# IRMP PLANNING PROCESS GUIDANCE

September 2021

# INTRODUCTION

The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan.
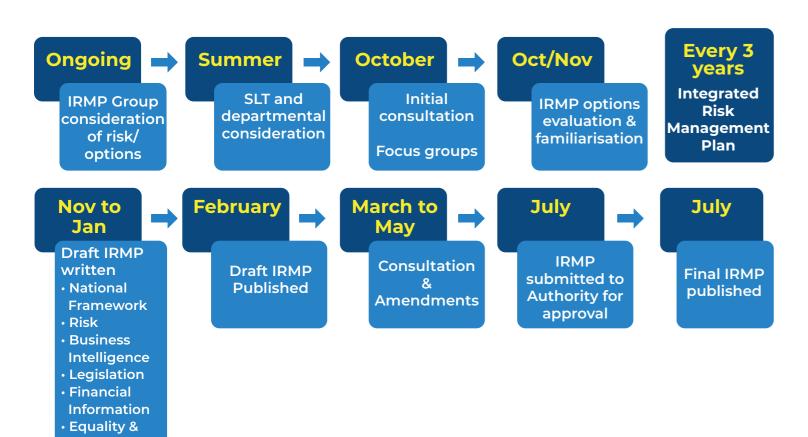
**Our Plan must:**

- Consider what types of fire and rescue related risks could affect Merseyside

- Show how we will work to prevent fires and other types of emergencies and explain how we will respond to incidents that do happen to reduce the impact on Merseyside communities. We will also work with other organisations to do that

- Explain how we will use our firefighters, fire engines, other employees and equipment to reduce risk and respond to emergencies

- Explain how we will ensure we comply with and enforce the law that sets out how businesses and organisation manage fire safety in their buildings

- Last for at least three years and be updated as often as is needed to reassure the public that we are still doing what we need to do

- Show that we have listened to the public and other people and organisations that have an interest in what we do as we write our plan

- Be easy for people to access and be available to everyone.

# BACKGROUND

## THE PLANNING TIMETABLE

**Ongoing**
IRMP Group consideration of risk/ options

→

**Summer**
SLT and departmental consideration

→

**October**
Initial consultation

Focus groups

→

**Oct/Nov**
IRMP options evaluation & familiarisation

**Every 3 years**
Integrated Risk Management Plan

**Nov to Jan**
Draft IRMP written
• National Framework
• Risk
• Business Intelligence
• Legislation
• Financial Information
• Equality & Diversity

→

**February**
Draft IRMP Published

→

**March to May**
Consultation & Amendments

→

**July**
IRMP submitted to Authority for approval

→

**July**
Final IRMP published

This timetable is led by the Director of Strategy and Performance and managed by the IRMP team in that Function. It is overseen by the IRMP Group which is led by the ACFO and includes Response, Prevention, Protection, Preparedness and National Resilience Area Managers and senior staff from Strategy and Performance and People and Organisational Development.

# OUR AIMS AND OBJECTIVES

It is necessary to understand MFRS' over-arching vision and leadership message.  when creating the IRMP and to consider Risk, Demand and Vulnerability in that context. You can see our leadership message on pages 6 and 7.

# PREPARING OUR PLANS

When writing our Integrated Risk Management Plan, we consider the requirements of the National Framework and the national Fire and Rescue Service Community Risk Management Planning Standard. Our approach is broken down into three themes that all make a difference to the safety of **people, buildings and places** in Merseyside:

**RISK** - We identify people, building types and places where there is a likelihood of an emergency incident happening that would have a potentially serious effect on our communities. For example, we work with the people responsible for buildings and locations to help to reduce that risk and we plan and review how we would deal with an emergency if it did occur.

**DEMAND** – We use information about incidents that have happened in the past and analyse how we have responded to them, to better understand what happened and how efficient and effective we have been. For example, this enables us to plan to respond effectively and efficiently to similar emergencies that occur in the future.

**VULNERABILITY** – We use information that we and other organisations collect to identify the types of people who would be most likely to have a fire or other emergency and who would be most likely to suffer harm. This could be because of personal characteristics such as age or illness, or something that might be related to where people live, work or visit such as high levels of deprivation. For example, we use this information to provide services, on our own and with others, to prevent and respond to fires and other emergencies.

Vulnerability can be anywhere on Merseyside so we need resources available everywhere but vulnerability is worse in areas of deprivation of which Merseyside have some of the highest levels.

