

Merseyside Fire and Rescue Authority

2019-21 Supplement to the Integrated Risk Management Plan 2017-20

Foreword

This supplement to our 2017-20 Integrated Risk Management Plan (IRMP) takes account of risk, demand and vulnerability changes that have occurred since our IRMP was first published in April 2017.

Since then a number of significant national and international incidents have occurred. These incidents combined with changes to the city region infrastructure and the initial findings of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) have quite rightly given the Authority cause to review the suitability of its plans to ensure that they are still fit for purpose.

The supplement also includes new proposals which have emerged since the plan was first approved.

The supplement to the original plan ensures that the Authority complies with the requirements placed on it to assess all foreseeable fire and rescue related risks that could affect its communities, whether they are local, cross-border, multi-authority and/or national in nature, from fires to terrorist attacks.

This requirement to identify and assess national and cross border risk is particularly relevant to Merseyside Fire & Rescue Authority (MFRA) as we hold Lead Authority status for the coordination and deployment of National Resilience capabilities on behalf of the Home Office.

As a result of these factors, combined with emerging risk (heightened terrorist threat, increasing environmental events, significant building fires) our alternative plans are specifically focused on increasing the Service's ability to deal with large scale and protracted incidents (Resilience) and ensuring our legislative (Fire Protection) capabilities are enhanced in order to meet the emerging demands placed on the Authority following the Grenfell Tower fire (Dame Judith Hackitt Review).

We appreciate that on the basis of efficiency and effectiveness this does not mean that we should always have the same number of fire engines available during the day as we do at night (given we are two thirds busier during the day) but it does mean that when we need to, we should be able to quickly increase the number of fire engines we have available, to protect the public.

This is particularly important during busy periods or when we are required to resolve large or complex incidents.

In order to achieve this ambition we plan to increase the number of available fire engines from 26 to 30 and increase the number of firefighters from 620 to 642. This

would be the first time that firefighter numbers have increased since 2006.

We also plan to increase the number of staff in Protection roles (legislative fire safety) to help make commercial and public buildings safer.

We intend to meet the cost of this re- investment in the frontline (Response and Protection)(circa £1m+) through the use of our current reserves combined with ambitious debt repayment plans (as with all plans of this nature further cuts to funding would result in the Authority having to review its Medium Term Financial Plan).

When implemented in full these proposals will maintain night-time cover in Liverpool City and Wallasey Fire Stations.

They will also see the fire engines at our 10 key stations staffed with 5 personnel (whilst staffing a fire engine with 4 people is safe, our aspiration is to maintain 5 where possible).

Our plans have been developed to reflect the link between risk, demand and vulnerability (you will find more details in Appendix 1). They will ensure the Service is able to respond quickly, whilst increasing our resilience to deal with large and protracted incidents.

Our investment in Protection will ensure we are able to better protect those people from fire risk, and our prevention services will remain targeted to the most vulnerable sections of our communities.

A truly Integrated Risk Management Plan.

A number of proposals contained within the original plan are not identified for change; as such they will still be delivered as planned.

Thank you for reading our plans during the consultation period to help us create this final version and we hope that you find the document easy to understand and informative.

Phil Garrigan / Les Byrom

Executive Summary

Merseyside Fire & Rescue Authority (MFRA) shares the Chief Fire Officer's ambition to make Merseyside Fire & Rescue Service the very best fire & rescue service in the country and as such it has approved the alternative proposals contained within this 2019-21 supplement to its 2017-20 Integrated Risk Management Plan.

The Key changes to the original 2017/20 IRMP are:

Resilience

We plan to;

- Improve our emergency response and resilience by having up to 30 fire appliances available day and night (a combination of Wholetime and Retained). This is an increase on the 26 proposed in our original 2017-20 IRMP
- We plan to achieve this increase in the number of fire engines from;
 - 26 (18 fire engines immediately available 24/7); 6 day crewed fire engines (immediately available during the day and on 30 minute recall at night); and 2 fully wholetime retained fire engines which are available on a 30 minute recall 24/7)
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 - to 30 by providing 20 appliances immediately available; 6 day crewed fire engines (immediately available during the day and on 30 minute recall at night); 3 fully wholetime retained fire engines which are available on a 30 minute recall 24/7 and 1 Search & Rescue fire appliance
- In practical terms this will mean that during the day we will have 27 (including a Search & Rescue appliance) immediately available fire appliances with a further 3 available within 30 minutes (for resilience purposes).

And

- 21 immediately available fire appliances (including a Search & Rescue appliance) during the night with a further 9 available within 30 minutes (for resilience purposes)
- Introducing multiple fire engines at three stations – taking the best from all operational duty systems and combining them under a Hybrid Model. This approach will provide 2 fire engines during the day with 1 retained and 1 fire engine during the night with 2 retained. The Day Crewing Wholetime Retained stations identified for conversion to the Hybrid Model are Liverpool City, Wallasey and St Helens; identified based on response time performance.

The specific details on how this would work are captured later on in this supplement. The changes in St Helens would be subject to the move to the new station in Watson Street – so in reality they wouldn't take place for at least 12 months (current arrangements would remain in place during that period).

Protection

The plan is to;

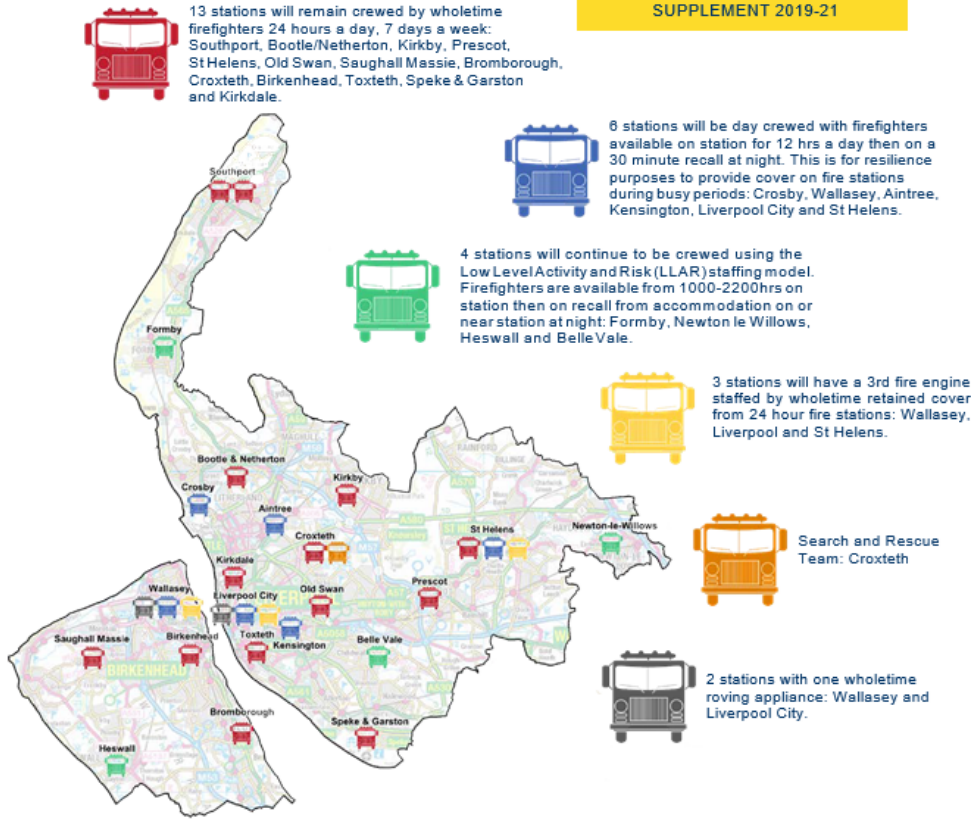
- Increase the Protection establishment by five Protection Officers
- Introduce a Fire Engineer role
- Support the development of a new management information system.

Response

The plan is to;

- Increase the number of firefighter roles from 620 to 642 (plus 20 in training)
- Establish a ridership (number of firefighters on a fire engine) of 5 at key locations to ensure at least 9 personnel are available to respond to life risk incidents
- Re-establish Crew Managers at key locations – with their continued use elsewhere as part of a development pathway
- Enhance response to terrorist attack and marine/flood related incidents from Liverpool City and Wallasey fire stations respectively
- Maintain cover during the night time at Liverpool City and Wallasey based on the introduction of the Hybrid Model
- Re-distribute specialist appliances to align with the new model – and duty systems operated
- Utilise the appliances at Liverpool City and Wallasey to manage risk and demand across Merseyside dynamically, facilitate training and improve response and resilience during spate conditions.

**RESPONSE PROPOSALS IRMP
SUPPLEMENT 2019-21**



The changes require the Authority to increase its Response and Protection budget by over £1m. The Chief Fire Officer has provided assurance to the Authority that he can achieve this without affecting frontline services and key functions.

MFRA will also establish a ridership (number of firefighters on a fire engine) of 5 at key locations and those hosting National Resilience assets which require specific modes of operation, and 4 elsewhere (this reflects the current realities – riding 5 remains a long term aspiration of the Service).

MFRA fully appreciates that it will take time to get to this new position so we will utilise budget underspend to pay off debt in order to release the revenue funding required to make it a sustainable long term plan.

In addition to the new and alternative plans:

- MFRA will continue to recruit in significant numbers to meet future needs – people who live in Merseyside – recruited to reflect the communities we serve
- MFRA can continue to staff the Combined Platform Ladder on a permanent basis
- MFRA will build a new station in St Helens – on the basis of improved operational response (we have completed the building of Saughall Massie to maximise our speed of response in Wirral)
- MFRA will commit £5m to redevelop our training facilities.

Which will ensure:

- MFRA can use the increased capacity to support our aspiration around

Emergency Medical Response

- MFRA is better equipped to respond to foreseeable and emerging risk
- MFRA can support the lateral development and progressive development of all our staff
- MFRA is responding immediately to the findings of Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.

Introduction

The responsibilities of the Fire & Rescue Authority are set out in legislation; The Fire and Rescue Services Act 2004, places requirements on the Service to respond, prevent, protect, educate and inform.

This is further reinforced by The Civil Contingencies Act 2004 which expressly requires Category 1 & 2 responders (including emergency services and local authorities) to work together to deal with emergencies and the Regulatory Reform (Fire Safety) Order 2005 which details the requirements for "Responsible Persons" of business premises to comply with fire safety regulations.

