an integrated risk management plan that identifies and assesses all fire and rescue related risks that could affect their communities, including those of a cross-border, multi-authority and/or national nature. The Plan must have regard to the Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.

To enhance how we plan and prepare for incidents we will do the following:

#### **National Resilience**

We intend to add to the resilience of the marauding terrorist firearms attack (MTFA) capability by training and equipping the proposed wholetime day duty shift stations to perform this function in addition to the Search and Rescue Team.

## Arrangements to provide national resilience

We intend to supplement the resilience of the USAR capability by training all new recruits in to the Service to USAR technician level and creating opportunities for staff to work in the USAR team. We will also train all new recruits to Swift Water Rescue Technician in order to increase the number of Type B and C water rescue teams the Service can deploy

# **National Resilience Assurance Team (NRAT)**

We are committed to maintaining robust assurance arrangements for the National Resilience capabilities located across the English FRS on behalf of Home Office.

We will work with Home Office to fully embed the principle of devolution of responsibility for National Resilience capabilities to the Sector through the Lead Authority arrangement.

### Urban Search and Rescue and NWAS Hazardous Area Response Team

As part of the collaboration programme with Merseyside Police, we are planning to include the Police MATRIX Team in similar joint training plans to further enhance response capability at major incidents.

#### **Training**

Following the 2016 Corporate Services review and Police Collaboration projects, we may change how training is delivered in the longer term. With this in mind we propose to work with partner organisations to explore opportunities for efficiencies, driving further collaboration and improving effectiveness.

# What we plan to do - Prevention proposals

The National Framework 2012 states: Each Fire and Rescue Service must:

Demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities, through authorities working either individually or collectively, in a cost effective way.

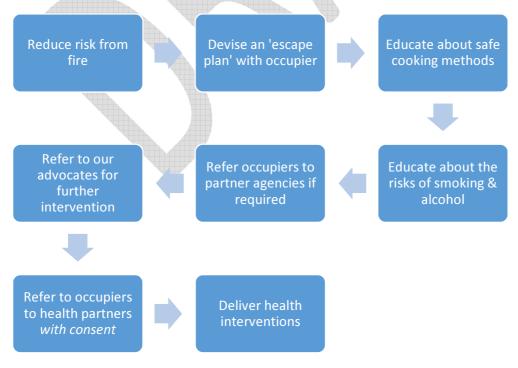
To enhance our prevention work we plan to do the following:

# **Safe and Well Visits**

We have worked closely with health providers over a number of years and we understand that those people most at risk of fire are also vulnerable in other ways, often related to their health.

We currently deliver 60,000 Home Fire Safety Checks (HFSC) a year and believe that we can make these visits even more productive. As a result are in discussion with local Clinical Commissioning Groups and Public Health professionals in relation to the introduction of Safe and Well (S&W) visits across Merseyside. These visits would be carried out by prevention staff and operational fire crews. A Safe and Well visit combines the Home Fire Safety Check with an additional five health related checks with the potential to refer people onto healthcare partners with their consent.

A Safe and Well visit takes around 30 minutes to deliver, 10 minutes longer than a HFSC, so we will explore the potential for commissioning to deliver Safe and Well in order to continue to deliver 60,000 Safe and Well visits a year. This would also mean more operational crews available to deliver Emergency Medical Response. This approach would enable our health colleagues to undertake circa 300,000 health intervention in the homes of the most vulnerable. Each Safe and Well visit gives MFRA the opportunity to:



# What we plan to do - Prevention proposals

# **Community Safety Hubs**

Alongside Merseyside Police and our Local Authority partners we are exploring the concept of fully integrating our early help services, creating shared service (Community Safety/ Early Help) Hubs, which it is envisaged will better co-ordinate resources in order to make communities feel and be safer, stronger and healthier.

Prevention staff will review these integrated services and consider how Merseyside Fire and Rescue Service could become embedded within these Hubs. These Hubs will bring the benefit of single points of contact for end-users and shared knowledge and understanding, by partners, of the community risks.

# **Digital Inclusion**

Availability and reliance on technology is increasing the disadvantage for the most vulnerable in our community. Digital inclusion is critical to stopping this trend.

With partners we are committed to the building of a digitally inclusive community where everyone should has:

- access to affordable broadband and devices (digital access)
- the right skills and confidence to use the internet (digital literacy)
- be able to use technology to improve their quality of life and get out of poverty (digital enablement).

We propose to work with partner organisations across the county, to deliver a multi-disciplinary monitoring system, through smart smoke alarms linked to Fire Control, to enable vulnerable occupants within Merseyside to stay safe and secure within their home environment and allow them to live independently.

#### **Volunteers**

MFRS is committed to the introduction of a volunteering programme that supports the delivery of its aims and objectives.

It recognises that volunteers bring with them a host of skills and experience that enhances its work to prevent fires and other emergencies and its work to help children and young people reach their full potential. The Service regards the provision of meaningful volunteering opportunities as a means of engaging people looking to learn new skills, meet new people and make a positive contribution to the communities in which they live.

We aim to develop a volunteer cohort to support engagement events, work with other community stakeholders to identify vulnerable people and to support the service directly in the delivery of community reassurance campaigns and CFOA themed campaigns.