**RESOURCES** – Like all organisations, MFRA has a set budget to spend on our staff (including our firefighters), our equipment and our services; we receive our money from grants from central government and Council Tax payments. When deciding how to tackle Risk, Demand and Vulnerability we also have to think about how we spend our budget to make sure we have the most positive impact on our communities.

## OUR STORY

There is nothing more tragic to us than loss of life so we will do everything we can to prevent this happening.

Saving lives and keeping our Firefighters safe matters to us.

We are a team of diverse people undertaking different roles but working together to achieve outstanding impact.

We are part of our community - it's where we are from, it's where we have brought up our families. We reflect our area - looking after each other and showing kindness.

Our teams continue to shape our story putting our community at the heart of everything we do.

We have a long and proud history of being bold - a mindset of let's try it- let's do it.

For Merseyside Fire & Rescue Service, good enough is never good enough.

We are our community and we know the part we can play - **our place, our culture and our people** are what make us great.

# WE ARE MERSEYSIDE FIRE & RESCUE SERVICE

**OUR VISION**

**To be the best Fire & Rescue Service in the UK.**
One team, putting its communities first.

**OUR PURPOSE**

**Here to serve. Here to protect. Here to keep you safe.**

**OUR AIMS**

**Protect**
**We protect people from harm,** provide advice, guidance and when absolutely necessary use enforcement to keep the public and our firefighters safe.

**Prevent**
**We are there for you**. We are a visible presence that provides reassurance, support and advice. Alongside our partners, we protect the most vulnerable and reduce inequalities.

**Prepare**
**We will always be the best that we can be** by having highly skilled and trained people who plan for every risk and keep our teams safe and effective.

**Respond**
**We will be there when you need us most,** pulling out all the stops to save lives. Whether we are taking 999 calls, or attending incidents, we keep our communities safe.

**OUR SERVICE**

**We are bold**
Embracing new ideas to build on the confidence and trust the community place in us.

**We are professional**
Always giving our best to be the best we can be.

**We are safe**
Protecting lives and keeping our firefighters safe.

**We are built to help**
Looking after people and looking after each other.

**We are positive**
Recognising how far we have come and being positive about the future.

**We are relentless**
Overcoming barriers to help people feel safe.

**OUR VALUES**

We serve with **Courage**
- By never settling for the status quo
- By being decisive and calm under pressure
- By having determination to see things through
- By being prepared to fail
- By celebrating diversity and being open to new opportunities and challenges
- By setting high standards and not being embarassed for doing so
- By challenging ourselves to be better

We serve with **Integrity**
- By doing the right thing even when it is hard or no one is looking
- By leading by example
- By standing up for what matters
- By being open, honest and fair
- By making decisions based on facts
- By explaining the why
- By being consistent
- By always doing what we say we are going to do

We serve with **Compassion**
- By acting with empathy and kindness
- By actively listening - hearing what is being said
- By going the extra mile to help
- By looking after and supporting each other, noticing what is going on for people
- By recognising each other's contribution
- By creating a sense of belonging
- By embracing and understanding difference

# USE OF DATA AND INTELLIGENCE

We use data and intelligence to examine Risk, Demand and Vulnerability in Merseyside, to determine trends and areas on which we need to focus our attention to address foreseeable risk and deliver high quality services.

## RISK
During preparation of the IRMP the findings of the National Security Risk Assessment (NSRA) and Merseyside Community Risk Register (CRR – link below) by the Local Resilience Forum are adapted and considered to determine the top level risks that impact on MFRA.

https://www.merseysideprepared.org.uk/

**Through this work, in 2020 we identified six high impact incident types that we should focus on in Merseyside: Merseyside**
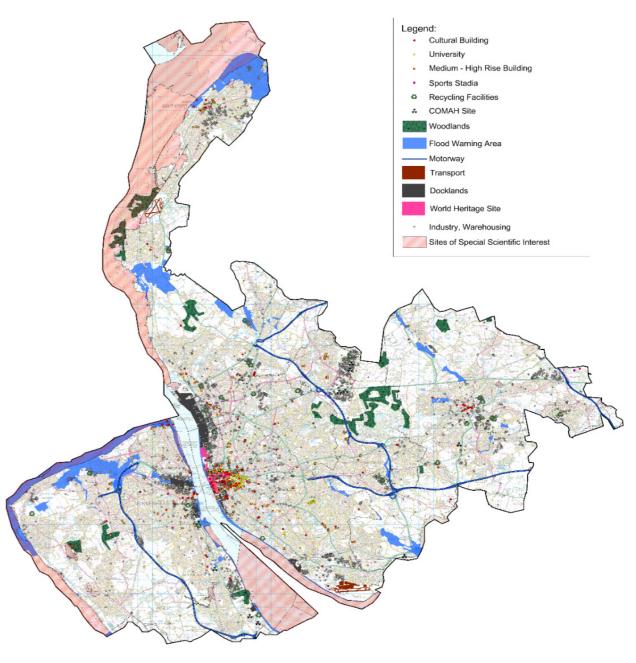
- Terrorist Related Incidents
- Marine Incidents
- Wildfire
- Flooding
- Fires in large buildings (High Rise)
- Fires at recycling and waste processing plants