This legislation is underpinned by The National Framework for Fire and Rescue Services which sets out what the Fire and Rescue Service 'Should' and 'Must' do in order to meet its legal duties efficiently and effectively.

The Framework itself specifically suggests services should Identify & Assess Risk, Prevent & Protect, Respond, Collaborate and ensure National Resilience & Business Continuity is maintained.

This is strengthened by the statement that fire and rescue authorities must put in place arrangements to prevent and mitigate these risks, either through adjusting existing provision, effective collaboration and partnership working, or building new capability.

Within the National Framework for Fire and Rescue Authorities, each fire and rescue authority is required to produce an integrated risk management plan (IRMP) which must:

- Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the Authority
- Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources
- Outline required service delivery outcomes including the allocation of resources for the mitigation of risks
- 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 regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat

- Cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework
- Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners
- Be easily accessible and publicly available.

The Merseyside Fire & Rescue Authority 2017/20 IRMP is available on our website http://www.merseyfire.gov.uk/aspix/pages/IRMP/IRMP2017_20/IRMP_2017.html It should be read in conjunction with this supplement.

In line with best practice, the IRMP has been reviewed annually to determine progress against objectives and the most recent review was considered by the Fire & Rescue Authority in December 2018.

At that time it was not intended to produce a new IRMP in 2019/20 however for the reasons expressed by the Chief Fire Officer within his foreword and as detailed elsewhere in this supplement, this intention has now changed.

The alternative plans are reliant on the payment of debt and the adoption of revised duty systems at Liverpool City, Wallasey and St Helens. Approval of this plan and the alternate proposals would extend the current IRMP to 2021.

Our Mission is to achieve:

Safer, Stronger Communities – Safe Effective Firefighters

Our Aims are:

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 our 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.

Background

This IRMP demonstrates how our prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources.

The plan considers the demand for our services and the resources we have available.

Full details of our roles, responsibilities and statutory duties are contained within the main 2017-2020 IRMP – reference to this document will be of benefit when considering the supplement in full.

Response

MRFS has adopted a 10 minute response standard to all life risk incidents in Merseyside on 90% of occasions.

To achieve this we have established 10 Key Stations which means that as long as we have a fire engine available at each one of the ten key fire stations we can respond to the majority of Merseyside in ten minutes.

This is a minimum standard of achievement as in reality our average attendance time is much quicker at 5 mins 47 secs (2017/18), from a fire engine being alerted to an incident to booking in attendance at the incident. This is one of the fastest response times in the country.

Preparedness

We also plan to respond effectively to large and complex incidents, several incidents occurring simultaneously and incidents that take a long time to resolve.

Our planning assumptions are based on being able to resource one incident requiring 20 fire engines or two incidents occurring simultaneously each requiring 10 fire engines, whilst maintaining our 10 key stations before the need to request assistance from our neighbouring fire and rescue services. This emerging methodology has informed our alternative proposals.

This planning assumption is based on historic incidents and foreseeable risk.

Prevention

Our world renowned Prevention services keep people safe at home and on our roads and waterways as well as preventing arson, deliberate fire setting and fire related anti-social behaviour.

Our Home Fire Safety Checks and Safe & Well Visits are targeted to those most at risk; those over 65, living alone with complex health needs.

Protection

Our Protection services ensure that the people responsible for commercial and public buildings are fulfilling their duties to be compliant with fire safety legislation; to consult on building planning applications regarding matters of fire safety and to run licencing schemes for petroleum and explosives.

Our Protection activities are delivered through our Risk Based Inspection Programme.

Emerging Risk – alternative plans

Since we published the IRMP in April 2017 some significant events have had an impact on the fire and rescue service, locally, regionally and nationally. These include:

- The Grenfell Tower Fire - Dame Judith Hackitt's Report into the tragic Grenfell Tower fire contains recommendations regarding the fire testing regime and the suitability of the fire safety measures in place at the time of the fire. These recommendations are welcomed by the Fire and Rescue Service as it will improve public safety, but it will also result in a considerable increase in workload for our teams.
- The Manchester Arena Bombing - The Kerslake Report into the emergency services' response to the Manchester Arena bomb in 2017 contains learning for all fire and rescue services, along with their partner organisations such as the police and ambulance services.
- Westminster Bridge and Borough Market terror attacks - also contains learning for fire and rescue services, as well as highlighting the real and emerging threat faced by blue light responders when deploying to such incidents.
- The Arena Car Park Fire - A Significant Incident Review was completed following a major fire in a multi-storey car park on the Liverpool waterfront. As well as learning from our own experiences in relation to the incident, we are sharing that learning with fire and rescue services nationally and internationally.
- Saddleworth Moor and Winter Hill - Grass and gorse fires (often referred to as wild fires) occurred in significant numbers during the hot summer of 2018 leading to high numbers of incidents across Merseyside and the North West Region. Notable incidents on Saddleworth Moor and Winter Hill highlighted the impact of the cuts on the sector's resilience as services (despite their best efforts), were not able to offer the same levels of support to each other that they had previously provided

In addition to the emerging risk and impact on operational demand, inward investment in the Liverpool City Region has changed the risk profile across the region; this has required the Authority to review its arrangements based on foreseeable risk (see below).

- Marine Risk - Over recent years there has been a significant increase in the growth of both the Liverpool and Wirral Waters schemes; resulting in an extremely diverse range of users; as well as handling more than 40 million tonnes of cargo with 15,000 ship movements a year.
- A flourishing Cruise Liner Terminal – Liverpool also has a vibrant leisure and tourism trade which results in a high number of holidaymakers visiting the city each year.
- MFRS provides training, supports partner agencies and trains alongside the following; Liverpool John Lennon Airport, Merseyside Police, North West Ambulance Service (Hazardous Area Response Teams), Royal Navy, HM Coastguard, RNLI, Bristow Helicopters, Peel Ports, Pilot Services, Cruise Liner Terminal and Lowland Search and Rescue.
- An ever increasing part of the role carried out by MFRA's Marine Rescue Unit relates to suicide prevention and work focused on maintaining the continued increase of shipping onto shipping lanes. Work is ongoing with partners to provide earlier intervention and support for vulnerable members of our community.

The emergence of Her Majesty's Inspectorate of Constabulary and Fire and Rescue.

- Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services completed their inspection of MFRS in December 2018. The overall process for all English fire and rescue services will provide the Government, the public and other stakeholders (along with the Service itself) with more insight into the efficiency and effectiveness of all fire and rescue services.

We have reflected on the findings following the first tranche of inspections and how they might affect Merseyside in the future. Whilst we are confident that we provide an excellent service to the public, we believe it appropriate to begin to address sector wide issues now, rather than wait until the current IRMP has expired to write a new plan.

Changes to Protection (legislative fire safety) is one such example.

Key Areas of Focus

In general, we believe our work to deliver the 2017 -2020 IRMP has been progressing well and many of our objectives will remain the same during the life of this supplement, but there are key areas that the Authority wishes to address between 2019-21 to improve public safety and reinvest in the services we provide.

Specifically these areas are:

- Resilience– We plan to increase the number of fire engines we have available (immediately or via retained arrangements) from 26 to 30. In doing so we would increase the numbers available during the day and night but we would also utilise them in a dynamic way that better meets demand and risk placed on the Authority; allowing us to improve our average response time whilst maintaining our 10 minute response standard (see alternate proposals).
- Retained cover – We plan to increase the number of retained appliances utilising wholetime / professional firefighters - allowing us to quickly increase the number of resources required to deal with major or protracted incidents (see alternate proposals).
- Protection (fire safety inspections) – We plan to increase the number of Fire Safety Auditors/Inspectors sufficient to meet the growing demands for ensuring fire safety compliance in public and commercial buildings (see alternate proposals).
- Protection – We plan to recruit a Fire Engineer to support our protection activity, particularly with regards to high rise and complex buildings (see alternate proposals).
- Training - We plan to enhance the training and capabilities of crews in Liverpool City and Wallasey alongside the introduction of the Hybrid Duty System – specific focus will be on the areas of emergent risk identified previously (see alternate proposals). Notably: enhanced focus on emerging terrorist threat, marine risk, environmental risk - flood/wildfire.
- Roving appliances: An additional appliance will be introduced at Liverpool City, Wallasey and St Helens. These roving appliances will predominantly cover geographical risk areas but the flexibility that they will offer will allow the Authority to utilise them to respond to transient risk or demand or provide cover for training taking place elsewhere in the Service. We will also utilise these appliances in areas where risk has been identified at pre-determined events, such as Aintree Grand National, Liverpool Giants Festival, Southport Air Show, river festivals and international sports (see alternate proposals).

Our plans

The sections below detail the original proposals set out in the 2017-20 IRMP. For the benefit of the reader we have provided an update on progress and where applicable. We have also specifically referenced the alternative proposals so the reader can compare and contrast the original and new plans.