# What we plan to do - Protection proposals

The National Framework 2012 states: Each Fire and Rescue Service must:

Set out its management strategy and risk based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulations set out in the Statutory Code of Compliance for Regulators and the Enforcement Concordat.

To enhance our protection work we plan to do the following:

# **Risk Based Inspection Programme**

We propose that towards 2020 we will ensure maximum efficiency and effectiveness in targeting the right level of Protection expertise to the right level of risk. We will achieve this by using a wide range of data and intelligence sources to communicate fire safety data between all relevant departments of MFRA.

# **Business Fire Safety Advisors**

Protection Officers are working towards the implementation of Business Fire Safety Advisors (BFSA). The role of a BFSA is to work with business owners offering advice, education and help to keep their premises safe from fire. Advisors will work with business owners from small and medium sized enterprises to achieve and maintain compliance with the Regulatory Reform Order (Fire Safety Order) 2005. Assisting business owners to provide a safe environment for their customers and employees and to develop of business continuity plans.

We propose advisors will complement the work of Protection Department by further supporting our risk based strategy, developing initiatives and campaigns to target specific business premises across Merseyside. Advisors will undertake Fire Safety Training to NVQ Level 3 and there is an opportunity for progression for qualified and experienced Advisers to develop to Auditor, Fire Safety Inspector or a managerial role as Protection Compliance Manager.

# **Protection Response Team**

The introduction of the Protection Response team will ensure operational crews are fully prepared to respond safely and effectively to fire incidents on the basis of a heightened knowledge of the built environment. We propose that further involvement will include planning activities, exercise support and debriefing of MFRS and multi-agency exercises.

The team will also support the management of risk through the undertaking of 'peak performance' inspections with partners.

# **Better Business for All**

MFRA proposes to develop a Merseyside BBfA by April 2018, by working with local stakeholders, including business organisations and Local Authority regulatory services, such as Environmental Health, Licensing and Trading Standards. By working together to remove real and perceived barriers to growth by understanding each other's perspectives, we can adapt our approach, tackle obstructions and find solutions to move forward.

# What we plan to do – Equality & Diversity

We are committed to delivering services and employing staff in accordance with the Equality Act 2010. Not just because it is the law, but because we believe it is the right thing to do.

In doing this, we will have **due regard** to the need to:

- Eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the
- Advance equality of opportunity between people who share protected characteristics
- Foster good relations between people who share a protected characteristics and those who do not.

In line with the responsibilities placed on the Authority by the Equality Act, we have established a number of equality objectives that are both inward looking (staff related) and outward looking (community and service delivery related)

We have reviewed and updated our previous objectives to better demonstrate how we show due regard to eliminating discrimination, harassment and victimisation, advance equality of opportunity and foster good relations.

# **Equality Objectives 2017-2020**

Equality Objective 1				
Create a strong cohesive organisation that is positive to rising to the future challenges we face.				
Action	<ul> <li>Increasing the diversity of our workforce and volunteers to increase the number of people from underrepresented groups</li> <li>Delivering Positive Action programmes across all occupations where under representation exists, and learning from and sharing results</li> <li>Working with local diverse communities to build better relationships with people and organisations that can promote MFRA as employer of choice to those groups underrepresented in our workforce</li> <li>Continuing to monitor the workforce and encourage more disclosure of diversity information by staff; including Disability, Sexual Orientation and Religion and Belief</li> <li>Reviewing progression and promotion across all levels of the organisation</li> </ul>			
How we will measure our success	Increased diversity of our workforce and volunteers, at all levels, in order to reflect the local community we serve.  Increased applications for vacancies, at all levels, by people from the protected groups currently under represented.			
	ts on Equality and Diversity: protected characteristics – Age, Gender, Ethnicity,			

Religion/Belief/LGBT and Disability:

We'd like our workforce to better represent the makeup of our communities and will work to encourage applications from under-represented groups when we carry out any internal or external recruitment

# **Equality Objective 2**

#### Ensure that people from diverse communities receive equitable services that meet their needs

## Action

- Carry out activities to help us know and understand our diverse communities including:
  - Gathering and data and intelligence to help us know and understand our diverse communities better
  - Engaging with diverse communities to understand their needs in relation to the services we provide
  - Using knowledge and data, to target services to the diverse communities at most risk
  - Improving Equality Monitoring of the services we deliver to our communities (e.g HFSC Monitoring) and take account of satisfaction levels with our services provided through ongoing community engagement and consultation
- Carrying out Equality Impact Assessments on services and policies that affect the diverse communities we serve

# How we will measure our success

We will have meaningful data that helps staff develop effective activities, campaigns and events that result in better engagement with diverse communities across Merseyside (including diverse businesses)

How this impacts on Equality and Diversity: protected characteristics – Age, Gender, Ethnicity, Religion/Belief/LGBT and Disability:

This work will strengthen our services to meet the needs of a wide range of diverse communities. By understanding people's needs and carrying out engagement we can ensure that those groups are fully supported by the Fire and Rescue Service to help reduce risk.