Plotting these risks on a map of the Merseyside region (Fig. 1) allows us to identify where our risks are and subsequently develop the IRMP to provide resources to meet these risks.

## ACTION 1 - the top level risks and map should be updated for each round of IRMP planning.

Information about these high level risks is used in the planning process to determine where resources should be located to address these risks and what specialisms and training are required to adequately plan for and respond to such incidents.

**Fig. 1 - Map of risks on Merseyside**



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As we drill down into the six Risk themes we use other data sets and intelligence to develop our proposals:

- Terrorist Related Incidents

- Marine Incidents – see Demand

- Wildfire – see Demand

- Flooding – see Demand

- Fires in large buildings (High Rise) – Our risk based inspection programme incorporates a variety of data sets relating to levels of risk

- Fires at recycling and waste processing plants – see Demand and our risk based inspection programme

Also;

- Significant Incident Reports

- Corporate Assurance exercise reports

- National reports (e.g. National Fire Chiefs Council and National Operational Learning, Joint Organisational Learning, regional learning)

**DEMAND**

Knowing where and when emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people.

Knowing how effectively we have responded enhances our knowledge for planning purposes. We use a variety of data and intelligence to explore demand:
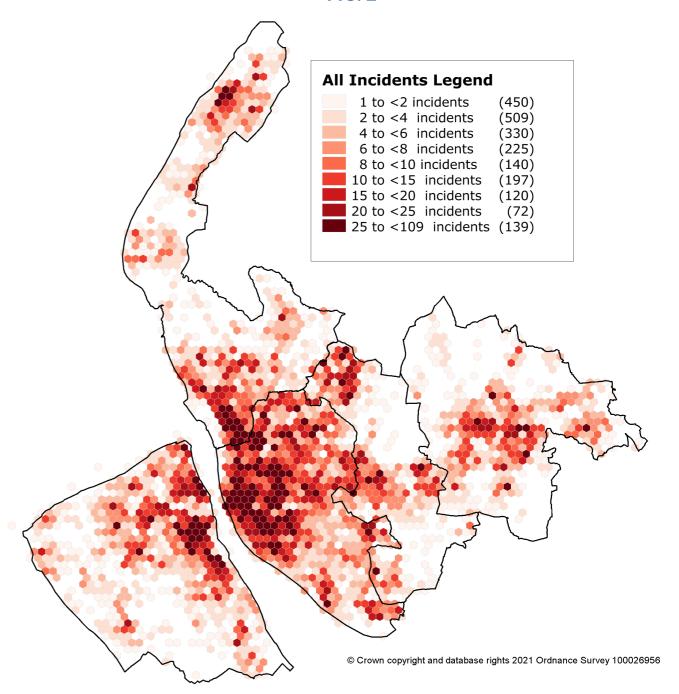
- Key Performance Indicator data

- Ten and five-year incident data

- Incident mapping

- Average response times

- Specific themed reports (e.g. Fatality Report)

- Predictive modelling of journey times and performance (e.g. isocrones and FIRS modelling)

- ONS data

The Business Intelligence Team in Strategy and Performance can provide this data.

**ACTION 2 - the Business Intelligence team updates these demand-based reports and data sets on a regular basis, and the ones above (as a minimum) should be considered as part of the IRMP planning process for Risk and Demand.**

As an example, Fig. 2 below shows all incidents in 2020 and it shows that incidents aren't evenly spread across Merseyside:

**FIG. 2**



**All Incidents Legend**

| | | |
|---|---|---|
| 1 to <2 incidents | (450) |
| 2 to <4 incidents | (509) |
| 4 to <6 incidents | (330) |
| 6 to <8 incidents | (225) |
| 8 to <10 incidents | (140) |
| 10 to <15 incidents | (197) |
| 15 to <20 incidents | (120) |
| 20 to <25 incidents | (72) |
| 25 to <109 incidents | (139) |