Operational Response

Original 2017-20 IRMP Proposal

- 1. During the day (0830-2030) we will continue to have 24 appliances immediately available to be deployed to incidents & two appliances that can be mobilised within 30 mins.*

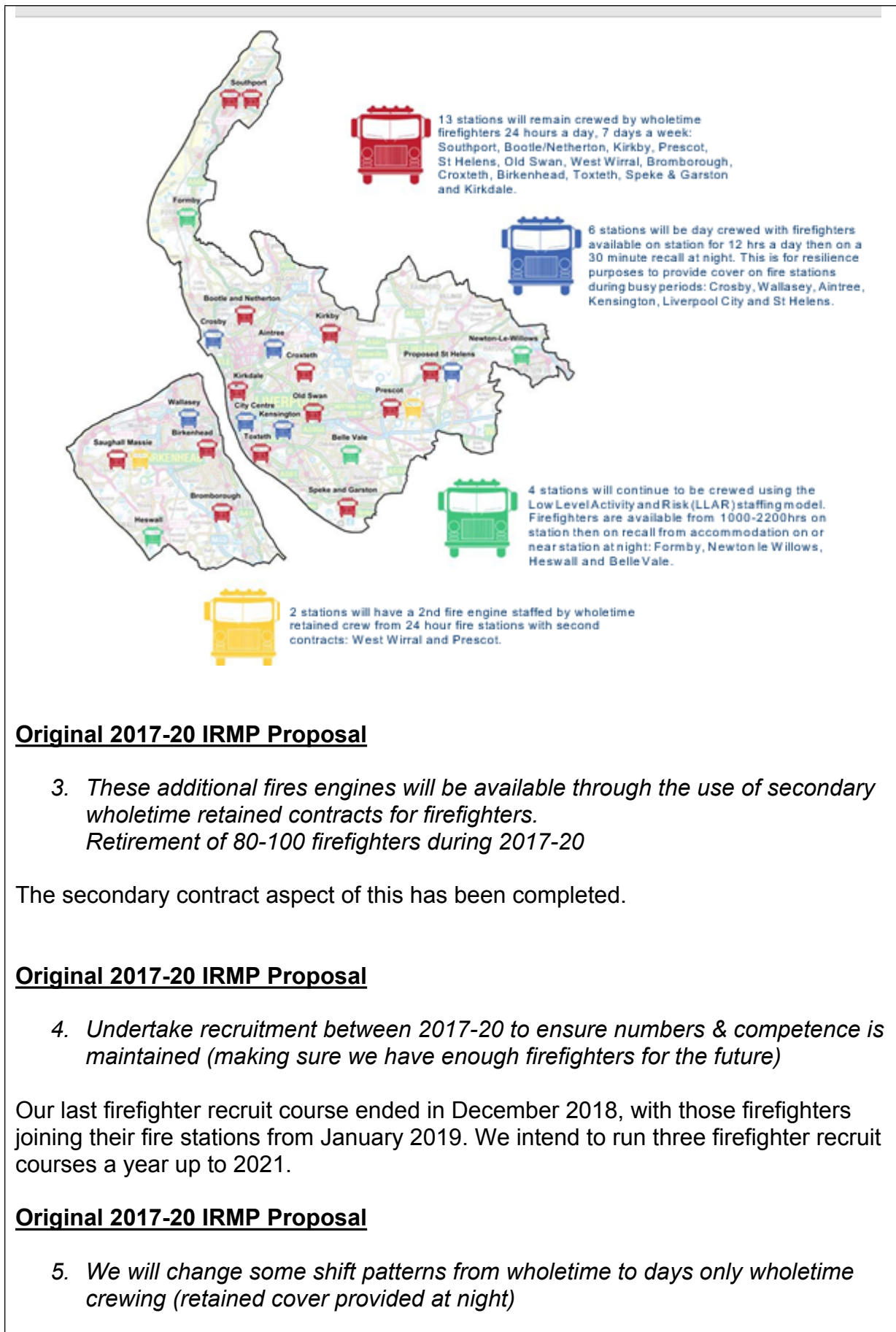
We have implemented this proposal with the exception of the provision of the two fully retained appliances, however on the basis of our future recruitment approach we are currently able to staff two additional day crewed appliances during the day shift rather than providing the two retained appliances as per our proposal. This interim arrangement provides a higher level of cover than was initially planned. This will continue until no longer feasible, at which point we will revert back to the IRMP 2017-2020 proposal.

Original 2017-20 IRMP Proposal

- 2. Overnight (2030-0830) this number will reduce to 18 immediately available fire engines with a further 8 available on a maximum 30 minute delay*

We completed the implementation of this proposal on 14th September 2018, but continue to provide night time cover at Liverpool City and Wallasey fire stations since implementation. The way in which we are currently doing this is unsustainable in the longer term.

The graphic on the next page shows the number and type of fire engines that will be available if we continue to implement the 2017-20 IRMP proposals.



Original 2017-20 IRMP Proposal

- 3. *These additional fire engines will be available through the use of secondary wholetime retained contracts for firefighters.
Retirement of 80-100 firefighters during 2017-20*

The secondary contract aspect of this has been completed.

Original 2017-20 IRMP Proposal

- 4. *Undertake recruitment between 2017-20 to ensure numbers & competence is maintained (making sure we have enough firefighters for the future)*

Our last firefighter recruit course ended in December 2018, with those firefighters joining their fire stations from January 2019. We intend to run three firefighter recruit courses a year up to 2021.

Original 2017-20 IRMP Proposal

- 5. *We will change some shift patterns from wholetime to days only wholetime crewing (retained cover provided at night)*

This has been delivered. See also the update on 1 and 2 above.

Alternative 2019-21 IRMP Supplement Plans

It is planned that 1, 2 and 3 (on the previous pages) are replaced with the following to improve resilience to effectively address new and emerging risk and learning arising from significant local and national events during this current IRMP period. In adopting the following changes MFRS believes it will be able to address demand and risk more effectively, providing a better service to Merseyside communities than would have been provided by the original proposals.

- ***We plan to improve our emergency response and resilience by having up to 30 fire appliances available during the day and night (a combination of wholetime and retained). This is an increase on the 26 proposed in our original 2017-20 IRMP.***
- ***We plan to achieve this increase in the number of fire engines from:***
- ***26 (18 fire engines immediately available 24/7; 6 day crewed fire engines (immediately available during the day and on 30 minute recall at night); and 2 fully wholetime retained fire engines which are available on a 30 minute recall 24/7)***
- ***to 30 by providing 20 appliances immediately available; 6 day crewed fire engines (immediately available during the day and on 30 minute recall at night); 3 fully wholetime retained fire engines which are available on a 30 minute recall 24/7 and 1 Search & Rescue fire appliance.***
- ***In practical terms this will mean that during the day we will have 27 (including Search & Rescue appliance) immediately available fire appliances with a further 3 available within 30 minutes (for resilience purposes).***

Original proposal 4 above will remain, but the date will be extended to 2021

And

- ***21 immediately available fire appliances (including a Search & Rescue appliance) during the night with a further 9 available within 30 minutes (for resilience purposes).***
- ***To achieve this we intend to increase the number of firefighters employed by Merseyside Fire & Rescue Authority from 620 to 642.***
- ***To achieve this we intend to recruit up to 60 new firefighters each year during the life of the plan to maintain the 642 figure.***

- ***This also includes a commitment to maintain fire engines with five firefighters on at key locations (including those where five firefighters are required to operate our National Resilience assets) with other locations operating with four firefighters per fire engine.***
- ***We will also review the location of our specialist appliances to determine what is the most suitable location based on the risk and demand in the area, the appropriateness of the duty system and the capacity of a fire station to house the additional asset.***

An operational crew of four provides for a nationally recognised safe system of work for the UK fire and rescue service, however we intend to maintain a crew of five at around half our fire stations so that we can respond as efficiently and effectively as possible to life risk incidents.

These arrangements will ensure that we are always able to send at least nine firefighters to life risk incidents either by mobilising one fire engine with five firefighters and a second with five or four, or three fire engines with four firefighters on each.

- We plan to increase the number of available fire engines by the introduction of a 'Hybrid' duty system at three locations; Liverpool City, Wallasey and St Helens, this system combines elements of days, nights and retained duties whilst also maintaining immediate cover with at least one 24/7 fire engine.
- Adopting such a model will allow us to provide day, night and retained cover and provide three fire engines at each of the locations above (an increase on what was planned in the 2017-20 IRMP).
- The Hybrid model will deliver immediate and continuous night-time cover at both Liverpool City and Wallasey fire stations.

The Hybrid model duty system will provide the following from each location:

- Two fire engines immediately available during the day between 0830hrs - 2030hrs and a third fire engine providing retained cover on a 30min recall to help deal with particular busy periods, large scale or protracted incidents.
- One fire engine immediately available during the night between 2030hrs – 0830hrs and two fire engines providing retained cover on a 30min recall to help deal with particular busy periods, large scale or protracted incidents.

The graphic below describes the planned change:



In practice, staff will work across all three appliances on a Hybrid duty system undertaking day shifts, night shifts and an equal amount of retained shifts. This equates to approximately 10 day shifts, 5 night shifts and 15 retained shifts per month, where a retained shift either follows a day shift or precedes a night shift, for example:

- 12 hour day shift (0830-2030hrs) followed by a 12 hour retained shift (2030-0830hrs)
- 12 hour retained shift during the day (0830-2030hrs) followed by a night shift (2030-0830hrs)

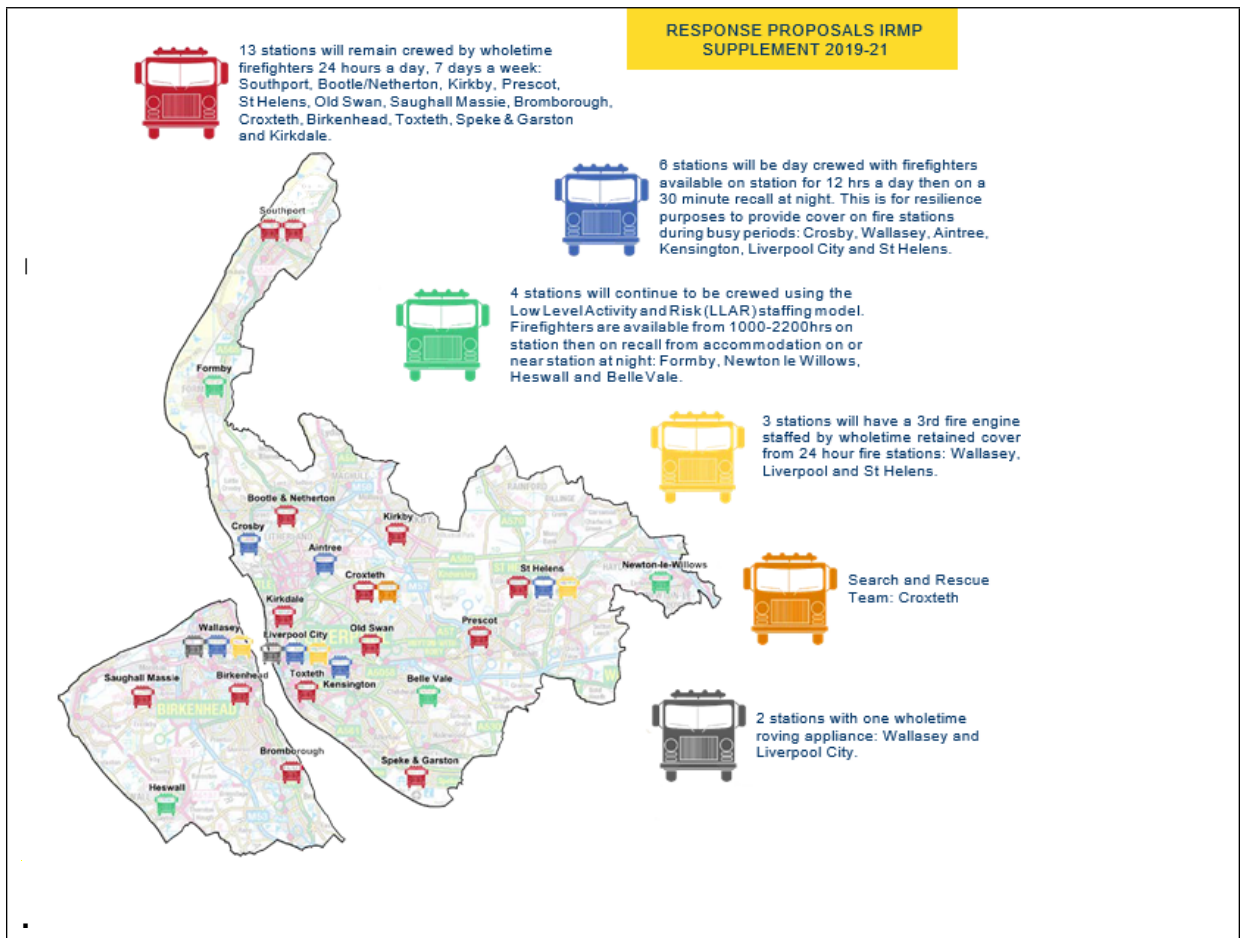
These stations will enhance our response capabilities to terrorist threat, marine and environmental (flood) risk.