# **Equality Objective 3**

# Reducing fires and other incidents amongst the vulnerable protected groups

# Action

- Continuing to prioritise Home Fire Safety Checks to high risk people and places
- Continuing to engage with young people in vulnerable areas
- Increasing the Equality Monitoring and reporting of Home Fire Safety Checks, hate crime and safeguarding
- Analysing our performance each year using the Performance Indicators (PI's) that relate
  to fire deaths, injuries and accidental dwelling fires. We will introduce measures as
  necessary to contribute to the reduction in these incidents

# How we will measure our success

 We will contribute to a reduction in fires, deaths and injuries and other relevant incidents.

How this impacts on Equality and Diversity: protected characteristics – Age, Gender, Ethnicity, Religion/Belief/LGBT and Disability:

By better understanding the impacts for diverse community groups in terms of Fires and other incidents we can measure whether there are any disproportionate outcomes for the protected groups of : Age, Gender, Ethnicity, Religion, LGBT and Disability

# **Equality Objective 4**

To ensure that staff are better equipped to deliver their roles whilst showing due regard to the need to: "eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the Equality Act, advance equality of opportunity and foster good relations between people who share a protected characteristic and those who don't."

## Action

- Development of equality and diversity training including: e-learning, equality and diversity related workshops, inductions for new staff
- Embedding Equality and Diversity in our volunteering programmes and youth engagement.
- Helping Authority Members understand their role in scrutinising the organisation's delivery of equality and diversity outcomes
- Carrying out Equality Impact Assessments
- Creating a diverse supplier base for goods and services in our procurement procedures
- Supporting staff groups and forums to help us understand our diverse groups of staff and their contribution to the organisation
- Using staff survey results understand levels of engagement in relation to the protected groups

# How we will measure our success

- Staff will feel better equipped to manage their functions and delivery of services to all
  communities in a confident way. This could be measured through the Staff Survey
  engagement and the outcomes delivered to different groups and community feedback
  from after the incident reports. Monitoring the number of training sessions completed
  around Equality and Diversity
- Improvement in levels of engagement amongst staff from the protected groups

How this impacts on Equality and Diversity: protected characteristics – Age, Gender, Ethnicity, Religion/Belief/LGBT and Disability:

This helps the organisation to meet its Public Sector Equality Duty to have due regards to understand and meet the needs of different protected groups and foster good relations between groups

# **Equality Objective 5**

To achieve and maintain excellence in the Local Government Fire and Rescue Service Equality Framework

# How we will

measure our

success

Action

- Prepare the MFRS Local Government Association Fire and Rescue Service Equality Framework self-assessment
- Undertake the LGA Equality Framework Peer Assessment in June 2017

To maintain Excellence in the Local Government Fire and Rescue Service Equality Framework at the peer assessment in June 2017

How this impacts on Equality and Diversity: protected characteristics – Age, Gender, Ethnicity, Religion/Belief/LGBT and Disability:

Taking part in an assessment against the Framework helps us to integrate our commitments to promote equality and diversity across all functions of the organisation. This assists with meeting the Equality Act 2010 – Public Sector Equality Duty to ensure that we are having due regards to the needs of staff and public we serve around the 9 <sup>1</sup>protected groups.

<sup>&</sup>lt;sup>1</sup> The 9 protected groups are: age, disability, gender reassignment, race, religion or belief, gender, sexual orientation, marriage and civil partnership, and pregnancy and maternity. MFRS also include a tenth characteristic of Social Economic Deprivation

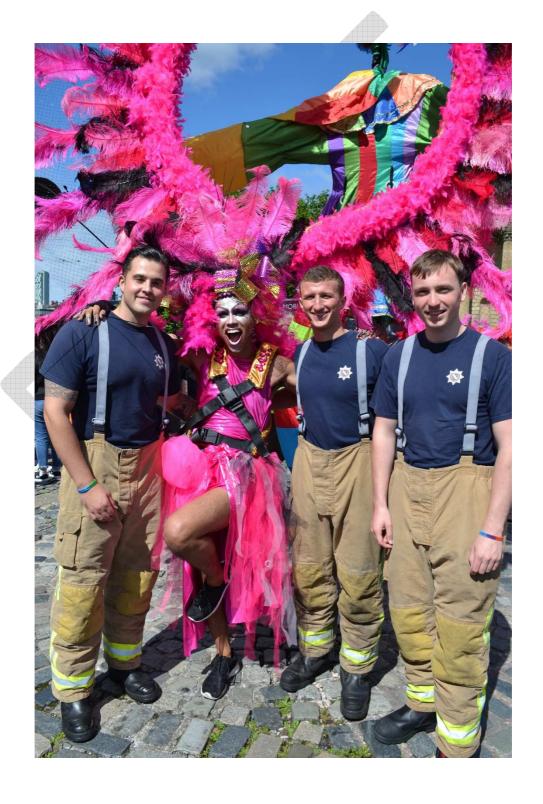
# **Equality Impact Assessment**

We will be developing our Equality impact Assessment on our proposals during the twelve week consultation period which begins on 20<sup>th</sup> October 2016.

During this process we will be considering the impact of our proposals on the nine protected groups;

Age, disability, gender reassignment, race, religion or belief, gender, sexual orientation, marriage and civil partnership, and pregnancy and maternity. We also include a tenth characteristic of Social Economic Deprivation

This process will also include considering the impact of our proposals on our staff and communities.



# How you can help us

We would like to know what you think about the proposals in this Plan.