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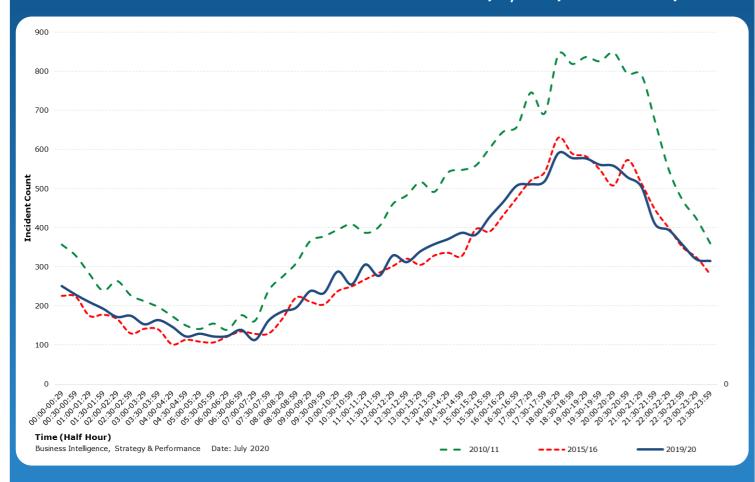
Figs. 3 and 4 are examples that show that demand fluctuates between the day and night, crews are twice a busy during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

## FIG. 3 ALL INCIDENTS: 01/04/2015 - 31/03/2020

|  | Day | Night |
|---|---|---|
| **Count** | 48,879 | 28,409 |
| **Proportion** | 63.24% | 36.76% |

## FIG. 4 INCIDENTS BY HALF HOUR DURING 2010/11, 2015/16 AND 2019/20



Business Intelligence, Strategy & Performance    Date: July 2020

**VULNERABILITY**

We need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies. We use the following information to help create our IRMP:

Over 65's data from the NHS that we use to plan our targeting of prevention services at this most vulnerable group of people. This is updated each year once we have received the data from NHS.
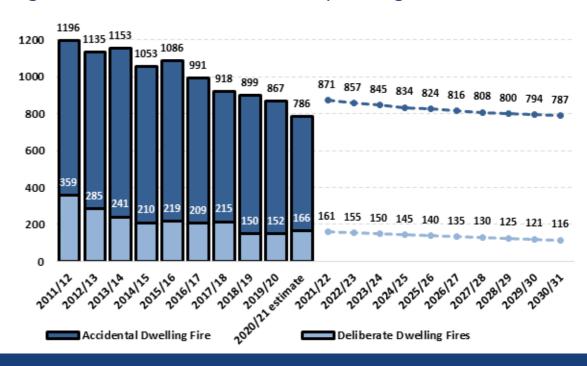
- Annual and 15-year fatal fire reports
- Deprivation data and mapping
- Key Performance Indicator data
- Ten and five-year incident data
- Knowing our Communities data
- ONS data

**ACTION 3 - the Business Intelligence team updates these reports and data sets on a regular basis, and the vulnerability-based ones above (as a minimum) should be considered as part of the IRMP planning process.**

We also consider the outcomes of Partner reports on health, diversity and vulnerability.

**ACTION 4 - practitioners and IRMP planning staff should review partner reports and feed findings back into the planning process through the IRMP group.**

As an example, Fig. 5 shows how we use incident data to project the rate of dwelling fire incidents into the future for planning future interventions.

# EXTERNAL REVIEW/REPORTS

From time to time we will commission external reports from private companies (e.g. Risktec, Internal Audit or academic institutions e.g. Liverpool John Moores University). Any findings from these will be considered by practitioners and the IRMP group as it considers the future IRMP.

Local strategic plans published by partner organisations can impact on Risk, Demand and Vulnerability and should be reviewed regularly. For example, new housing or other infrastructure can change the way we deliver our services.

**ACTION 5 - consider the findings of any commissioned reports or partner's plans when developing themes and draft proposals for the IRMP.**

# CONSIDERATION OF PRIORITIES

The IRMP group will consider the data and intelligence referred to above during the initial phases of the planning timetable to determine broad themes that the Authority may need to focus on to meet any increases or changes in Risk, Demand and Vulnerability. These will be developed more by working with departmental practitioners and specialists. During this period, the IRMP Group together and in their respective Functions should carry out [1]PESTEL and SWOT analyses using the data and intelligence they have been considering. This should be done in the context of existing strategies and policies

These initial themes are then considered by Strategic Leadership Team in the late Summer of the planning year, and the Authority, key managers and representative bodies in the early Autumn to develop IRMP priorities to be considered during engagement with the public.