The replacement of the original proposals 1-3 with the implementation of three Hybrid stations will increase MFRS appliance numbers from the current 26 to 30

This plan is based on the analysis of risk, demand, vulnerability and performance (further details are available at appendix 1).

To achieve this the Authority will be required to utilise some of its financial reserves to pay off debt. This commitment will free up revenue budget that can be invested in the front line and other priority areas.

The graphic below shows the number and type of fire engines that would be available if the new proposals are adopted:



Original 2017-20 IRMP Proposal

- 6. *Completion of station mergers (closing two stations and building one new station) at three locations - (St Helens, Prescot & Saughall Massie)*

Prescot and Saughall Massie fire stations are open and fully operational and the Fire and Rescue Authority has been granted planning permission for a new station in St Helens (on land off Milverney Way/ Watson Street).

This proposal will remain in the IRMP.

New - 2019-21 IRMP Supplement Plan

We will continue to explore opportunities to improve the efficiency and effectiveness of the Service, including whether the current locations of our fire stations and other buildings allow us to provide the best services and whether there is any scope for further station mergers.

Original 2017-20 IRMP Proposal

- 7. *We propose that when the Emergency Medical Response trial is complete,*

Merseyside Fire and Rescue Authority will introduce EMR to all fire crews across Merseyside during the lifespan of this IRMP.

We are still awaiting the conclusion of negotiations between fire and rescue service national employers' organisations and the Fire Brigades Union. EMR remains a priority for the Service as the previous pilot undertaken evidenced the impact that responding alongside North West Ambulance Service to Cardiac Arrest victims could have with regards to survivability across Merseyside (as was shown during the pilot in 2016/17). It will remain in the IRMP to be reviewed when the outcomes of national negotiations are known.

Operational Preparedness

Original 2017-20 IRMP Proposal

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

Provision of a response to terrorist attack is included in the contracts for new firefighters and initial training input has been delivered.

Further training will be delivered to designated locations. MTF/MTA governance arrangements are now well established at national level with strategic and tactical forums meeting on a quarterly basis. Single service assurance framework has been developed and an on-line self-assessment tool was released in January 2019. The findings from that process will inform the development of a tri-service assurance process to be progressed with multi-agency partners as part of the National Joint Operating Working Group.

Original 2017-20 IRMP Proposal

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

Firefighters who have demonstrated the skills and attributes to become a full USAR technician, have and will continue to be developed to enhance the Service's Search and Rescue capabilities.

Should the alternate proposals be approved MFRS will train staff at designated stations i.e. Wallasey to Swift Water Rescue Technician in order to increase the number of water rescue teams the Service can deploy.

The Service has two Department for Environment Food and Rural Affairs type B boat rescue teams that can respond locally, regionally or nationally to incidents involving wide area flooding.

Original 2017-20 IRMP Proposal

- 11. We are committed to maintaining robust assurance arrangements for the National Resilience capabilities located across the English FRS on behalf of Home Office.*
- 12. We will work with the Home Office to fully embed the principle of devolution of responsibility for National Resilience capabilities to the sector through the Lead Authority arrangement.*

National Resilience is the term used to describe a range of specialist capabilities that are provided and maintained via Government funding, that are available to respond nationally to deal with unusually large or complex emergencies; for example major building collapse. Merseyside Fire & Rescue Service, as the Lead Authority for the delivery of National Resilience manages, assures, coordinates and reports on the deployment of these assets through the National Resilience Assurance Team (NRAT) on behalf of the Government.

MFRS also has the responsibility for the national mobilisation and coordination of National Resilience assets via the National Resilience Fire Control, National Resilience skills acquisition training and National Resilience Long Term Capability Management which provides support, asset refresh and contract management for the maintenance of all National Resilience fleet and equipment.

New work will involve considering how all National Resilience capabilities will be configured and how they may need to be refreshed or replaced by 2024.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

- 13. 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.*

This proposal is linked to the Joint Emergency Services Interoperability Programme which was set up to improve the way the emergency services work together and training is continually kept under review. Our Detection, Identification and Monitoring team (part of our approach to National Resilience) currently trains with the Matrix team and the location of the North West Ambulance Hazardous Area Response Team at Croxteth fire station means that fire and rescue and ambulance service teams work closely together.

Original 2017-20 IRMP Proposal

- 14. We may change how training is delivered in the longer term. We propose to*

work with partner organisations to explore opportunities for efficiencies, driving further collaboration & improving effectiveness.

It has been agreed that a training review should take place and it is expected to begin in early 2019.

A review of how the Service delivers training to all staff has been carried out and recommendations approved by the Strategic Leadership Team which will ensure that the Training and Development Academy infrastructure is both efficient and effective and able to meet the demands of the service.

This proposal will remain in the IRMP.

New - 2019-21 IRMP Supplement Plan

We will explore the feasibility of introducing a drone capability which would be provided on a retained basis by crews operating from a hybrid station.

New - 2019-21 IRMP Supplement Plan

We will explore the use of technology to support the mobilisation of resources to all operational incidents types, using mobile phone capabilities (data/technology) to better inform the mobilisation and dispatch of fire engines and specialist vehicles – e.g. 999Eye (as used by West Midlands FRS).

New - 2019-21 IRMP Supplement Plan

In light of findings from the 2018 fire and rescue service inspection process we intend to consider how best to enhance the information we hold about risks in neighbouring fire and rescue services to assist us when we respond to over the border incidents.

New - 2019-21 IRMP Supplement Plan

In light of findings from the 2018 fire and rescue service inspection process we intend to consider how best to enhance cross border training with neighbouring fire and rescue services to assist us when we respond to over the border incidents.

Community Risk Management

Prevention

Original IRMP 2017-20 Proposal

15. We are in discussion with local Clinical Commissioning Groups & Public Health professionals in relation to the introduction of Safe and Well visits across Merseyside.

The Service's Safe and Well visits have been externally evaluated with the findings utilised to inform future strategy. As such, the Service will be well positioned to deliver any joint commissioning arrangements.

The approach has resulted in 10,486 Safe & Well Visits being delivered to over 65s, raised awareness of the NHS Bowel Cancer Screening Programme to 4,293 people over 60, carried out 3,857 Falls Risk Assessments to over 65s, held 2,532 MECC (making every contact count) conversations with smokers, provided advice about reducing alcohol intake to 2,751 people and taken the blood pressure of 682 people.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

16. Alongside Merseyside Police and our Local Authorities we are exploring the concept of fully integrated early help services, creating shared service Community Safety/Early Help Hubs, which it is envisaged will better co-ordinate resources.

Each of the five local authorities has adopted an approach to Early Help which aims to support the most vulnerable in our communities. Our front line staff can refer into the different local authorities to provide additional support for vulnerable people.

We have embedded officers within the multiagency District Hubs. We are continuing to explore further opportunities to enhance this approach whilst also focusing on community safety fire and rescue service priorities.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

17. With partners:

- We are committed to the building of digitally inclusive community where everyone has access to affordable broadband & devices, has the right skills & confidence to use the internet and the ability to use technology to improve their quality of life & get out of poverty.*

- *We propose to deliver a multi-disciplinary monitoring system, through smart smoke alarms linked to Fire Control to enable vulnerable residents to stay safe.*

We are now working in Wirral in relation to improving the quality of Wirral's housing offer for residents. MFRS' contribution is in identifying opportunities to design and plan the introduction of assistive technology to improve wellbeing and safety to promote independence for residents.

MFRS are also now members of the Knowsley digital inclusion steering group.

This project is developing and future evaluation will assist us with our next steps.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

18. We aim to develop a volunteer cohort to support engagement events, work with other community stakeholders to identify

MFRS began the recruitment of volunteers in early 2017 and our volunteers have supported events and initiatives such as:

- Arson reduction campaigns across Merseyside
- Assisting our staff in the delivery of Home Fire Safety Checks and reassurance campaigns following major incidents
- Water Safety Week
- Community clean up events with key partners in Wirral
- Health and Wellbeing events, promoting our Safe and Well & home fire safety
- High Rise Campaigns across Merseyside following the Grenfell Tower fire in London.

We are enthusiastic about the way this project is developing and look forward to recruiting more volunteers to support our work in the community.

This proposal will remain in the IRMP.

Original Proposal (from the 2017 IRMP review)

18a Marketing and Funding Strategy - MFRS are considering opportunities for further funding and sponsorship from the private sector to support its Youth Engagement programmes. Particularly those related to Early Intervention / Early Help.

We remain committed to this approach and are in the early stages of pursuing external funding. Work will commence on refining the funding strategy in 2019.

This proposal will remain in the IRMP.

Protection

Original 2017-20 IRMP Proposal

19. Towards 2020 we will ensure targeting the right level of Protection expertise to the level of risk by using a wide range of data & intelligence sources.