Previous public consultation indicated that people value a fast emergency response most of all; so we have carried out extensive analysis and research to create a proposal that will deliver that objective and save the money we need to save.

But people also wanted us to maintain a focus on our communities and make sure that we work in a way that is safe for our staff and for the public of Merseyside.

We believe that our proposals our logical and rationale; but what do you think?

You can comment in the following ways:

On-line survey: tbc

By email: consultation2@merseyfire.gov.uk

In writing: IRMP Officer, Merseyside Fire and Rescue Service, Bridle Rd, Bootle, Liverpool L30 4YD

Deadline: FRIDAY 13<sup>TH</sup> JANUARY 2017

we will also be consulting with our staff and organisation that have an interest in the work that we do. This includes:

#### Internal:

- Our Diversity Action Group
- Our Strategic Equality Group
- Our FireProud Network (our LGBT network)
- Staff Forums
- Representative Bodies (trade unions and staff associations)

### **External:**

- Community Forums
- Public consultation forums
- Partner organisations

Thank you for helping us to make Merseyside safer and stronger.

#### **Alternative Formats**

We are committed to ensuring that all our information is fully accessible for all communities across Merseyside, we have included this document on our website which can be accessed from our Webpage http://www.merseyfire.gov.uk/equality & diversity

We also provide a free speech, reading and translation service using Browse Aloud to help people who require online reading support access our documents this can be located on the front page, top left of our website by clicking the button called "listen with Browse aloud"

If you would like a copy in Arabic, Bengali, Chinese, French or Somali please contact us at Diversity Team, Merseyside Fire & Rescue Service Headquarters, Bridle Road, Bootle, Liverpool L30 4YD.Telephone 0151 296 4422 or email diversityteam@merseyfire.gov.uk.

#### **Arabic**

على بنا الاتصال يرجى الصومالية أو الفرنسية أو الصينية أو البنغالية أو البنغالية أو العربية باللغة نسخة أردت إذا Team, MF&RS Headquarters, Bridle Road, Bootle, Liverpool, L30 4YD. والمينيك وم الهاتف . كبيرة طباعية فبحرو أيضًا متوفر 1510 296 الإلك تروني البريد أو diversityteam@merseyfire.gov.uk. 4422

#### Bengali

আপিন আরিব, বাংলা একিট কিপ চান, চীনা, ফরািস বা েসামািল করুন েযাগােেযাগ ডাইভারিসিট দল আমােেদর, MF & আরএস সদর, রশ্িম েরাড, Bootle, িলভারপুল L30 4YD. েটিলেফান এবং িমিনকম 0151 296 4422 বা ইেমইল diversityteam@merseyfire.gov.uk. বৃহত্তর মুদ্রণ এছাড়াও উপলব্ধ.

#### Chinese

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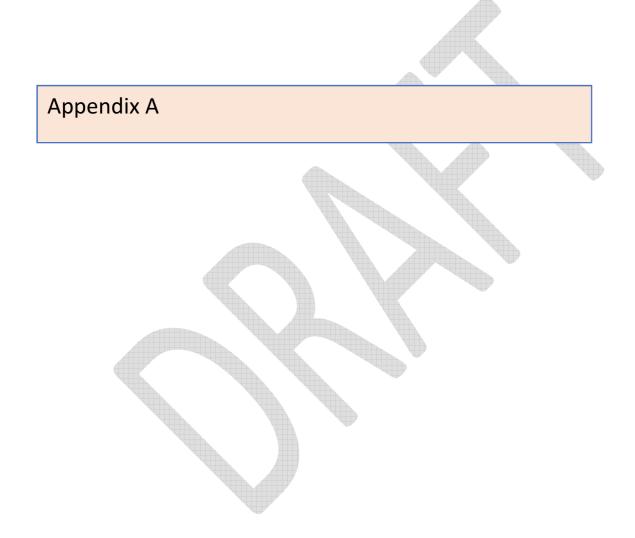
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#### Somali

Haddii aad rabtid nuqul Carabi, Bangaali, Shinees, Faransiis ama Soomaali fadlan la xiriir kooxda Diversity, Merseyside Fire & Rescue Service, Headquarters Service, Bridle Road, Bootle Liverpool L30 4YD. Telefoonka: 0151 296 4422 ama Email: diversityteam@merseyfire.gov.uk. Sidoo Kale waxaa heli kartaa iyadoo far waaweyn ah.

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#### RISK: FIRE

Fires vary in size and impact on the community, from a small bin fire up to a large industrial fire involving chemicals or fuel with the potential to cause fatalities and casualties. Whatever the size the impact can be devastating. Fires in the home pose the greatest risk to life as commercial properties have legal requirements placed on them to reduce the number/severity of fires.

#### **ACTIONS**

#### **RESPONSE**

All frontline fire engines are designated rescue pumps.

Minimum crewing level of 4, standard crewing 5, ensures a safe system of work and an effective response.

Specialist teams and appliances available to supplement fire engines.

Highest quality personal protective equipment for firefighters

#### **PREVENTION**

Promote Home Fire Safety including home fire safety checks, cooking safely, carbon monoxide awareness

Data sharing to identify people most at risk.

Youth intervention programmes such as Princes Trust, arson reduction advice & seasonal campaigns to reduce anti-social behaviour.