It is important to consider equality of access at this point and there is useful NFCC guidance that can assist. Draft Equality, Diversity and Inclusion objectives are reviewed/developed at this stage to ensure our approach to ED&I is consistent with our IRMP and vice versa.

After the work above has been concluded, consideration should be given to the resources available to the Service, the Medium Term Financial Plan, the People Plan and Asset Management Plans need to sign with the IRMP.

**ACTION 6 - ensure IRMP priorities and ED&I objectives are developed using data and intelligence by early Autumn to allow public engagement to take place.**

[1] Political, Economic, Social, Technological, Environmental, Legal (PESTEL), Strengths, Weaknesses, Opportunities and Threats (SWOT)

# PUBLIC ENGAGEMENT

We speak and listen to the public about our plans before we write our IRMP, and we do this again before we publish the final Plan.

Listening to the people involved in our consultation and engagement events helps us understand what they expect of us and this helps us decide which proposals to include in the IRMP.

We speak to the public at an early stage of writing our plan through five IRMP forums held in each of the Merseyside council areas. The forums are externally facilitated and each involve up to 25 people. A number are randomly picked in a way that ensures diversity and we also include some participants who have been involved previously. At these events we explore broad themes that might be included in the IRMP to gauge public opinion.

**ACTION 7 - carry out public engagement at least four months before the Budget Authority meeting approves the draft IRMP in February [see SI 0081 Consultation and Engagement Framework.**

# METHODOLOGY/EVALUATION

A number of methods are used to assess the viability and suitability of the priorities that emerge from the early stages of developing the IRMP. These include:

- Response Methodology including response modelling with the FIRS software
- Evaluation of alternative duty systems and/or other changes to response
- Performance Indicator target setting methodology
- Diversity data (Public Sector Equality Duty report)
- Protection Risk Based Inspection methodology
- Assessment in relation to our Financial Plans (e.g. Medium Term Financial Plan) – are the priorities affordable?
- Assessment in relation to our People Plan – do the IRMP priorities fit with our priorities for People?
- Equality Impact Assessment – do the priorities have any disproportionate impact on people with Protected Characteristics (positive and negative)?

**ACTION 8 - carry out methodology processes and evaluation to determine suitability of proposals for the draft IRMP.**

# PREPARING THE DRAFT IRMP

The draft IRMP written in Plain English (to make it accessible) is prepared using the agreed template (currently IRMP 2021/24). It is then approved by Strategic Leadership Team before submission to the Budget Authority meeting in February.

**ACTION 9 - prepare a draft IRMP in Word format for SLT and Authority. Produce a designed version after SLT approval has been given.**

# CONSULTATION

Once the draft IRMP has been approved goes out to consultation for 12 weeks. At that point we:

- Send the draft IRMP to all Chief Fire Officers, Merseyside MPS, local councils, the Chief Constable and head of NWAS
- Bring together between 25 and 30 people from all over Merseyside into one consultation forum to consider the specific proposals
- Launch an online survey on our website
- Consult with each of the representative bodies at the beginning and end of the consultation process
- Brief staff using a variety of methods (e.g. PO Talks) and encourage them to comment
- Promote the consultation on social media and encourage the public to comment.

**ACTION 10 - carry out 12-weeks public consultation (see SI0881 for details)**

# ACTION PLANNING AND PERFORMANCE MONITORING

During the consultation process, a draft action plan is produced and considered by the IRMP group to ensure that the Service understands how the actions will be delivered over the three-year life of the IRMP.

**ACTION 11 - once the draft IRMP has been approved develop a draft action plan.**

# FINALISING THE IRMP

Following consultation, all the responses are considered, changes made where appropriate and the final IRMP produced for consideration by the Strategic Leadership Team before it is submitted to the Authority in early July. Once approved by the Authority it is published as a final designed version on the website and the action plan is also finalised.

**ACTION 12a - prepare a final IRMP in Word format for SLT and Authority. Produce a designed version after SLT approval has been given.**

**ACTION 12b - once the final IRMP has been approved develop a final action plan and approve with SLT. These actions should be included in Functional Plans.**

# MONITORING AND EVALUATION

IRMP actions are monitored and managed in detail at the respective Strategic Board and the IRMP Group provides general oversight to ensure the overall IRMP is recorded and on track.

Evaluation should take place to determine the success of each action. This can be carried out using a template developed by the Business Intelligence Team or by externally commissioned providers.

**ACTION 13 - ensure that the IRMP action plan is included on the agenda for IRMP group meetings and that evaluation is considered throughout the process.**

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