We implemented a new Risk Based Inspection Programme in July 2018 that uses 13 data sets to help us more accurately target the higher risk premises in Merseyside to ensure that owners and occupiers are complying with their legal responsibilities. This will help us ensure that we can continue to reduce the risk of fire in the future.

In 2019 we will develop a management information application that will help us carry out inspections and record information more efficiently and effectively. This proposal will remain in the IRMP.

There is, however, a national shortage of skilled fire protection officers and increasing demand for fire protection expertise following the Grenfell Tower fire in 2017, so we have worked hard to find ways to increase our expertise, whilst still considering budget constraints.

New - 2019-21 IRMP Supplement Plan

We will increase the number of staff in our Protection team to carry out legislative fire safety work.

We also plan to introduce a non-uniformed role of Fire Engineer to provide technical expertise that will assist us provide expert advice to building owners and developers.

This new plan reflects our additional commitment to Protection and helps to address concerns highlighted by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services in their initial report on fire and rescue service inspection. This will help us improve the way in which we work closely with building owners and occupiers to improve compliance with legislation and take action to deal with non-compliance.

We believe that Protection is key to keeping people safe in public and commercial buildings and we propose to increase the number of staff carrying out Protection work by creating five new uniformed manager roles to help improve the capacity of the Protection team.

Original 2017-20 IRMP Proposal

20. We propose that Business Fire Safety Advisors will complement the work of Protection by further supporting our risk based strategy, developing initiatives

& campaigns to target specific business premises across Merseyside.

Ten Business Fire Safety Advisers have been recruited with some already moving into higher level roles and two unfortunately leaving the Service due to the high demand for their expertise. Further new recruits to this area started work in the autumn of 2018.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

21. Introduction of the Protection Response Team will ensure operational crews are fully prepared to respond safely & effectively to fires with a heightened knowledge of the built environment.

We propose further involvement in planning activities, exercise support & debriefing MFRS & multi-agency exercises.

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

Peak performance inspections (visiting premises when they are operating – e.g. inspecting a night club when it is open) are now fully established, successful and embedded as normal business within the Risk Based Inspection Programme.

A shortage of expertise has meant that we have not yet been able to implement a full Protection Response Team and therefore the provision of training to operational crews on the built environment has been limited. We are working to resolve this issue by considering innovative ways to increase our resources.

This proposal will remain in the IRMP.

Original 2017-20 IRMP Proposal

22. MFRA will develop a Merseyside Better Business for All approach by April 2018 working with local stakeholders. By working together to remove real and perceived barriers to growth by understanding each other's perspective, we can develop our approach, tackle obstructions & find solutions to move forward.

MFRS was a founding member of the Liverpool City Region Better Business for All (BBfA) partnership in 2017. However, the future direction BBfA nationally is uncertain, affected by the Hackitt Review of Building Regulations (after the Grenfell Tower fire).

Linked to this is the Primary Authority Scheme which enables companies to work with a single fire and rescue service for legislative fire safety advice that they can then apply to all of their operations regardless of where they are in the country. MFRS has one Primary Authority in place and another pending.

We will consider our ongoing commitment to Primary Authority partnerships in the light of the previously mentioned challenges in relation to the resources we have available.

Finance

Original IRMP 2017-20 Proposal

23. Financial proposals:

- *Prepare a multi-year financial plan*
- *Set council tax increase in line with the financial plan*
- *Assume 2% pay increase for our staff for 2019/20 and each year thereafter*
- *Look to re-invest £1m in frontline services and increase the number of firefighters from 620 to 642.*
- *Fund the £1m investment from anticipated savings on future debt payments and pension deficit payments.*
- *Deliver the saving plan approved in the 2018/19 financial plan.*

Our five year Medium Term Financial Plan rolls forwards every year and it is updated to deal with any changes.

We will set our council tax at the referendum limit allowed, currently set at just under 3% for 2019/20 and anticipated to be just under 2% in future years.

Employee costs make up approximately 75% of the revenue budget and the financial plan assumes annual pay awards of 2%. Any pay bill increase above the 2% assumption will require compensating saving to be identified.

The approved budget savings remain on track to deliver the efficiencies in management, support services and non-employee costs.

We are now seeking to increase the firefighter establishment from 620 to 642 (full time equivalents) subject to public consultation and we are planning recruitment to ensure we have sufficient resources in the future to balance the firefighters retiring from the Service.

Equality and Diversity

We are committed to equality, diversity and inclusion in relation to our staff and to the services we deliver to our communities. Our Equality and Diversity Objectives remain unchanged from the IRMP 2017-20 but they will be extended to 2021 as part of this supplement. They are:

- Create a strong cohesive organisation that is positive about rising to future challenges we face
- Ensure that people from diverse communities receive equitable services that meet their needs
- Reducing fires and other incidents amongst the vulnerable protected groups
- 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”
- To continue to aspire to achieving excellence, or equivalent, in a Fire and Rescue Service Equality Framework.

We have developed an Equality Impact Assessment on our new plans and built on that during the 12 week consultation period.

During this process we considered 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 also included considering the impact of our plans on our staff and communities.

Consultation

We consulted extensively with the public and other stakeholders when we developed the 2017-20 IRMP and we have reconsidered the outcomes of that consultation as we have written this supplement.

During 2016/17 stakeholders told us that they would:

- prefer us to keep stations open using different duty systems than close stations
- like us to maintain a standard 10 minute response to all Life Risk Incidents across Merseyside rather than have some areas fall outside of that standard
- prefer us to use wholtime (full time) firefighters to protect its communities rather than retained firefighters
- like us to secure a long term solution which protects staff moving forward

- wish us to avoid compulsory redundancy
- want performance against the response standard to be a determining factor when implementing change
- expect us to resource to meet the demands placed on the Service
- expect us to maximise our productivity to protect the public
- like us to keep prevention at the forefront of our work
- support our proposals to respond 'along with' NWAS to Cardiac Arrest incidents
- like to see blue light collaboration not integration
- understand the need to deliver a balanced budget in line with our medium term financial plan.

We consulted on this supplement between 14th March and 6th June 2019.

Previous public consultation indicated that people valued our emergency response; so we have carried out analysis and research to create new proposals that we believe will improve upon what we originally planned.

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.

Our 2019 consultation involved distributing the draft version of this Plan to fire and rescue services, Merseyside councils, Merseyside Police and North West Ambulance Service as well as libraries and one stop shops. An online survey was completed by 82 people and 99 people took part in five consultation forums. In addition we consulted with staff representative bodies.

We found that people were very supportive of our plans and welcomed the reinvestment in front line services. Some respondents also made comments and suggestions that we will consider as we are implementing our plans. Full details of the consultation outcomes are available [here](#) (to be added in design version).

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

Appendix 1

Analysis of risk and demand

The process of preparing the 2019-21 supplement to the IRMP 2017-20 has involved consideration of risk and demand and analysis of alternative options. The IRMP 2017-20 provides details of the key risks in Merseyside as identified in the Merseyside Community Risk Register: <https://merseysideprepared.org.uk/1083.aspx>

Further consideration of those risks has led us to identify the following new areas we need to focus on in the next two years:

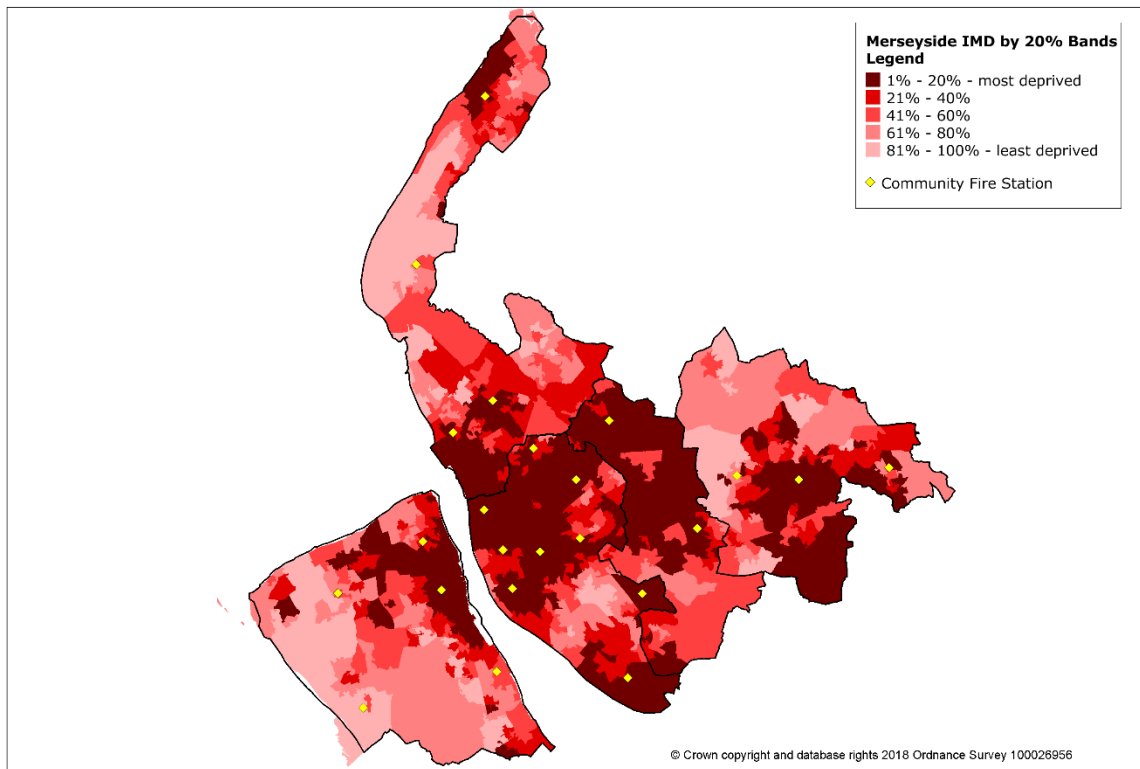
- Dealing with the risk of terrorism; particularly in urban centres
- Dealing with protracted incidents and/or several smaller incidents occurring at the same time
- How best to support neighbouring fire and rescue services during periods of high demand (such as extensive grass fires during the summer months)
Existing arrangements are well established and it is common practice to use the resources of neighbouring services during busy periods. To make these more robust and consistent with emerging risks and FRS demands
- To continue to review operational risk information, including the conversion of existing property risk information into a new electronic format that will capture the same information and more
- Including how MFRS can share cross border risk information with neighbouring FRS's. Resilience Direct is a secure online platform through which risk critical information can be shared with partner agencies during planning and response to incidents
- All Fire and Rescue Services are signed up to the national mutual aid protocol. As such, this affords support and resilience to serious, significant and catastrophic incidents across the UK. Merseyside Fire and Rescue Service as lead authority for National Resilience play a key role in ensuring all such assets are maintained and fit for purpose to support the national arrangements
- Business continuity threats such as cyber-attack, and fuel/power outages.