Help to prevent hate crime through protection of vulnerable people and property.

**Knowing our Communities helps us target our services** 

#### **PREPAREDNESS**

Standard Operating Procedures, Operational Response Plans, Site Specific Risk Information, risk management information, hydrant & emergency water supply information all provide vital information for firefighters.

High quality training ensures we are able to deal with all foreseeable eventualities.

Cross border arrangements in place with neighbouring Fire and Rescue Services to provide additional resources

#### PROTECTION

Working with business to prevent fire and accidents including management of automatic fire alarms

Fire risk assessment and enforcement of fire safety legislation to keep business users and employees safe.

## **STRUCTURAL**

Structural damage following an event, such as an explosion or fire, can require search and rescue for trapped people or animals, making a structure safe and preventing escalation of an incident such as a dust explosion or further collapse. Natural events such as storms and gales, flooding and land movement can result in building collapse, reservoir/dam collapse, bridge closure/collapse. We also support other areas of the country when required.

## **ACTIONS**

DECDONCE	DDEDADEDNIECC
RESPONSE	PREPAREDNESS
Specialist teams and appliances such as Urban Search and	Competency based training, Safe Person Assessments,
Rescue capability and search dogs	Standard Operating Procedures, Site Specific Risk
Highest quality personal protective equipment for firefighters.	Information, Structural Engineers/ specialist advice and Local
Specialist teams available to attend out of area deployments	Resilience Forum plans all provide firefighters with vital
nationally and internationally.	information.
	High quality training ensures we are able to deal with all
	foreseeable risks.
	Section 13/16 cross border arrangements in place with
	neighbouring FRS
PREVENTION	PROTECTION



# RISK: FLOODING (COASTAL & INLAND) AND NATURAL HAZARDS

Our changing weather patterns make flooding (both coastal and inland) and grassland/outdoor fires a more frequent event. The impact on our communities can vary but there is potential for severe disruption, damage and injury. The geographical location of Merseyside means we have an extensive coastline with areas of special scientific interest with species of protected plant and wildlife. We also support other areas of the country when they experience flooding,

# **ACTIONS**

RESPONSE	PREPAREDNESS			
Specialist teams and appliances such as high volume pump	Competency based training, Safe Person Assessments,			
(HVP), hose laying equipment and off road vehicles with fogging	Standard Operating Procedures, access to flood warning &			
units.	alerts from Met Office, Local Resilience Forum plans, local			
Highest quality personal protective equipment.	flood forums, increased alert level procedures - warning &			
Specialist teams available to attend out of area deployments	informing provide firefighters with the best possible			
nationally and internationally.	information.			
	High quality training ensure we are able to deal with all			
	foreseeable risks.			
	Cross border arrangements in place with neighbouring Fire			
	and Rescue Services to provide additional fire engines when			
	there are a large number of incidents or a large protracted			
	incident.			
PREVENTION	PROTECTION			
Seasonal campaigns including:				
Beachsafe working with the public to prevent fires and promote				
safety around water.				
	The state of the s			

#### **RISK: MAJOR INDUSTRIAL ACCIDENT**

Industry on Merseyside is widespread throughout the region from the extensive dock estates to manufacturing and a number of top tier COMAH (Control of major accident hazard) sites. Industrial processes can involve dangerous substances such as chemicals, flammable or toxic fluids, fuel and gases. Fire, explosion or toxic release from any of these premises could be catastrophic to the site, the communities of Merseyside and beyond.

#### **ACTIONS**

#### **RESPONSE**

Specialist teams and appliances such as detection, identification & monitoring vehicles (DIM), Urban search & rescue capability (USAR) and a range of foam for class A & B fires provide the most appropriate resources to meet risk. Best quality personal protective equipment Specialist teams available for out of area deployment nationally

#### **PREVENTION**

Community Risk management engages with the business sector through many forums including the Chambers of Commerce to give advice and support to business.

Arson risk assessment.

#### **PREPAREDNESS**

Competency based training, Safe Person Assessments, Standard Operating Procedures, Site Specific Risk Information, COMAH (control of major accident hazard) off site emergency plans & exercise schedule, memorandum of understanding with acute trusts, local resilience forum plans, contract with chemical experts at Bureau Veritas provide the most exact and up to date information for responding firefighters.

High quality training gives firefighters opportunity to train for all foreseeable risk.

Cross border arrangements in place with neighbouring Fire and Rescue Services to provide additional fire engines.

#### **PROTECTION**

Working with business to prevent fire and accidents including management of automatic fire alarms
Fire risk assessment to allow businesses to protect their staff, business users and premises.

Enforcement to protect business users and staff from non-adherence to fire safety legislation.

#### **RISK: TERRORIST & MALICIOUS ATTACK -NEW FROM 2017**

event of a terrorist attack.

While terrorist attacks are rare, they are occurring more frequently in Europe with devastating impact on the communities attacked. Threats include attacks on crowded places, on the local or national infrastructure, transport systems, unconventional attacks and cyber-attacks are a very real threat.