Other areas of Risk and Demand

Deprivation

We know that the likelihood of having a fire increases as deprivation increases and Merseyside is one of the most deprived areas of the country¹. The map below shows the most and least deprived areas within Merseyside along with the locations of our

community fire stations. As deprivation results in higher demand, it influences where we position our fire engines, so as to mitigate this risk as much as possible.

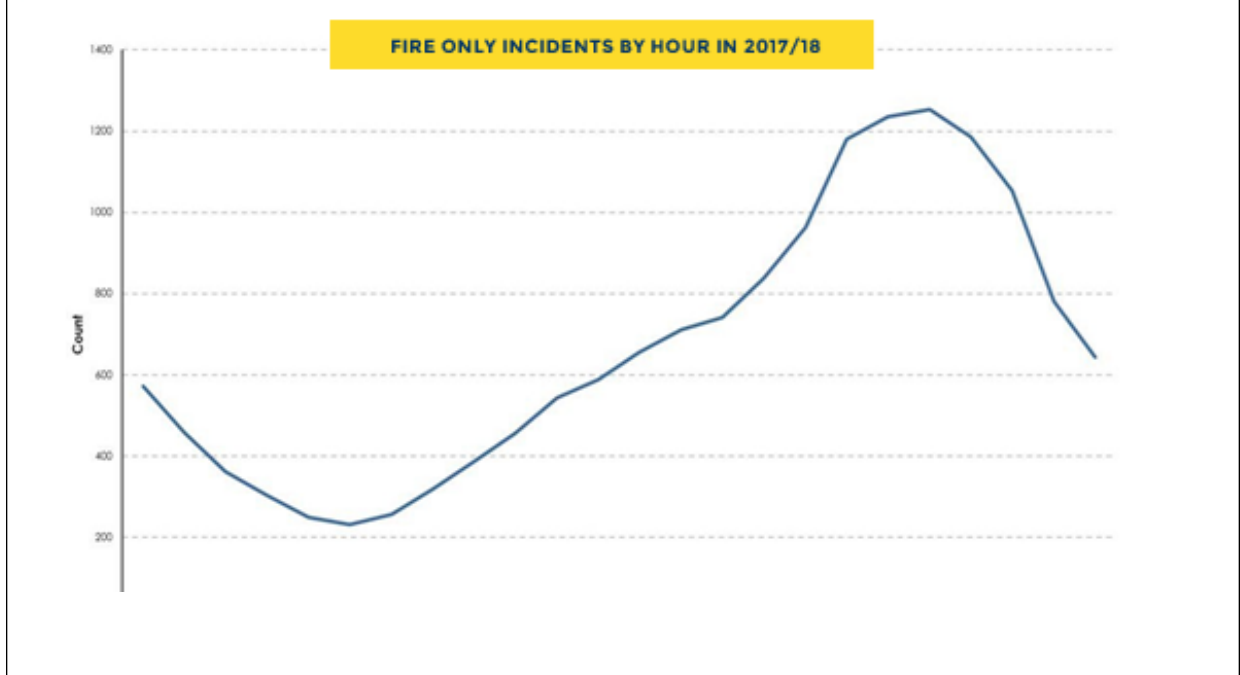
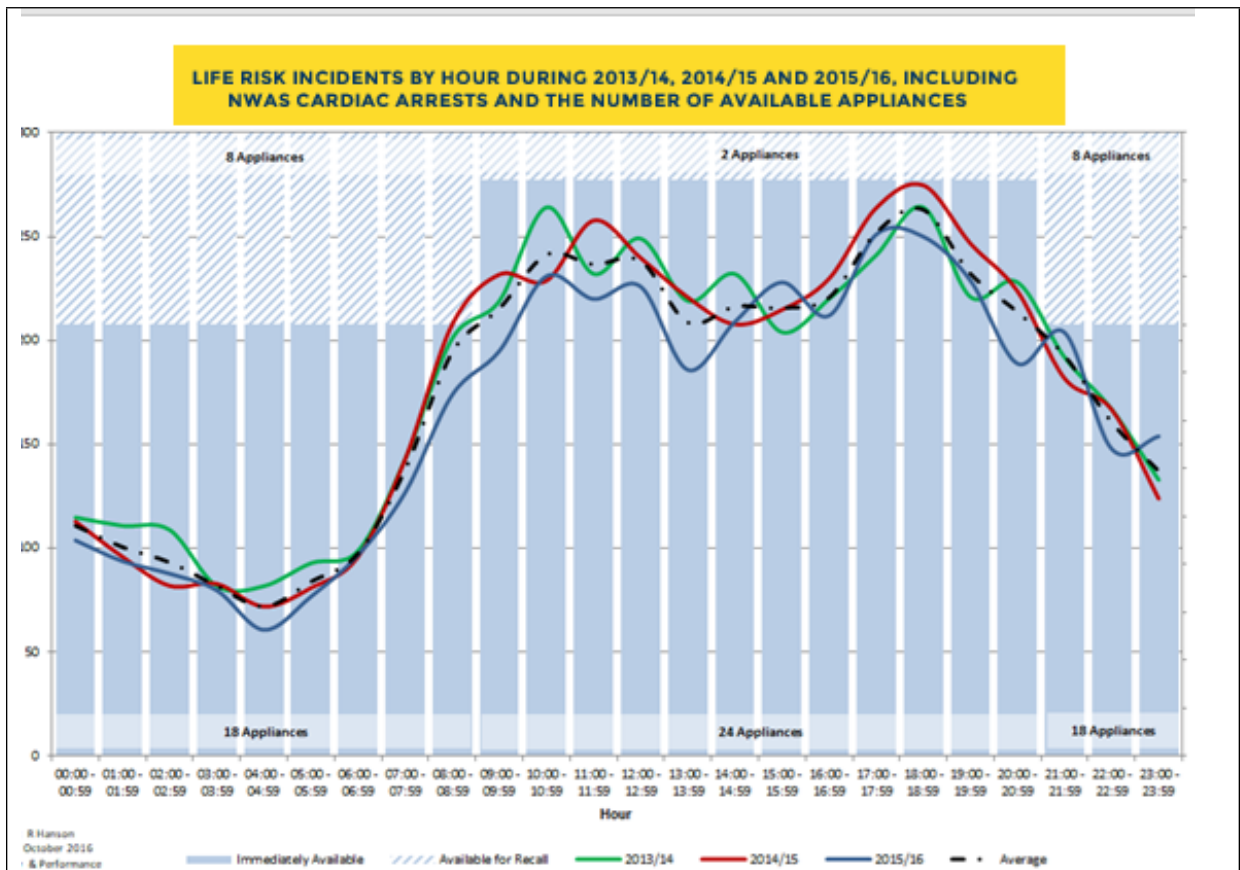


Incident numbers

Although incidents have mainly reduced or stayed at a similar level, we have begun to see numbers creep up over recent years (particularly in deliberate fire incidents and false alarms). We know that more incidents occur during the daytime than at night and that there are areas of Merseyside where demand and risk are higher than others. As such our review has indicated that the public would benefit from us reinvesting in these areas to provide more resilience for times of high or unexpected demand. Because of this we are proposing the changes to our response proposals in our IRMP supplement.

INCIDENT TYPE	2008/ 09	2013/ 14	2016/ 17	2017/ 18	1 YR	% 1 YR CHANGE	5 YR CHANGE	% 5 YR CHANGE	10 YR CHANGE	% 10 YR CHANGE
Accidental fires in the home	1306	1153	993	928	-65	-8.5%	-225	-19.5%	-378	-28.9%
Non-domestic property fire	623	315	324	297	-27	-8.3%	-18	-5.7%	-326	-52.3%
Other property fire	1203	727	670	629	-41	-6.1%	-98	-13.5%	-574	-47.7%
Deliberate vehicle fire	1078	472	617	640	23	3.7%	168	35.6%	-438	-40.6%
Deliberate secondary (small) fire	7897	5141	4158	4221	63	1.5%	-920	-17.9%	-3477	-45.2%
Other secondary (small) fire	643	614	595	602	7	1.2%	-12	-2.0%	-41	-6.4%
Automatic fire alarms (false alarms) - in the home & other	1862	1692	2526	2808	282	11.2%	916	48.4%	946	50.8%
Automatic fire alarms (false alarms) - non-domestic	4203	862	616	596	-20	-3.2%	-266	-30.9%	-3607	-85.8%
False Alarm Good Intent	2294	1429	1694	1881	187	11.0%	452	31.6%	-413	-18.0%
Malicious False Alarm	413	203	195	232	37	19.0%	29	14.3%	-181	-43.8%
Special Service calls	2181	2026	2470	2553	116	4.7%	560	27.6%	405	18.6%
Special Service - road traffic collision	750	514	607	556	-51	-8.4%	42	8.2%	-194	-25.9%
Grand Total	24253	15348	15465	15976	511	3.3%	628	4.1%	-6278	-34.1%

Demand for our emergency services (how many incidents we are called to and when) is also an important consideration. The graph on the next page shows that incidents don't occur in the same numbers during the day and night – so it is most effective and efficient to take this into account when planning how many fire engines we will have on duty at any one time. The first chart on page 47 includes cardiac arrest incidents that MFRS could assist the ambulance service with.

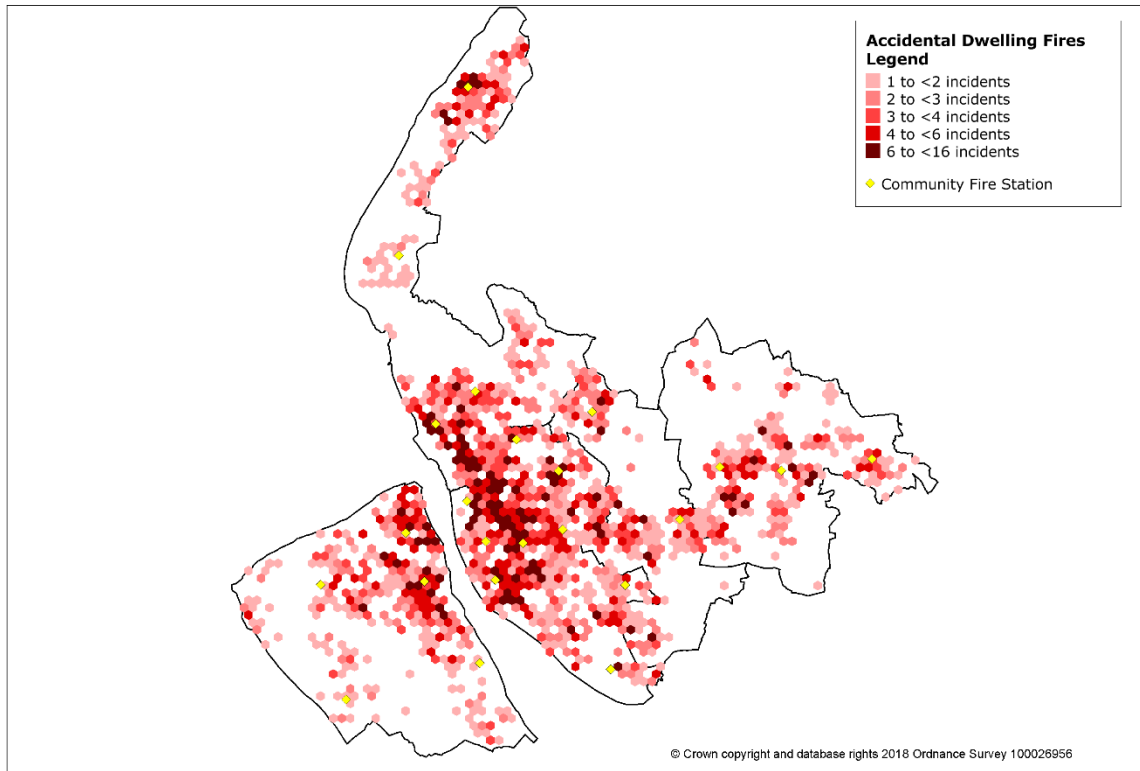


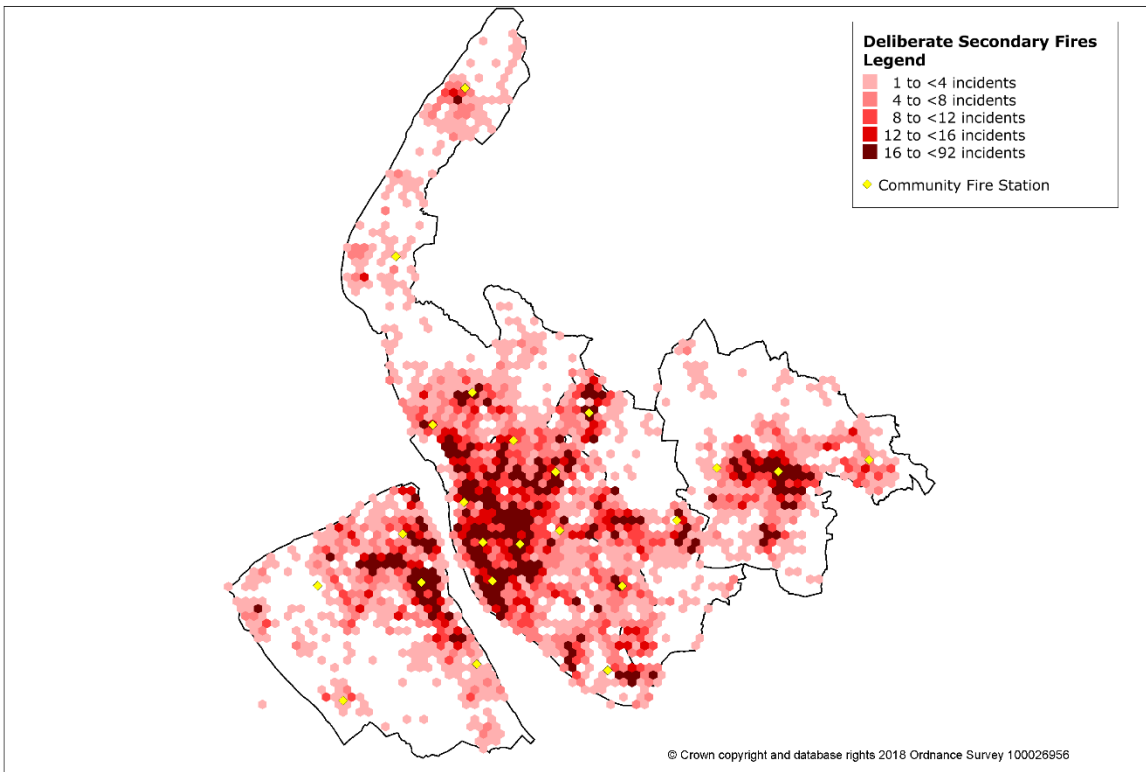
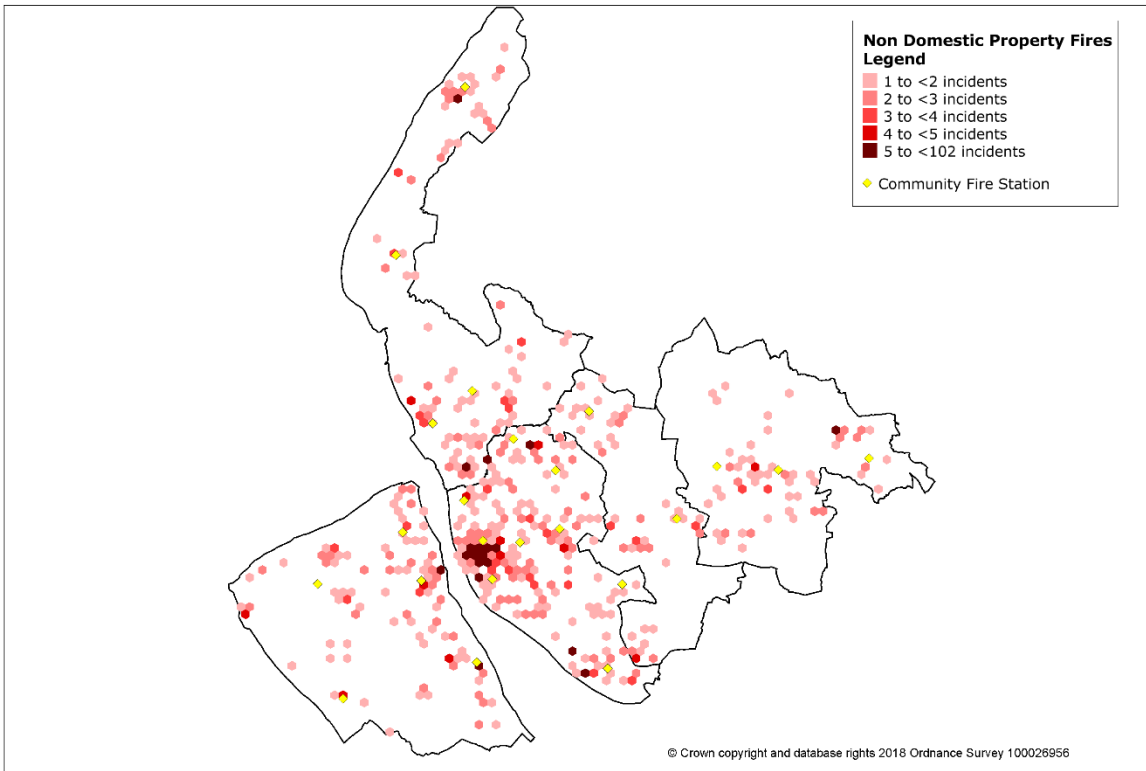
The chart above shows incidents attended by MFRS. Both graphs show that the majority of incidents occur during the day.

Distribution of incidents

The distribution of incidents follows a similar pattern to that of deprivation, with a higher number of incidents occurring in the most deprived areas. The maps below and over the page show the distribution of non-domestic property fires (eg

commercial, industrial and public buildings), secondary fires (typically small fires such as bonfires and grassland – although these can become much larger) and domestic fires (homes). The pattern of these incidents also influences where we position our fire engines.





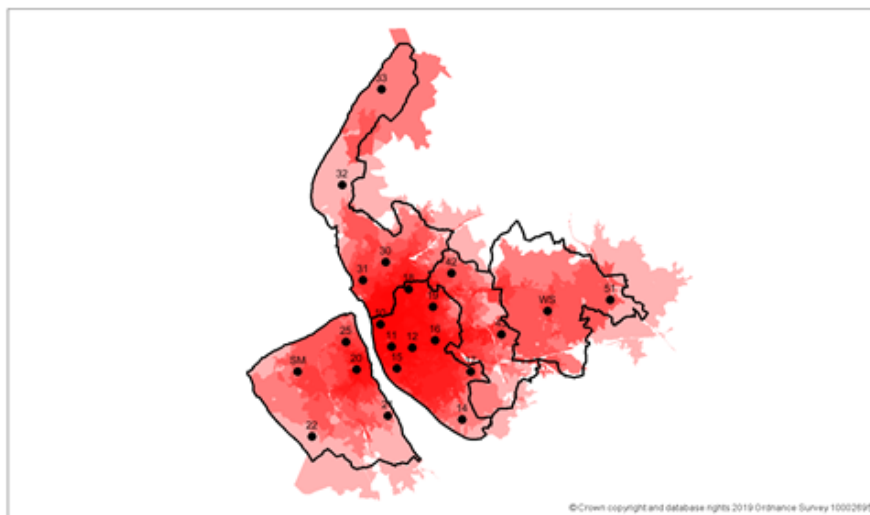
Response Coverage

MFRS have adopted a 10 minute response standard to all life risk incidents in Merseyside on 90% of occasions.