# **ACTIONS RESPONSE PREPAREDNESS** Specialist teams and appliances such as detection, Competency based training, Safe Person Assessments, identification & monitoring vehicles (DIM) and Urban search & Standard Operating Procedures, Site Specific Risk rescue capability (USAR) provide the appropriate resources to Information, Local resilience Forum plans, contract with Bureau Veritas, Community Risk Register, NILO Cadre Highest quality personal protective equipment (security clearance), Business Continuity Plans, Local Resilience Forum Plans provide vital information to firefighters. High quality training against all foreseeable risks. Cross border arrangements in place with neighbouring Fire and Rescue Services to provide additional fire engines. **PREVENTION PROTECTION** PREVENT training for all staff to advise them what to do in the

MERSEYSIDE FIRE AND RESCUE AUTHORITY					
MEETING OF THE:	FULL AUTHORITY				
DATE:	20 OCTOBER 2016	REPORT NO:	CFO/075/16		
PRESENTING OFFICER	CHIEF FIRE OFFICER				
RESPONSIBLE OFFICER:	DEPUTY CHIEF FIRE OFFICER	REPORT AUTHOR:	DCFO PHIL GARRIGAN		
OFFICERS	JANET HENSHAW				
CONSULTED:	STRATEGIC MANAGEMENT GROUP (SMG)				
TITLE OF REPORT:	FIRE FIT HUB OPTIONS APPRAISALS AND RECOMMENDATIONS				

APPENDICES:	THE FOLLOWNG DOCCUMENTS WILL BE AVAILABLE AT THE MEETING	<ul> <li>ARTICLE OF ASSOCIATION</li> <li>DEED OF VARIATION</li> <li>UNDERLEASE</li> <li>LICENCE FOR GYM USE</li> <li>LICENCE FOR COMMUNITY ROOM USE</li> <li>TRADEMARK AGREEMENT</li> </ul>
		<ul><li>SITE PLANS</li></ul>

# **Purpose of Report**

- 1. To request that members note the current and ongoing challenges facing the Firefit Hub (TFFH) Charity in relation to its financial sustainability and the potential implications for the Authority.
- 2. To request that members note the discussions being held with Liverpool Mutual Homes (LMH) in order to achieve a sustainable and long term plan for the youth zone aligned to the My Place grant conditions and Articles of Association.
- 3. To request that members support the recommendations of this report and the views of the Board of Trustees in seeking to maintain the youth provision, with particular regard to the options reasonably available and considered below.
- 4. To request that members note that the recommendations ensure that the focus of the service reflects its statutory functions whilst maintaining youth activities through a strategic partnership with LMH.

## Recommendation

That Members:

a) Endorse the transfer of the Charity into LMH subject to LMH adhering to the

- MyPlace Objectives and terms and conditions of the grant as stated by the Department for Education (DfE).
- b) Approve the transfer of the "Toxteth Firefit Hub Charity" into 'Commutual' which is the charitable name within which the Hub will operate.
- c) Agree to enter into a Deed of Variation with Liverpool City Council which would allow for purchase the freehold of the property at less than best consideration following the expiration of the Grant clawback period subject to an overage deed as described in this report.
- d) Approve the proposal to obtain the freehold for the site in 2031 subject to the grant conditions being met.
- e) Agree to offer the freehold option to Commutual under the Deed of Variation to purchase the freehold of the property at less than best consideration following the expiration of the Grant clawback period subject to an overage deed as described in this report. This is agreed on the understanding that the land on which the fire and rescue station sits is separated from that on which the youth zone sits by the redrawing of the boundaries, although the two would remain physically joined.
- f) Note the corporate requirements placed on MFRA in relation to the disposal of Authority assets at less than market value and agreed that should there be a change of use for the Fire and Rescue Station post 2031, that MFRA will incorporate the 'training area' into the Hub in exchange for the Hub's rights of access plus a market value fee fixed now which may be waived at the discretion of MFRA at a future point.
- g) Agree to make the said changes subject to agreed access arrangements to the Gym and Community room being unaffected by such changes such that employees of MFRA and the community would enjoy rights to use both facilities on the same basis as are currently enjoyed.
- h) Note that in order to ensure the successful running of the charity and to maintain the relationship with the Authority and the charity in the delivery of its services it is assumed that, subject to the necessary approvals of the LMH board, MFRA will maintain its representation on the Commutual board.

# Introduction and Background

5. The Toxteth Firefit Hub opened in July 2013 to provide the area with a state-of-the-art Youth, community and sporting facility, complete with an adjoining operational fire station. It was made possible through a £2.3 million grant from the Department for Education (DfE) My Place programme, along with a £3.5 million contribution from Merseyside Fire & Rescue Authority (related to the building of the fire & rescue station) and £500,000 capital/revenue contribution from Liverpool City Council. Additional revenue contributions from Liverpool

- City Council (reducing over a period of 3 years) were also received to support the operation of the facility with some initial contributions from other partners.
- 6. The aim of the national MyPlace programme was to provide world-class places to go to for young people. The DfE has invested close to £240m in grants to 63 MyPlace projects across England. This is driving a major change in the level of ambition across the country and a transformation in the way facilities for young people are planned and delivered particularly with regard to the role and influence of young people.
- 7. TFFH is the only designated Youth facility of its size currently within Merseyside although Wirral MBC in partnership with Onside are currently developing a Youth Zone in Birkenhead.
- 8. The aim of MyPlace is to deliver these world class youth facilities, driven by the active participation of young people and their views and needs. Each project must deliver the following programme outcomes:
  - More young people, parents and communities feeling that young people have attractive and safe places to go in their leisure time where they can get involved in a wide range of exciting activities;
  - More young people, particularly the most disadvantaged, participating in positive leisure time activities that support their personal and social development;
  - More young people having access to information, advice and support services from within places they feel comfortable; and
  - Stronger partnership working between local authorities and their third, private and public sector partners to plan, deliver and operate financially sustainable facilities with and for young people.
- 9. TFFH is currently under significant pressure to deliver a comprehensive service to young people and families (behaviour management, mentoring, guidance, coaching, physical and mental health support, multiagency working, referrals to key agencies, family mentoring and support, safeguarding etc.), and is currently struggling financially (as are many Charities due to austerity measures) to cater for demand due to lack of sustainable financial resource.
- 10. Representatives of TFFH have held detailed discussions over a lengthy period with several organisations regarding merging the charity with another organisation. Three options were presented to the board of Trustees for consideration, which have previously been shared with members.

The options presented were as follows:

- OnSide Youth Zone Proposal
- Liverpool Mutual Homes "CharityCo" Proposal
- Administration

- 11. Members will also recall that the Board of Trustees felt that the LMH proposal for TFFH was the most appropriate given the options available.
- 12. It is estimated that £2 Million annually would be gift aided to the TFFH to deliver community based services throughout the city. It is proposed that this option would enable the continuation of the youth zone, whilst also providing a service to the community city wide.
- 13. It was felt that this option allowed TFFH to not only continue to deliver a youth zone programme to young people, but would enable the TFFH to become financially sustainable. TFFH will however have a wider community strategy to deliver, according to the LMH community strategy.
- 14. There is also the potential for this option to link into the wider city strategies for health, wellbeing and physical activity with those of MFRA, and for the TFFH to be utilised consistently throughout the daytime, increasing the income generation potential.
- 15. In this option LMH would gift aid funding to the charity, enabling continuation of operation of the TFFH.
- 16. With this option MFRA would become a strategic partner for the TFFH and would continue to be represented on the Board of Trustees (DCFO Phil Garrigan and Councillor Peter Brennan currently sit on the Commutual Shadow Board), thereby influencing and complementing the activities of the youth zone whilst maintaining a broader focus on the health and wellbeing of people living in Merseyside.

# **Equality and Diversity Implications**

## **Local Area Profile**

- 17. TFFH is located in the Princes Park ward of the Liverpool inner-city, close to the border with Riverside ward. The local profile of the immediate catchment area is best understood by an analysis of a number of key characteristics of these wards. It is the combination of these characteristics that provide the basis for understanding the needs of the communities in these areas, not least young people's needs, and therefore the cues for what TFFH delivers. The key indicators of need are:
  - Population
  - Deprivation, income and child poverty
  - Unemployment
  - Housing
  - Crime
  - Health
  - Education
  - Diversity

- 18. Princes Park ward's population is young and diverse, with over a half coming from BME groups. Deprivation, worklessness, child poverty, crime, disengaged youth, and poor health are all major issues in the ward.
- 19. Whilst TFFH offers its facilities and programme across Liverpool and Merseyside, circa. 70% of its beneficiaries are local residents from Liverpool 8 (Princes Park and Riverside wards). Collectively, these 2 wards are identified as having in some areas the highest levels of specific types of deprivation in the city and in some cases nationally.

# Impact of Youth Zone in Liverpool 8

- 20. The greatest impacts of these social issues are experienced by the young people of the area, who are classed as vulnerable young people in terms of socio economic status, deprivation and poverty, education attainment, diversity, health and crime.
- 21. The TFFH currently works with over 3000 young people per month who access the centre over 6 evenings per week. With additional resources TFFH has the capacity to be supporting double the vulnerable young people currently being supported. 80% of young people accessing the centre are from BME backgrounds, and 70% of members are from within the local area considered one of the most deprived wards nationally.
- 22. The proposal will help secure the future of the community facility with the youth and sports centre at TFFH and facilitate wider community programmes for the benefit of the community.

# Staff Implications

- 23. Thirty five (35) Staff are employed by TFFH. 40% of staff are themselves young people.
- 24. Many employees have been unemployed for several months before joining the staff of the Hub.
- 25. 60% of staff are from the L8 area.
- 26. The staff team is heavily supported by a growing network of volunteers.
- 27. Liverpool 8 has one of the highest worklessness rates in the country, therefore it is important that the long term security of these posts is confirmed, which will have an impact on the wider regeneration of the community, and of the city more broadly.