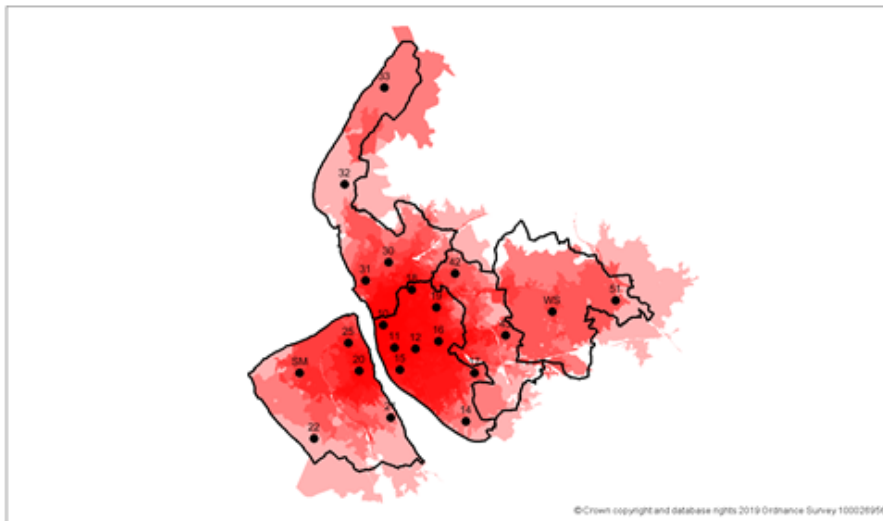
To achieve this we have established 10 Key Stations which means that as long as we have a fire engine available at each one of the ten key fire stations we can respond to the majority of incidents in Merseyside within 10 minutes.

This is a minimum standard of achievement as in reality our average attendance time is much quicker at 5 mins 47 secs (2017/18), from a fire engine being alerted to an incident to booking in attendance at the incident. This is one of the fastest response times in the country

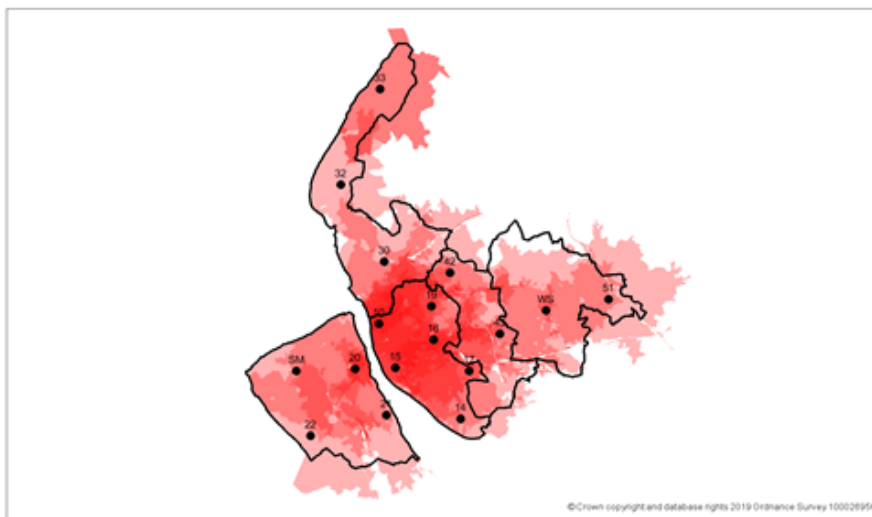
The maps below show the increased coverage provided by the new alternative response options contained within the IRMP supplement compared to the original proposals. This means that we can improve coverage in some of the areas where we have more incidents (the darker the shading, the more coverage provided).



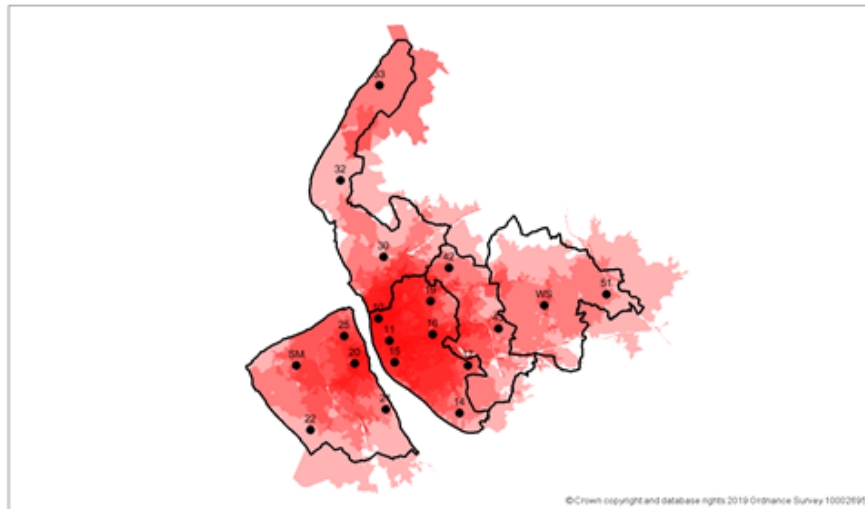
10 Minute Response Isochrones – Day
Response Proposals IRMP 2017/20



10 Minute Response Isochrones – Day
Response Proposals IRMP Supplement 2019/21



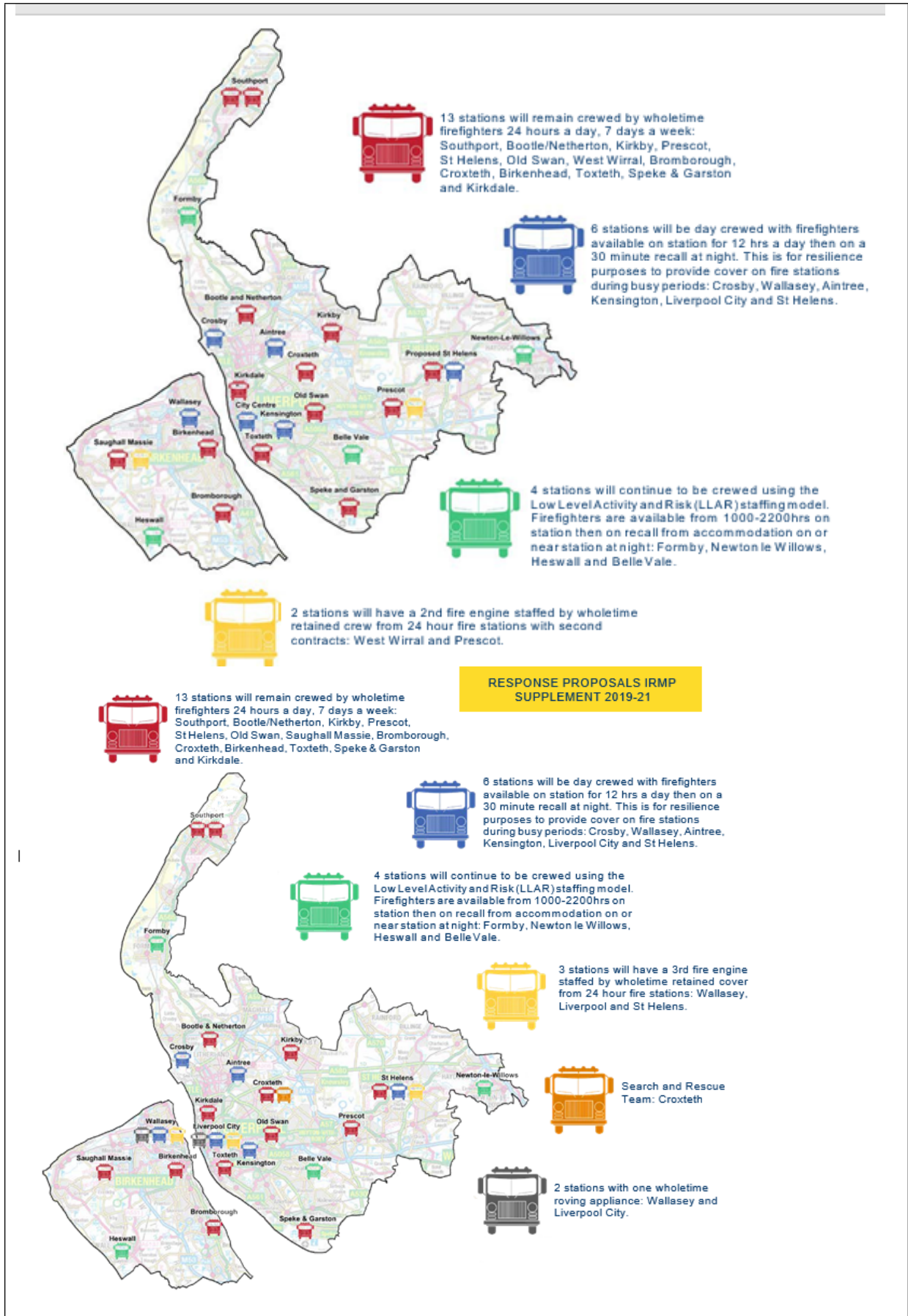
10 Minute Response Isochrones – Night
Response Proposals IRMP 2017/20



10 Minute Response Isochrones – Night
 Response Proposals IRMP Supplement 2019/21

The original proposals compared to the alternative proposals

The maps below show the fire engines that will be available with the new alternative proposal; against those available if we fully implement to original IRMP proposals. Again, the pattern of distribution follows that of the incident and deprivation graphs, with the highest number of resources available in the areas of highest demand and deprivation, where we have more incidents.



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

Diversity: على بنا الاتصال يرجى الصومالية، أو الفرنسية، أو الصينية، أو البنغالية، أو العربية، باللغة نسخة أردت إذا Team, MF&RS Headquarters, Bridle Road, Bootle, Liverpool, L30 4YD والمينيكوم الهاتف كبرى طباعية بحروف أيضًا متوفر 296 0151 الإلكتروني البريد أو 4422 diversityteam@merseyfire.gov.uk.

Bengali

আপনি আরবি, বাংলা একটি কপি চান, চীনা, ফরাসি বা সোমালি করুন যোগাযোগ ডাইভারসিটি দল আমাদের, MF & আরএস সদর, রশ্মি রোড, Bootle, লিভারপুল L30 4YD. টেলিফোন এবং মিনিকম 0151 296 4422 বা ইমেইল diversityteam@merseyfire.gov.uk. বহুতর মুদ্রণ এছাড়াও উপলব্ধ.

Chinese

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French

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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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