# **Legal Implications**

- 28. If agreed Liverpool City Council will enter into a Deed of Variation to vary the existing lease with MFRA. This includes the option to purchase the freehold at nominal consideration following the expiration of the Grant clawback period, subject to an overage deed for any change of use as described in this report.
- 29. The overage deed will entitle the Council to an overage payment for increase in value of the property due to change of use or implementation of a planning permission during an overage period of 25 years from the exercise of the option. The proposed Deed of Variation will be subject to the approval of the Education Funding Agency which currently administers the Grant.
- 30. In respect of the freehold option, the City Council and the Authority are both required under section 123 (2) of the Local Government Act 1972 to obtain best consideration for their land disposal. The Council will need to obtain a valuation of its land interest in the site.
- 31. Under the General Disposal Consent (England) 2003, the Council and MFRA may dispose of land at less than best consideration where it considers it will help secure the promotion or improvement of the economic, social or environmental well-being of its area. In all cases this is subject to the condition that the undervalue does not exceed £2 million. If the amount of the undervalue exceeds £2 million then the consent of the Secretary of State is required.
- 32. If the DfE approves the Deed of Variation and the Underlease to Commutual Members are asked to:
  - a) Endorse the transfer of the Charity into LMH subject to LMH adhering to the MyPlace Objectives and terms and conditions of the grant as stated by the Department for Education (DfE).
  - b) Approve the transfer of the "Toxteth Firefit Hub Charity" into 'Commutual' which is the charitable name within which the Hub will operate.
  - c) Agree to enter into a Deed of Variation with Liverpool City Council which would allow for purchase the freehold of the property at less than best consideration following the expiration of the Grant clawback period subject to an overage deed as described in this report.
  - d) Approve the proposal to obtain the freehold for the site in 2031 subject to the grant conditions being met.
  - e) Agree to offer the freehold option to Commutual under the Deed of Variation to purchase the freehold of the property at less than best consideration following the expiration of the Grant clawback period subject to an overage deed as described in this report. This is agreed on the understanding that the land on which the fire and rescue station sits is separated from that on which the youth zone sits by the redrawing of the

- boundaries to reflect the new relationship, although the two would remain physically joined.
- f) Note the corporate requirements placed on MFRA in relation to the disposal of Authority Assets at less than market value and agreed that should there be a change of use for the Fire and Rescue Station post 2031, that MFRA will incorporate the 'training area' into the Hub in exchange for the Hub's rights of access plus a market value fee fixed now which may be waived at the discretion of MFRA at a future point.
- g) Agree to make the said changes subject to agreed access arrangements to the Gym and Community room being unaffected by such changes such that employees of MFRA at Toxteth Fire Station would enjoy rights to use both facilities on the same basis as are currently enjoyed.
- h) Note that in order to ensure the successful running of the charity and to maintain the relationship with the Authority and the charity in the delivery of its services it is assumed that, subject to the necessary approvals of the LMH board, MFRA will maintain its representation on the Commutual board.
- 33. There will be a licences in place to protect the access to and the continued use of fitness facilities and the community room.
- 34. The Firefit brand which is registered to MFRA as a Trademark will be protected by way of Agreement for use. Safeguards will be incorporated within the agreement for use to ensure the Firefit brand is protected.

# Financial Implications & Value for Money

- 35. The Financial Appraisal illustrates performance to date since opening;
  - Loss of grant funding from 2016/17 onwards (Liverpool City Council)
  - Reduction in MFRA contribution (utilities, maintenance and IT) from 100% years 1-3 to 40% thereafter
  - Reduced contribution secured from MFRS in relation to the use of and access to the Hub for staff and through the provision of diversionary activities
  - Staffing restructure made salary saving of £59,500 per year, came into effect as of 1<sup>st</sup> September 2015.
  - TFFH currently has rates relief in 2015/16.
- 36. Current Financial Position September 2016:
  - £65,067 in bank as of 29.08.2016
  - Outgoings of approximately £38k
  - Income of approximately £17k Deficit in 16/17 estimated at £112k

- The Service and LCC have provided £60k to TFFH to ensure its ongoing sustainability throughout 2016/17.
- Financial forecasting indicates that the financial arrangements are sufficient to cover running costs up until April 2017.

# Risk Management, Health & Safety, and Environmental Implications

- 37. Risk associated with depletion of TFFH service, or closure of the centre:
- 38. Crime and gang antisocial behaviour has reduced in these wards by 40% since the centre opened. There is therefore the potential for anti-social behaviour and gang related crime to increase.
- 39. Additionally there is reputational risk to MFRA and Liverpool City Council with regards to the perception that the centre has been allowed to close and no alternative provision provided. Members will recall that TFFH replaced the old Toxteth Sports Centre.

Contribution to Our Safer Stronger Communities – Safe Effective Firefighters
Mission:

- 40. TFFH provides diversionary activities for young people reducing the amounts of anti-social behaviour experienced within South Liverpool which will directly contribute to a reduction in secondary fires in the area.
- 41. Activities also improve the health and wellbeing of the young people in Liverpool and promote cultural diversity and community integration.
- 42. A strategic partnership with LMH will support MFRA discharge its broader prevention activities.

# **BACKGROUND PAPERS**

- 43. Given their size the following documents will be available prior to and during the Authority meeting;
  - Articles of Association
  - The Deed of Variation
  - The Under lease 2016,
  - Trademark Agreement 2016,
  - Any Licences between MFRA and the TFFH (LMH) related to Gym and Community usage.

Detailed plans specifying the proposed boundaries in relation to the superior lease and under lease will also be available.

# **GLOSSARY OF TERMS**

MFRA Merseyside Fire and Rescue Authority

MFRS Merseyside Fire and Rescue Service

YZ Youth Zone

DFE Department of Education

TFFH Toxteth Fire Fit Hub

LMH Liverpool Mutual Homes

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