Integrated Risk Management Plan 2016 – 2020

Supporting Information

Corporate Support



PREVENTING PROTECTING RESPONDING

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Introduction

Roughly every three years the government produces and updates a <u>Fire and Rescue National</u> <u>Framework</u> which sets out what it expects from fire and rescue authorities (FRAs). Part of this framework requires that we produce an Integrated Risk Management Plan (IRMP) that considers all the fire and rescue related dangers that could affect our communities. Among other requirements, the IRMP must be publicly available, reflect consultation with stakeholders, cover a three year time period and demonstrate the most up to date risk analysis.

For the purposes of the National Framework, our Corporate Plan also serves as our IRMP; by summarising how, through planning, we consider all the fire and rescue related dangers that could affect our communities and how we aim to tackle them. For brevity, we make reference within it to other documents which collectively form our overall approach to integrated risk management planning.

This document summarises the most up-to-date methods and outputs of our risk modelling. And will be refreshed every year in line with our risk modelling policy and procedure.

Our Legal Responsibilities

The primary duties of the Fire and Rescue Authority are contained in The Fire and Rescue Services Act 2004. They require the provision, training and equipping of the Service to undertake:

- Fire fighting
- Protection of people and property from fire
- Fire safety promotion
- Road traffic collision rescues
- Other emergency responses to civil emergencies

The Authority also plays a major role in wider civil protection and resilience arrangements and ensuring there is an integrated approach to handling larger civil emergencies. The Civil Contingencies Act 2004 defines the roles and responsibilities of the Fire and Rescue Authority in this regard, alongside those of other regional public bodies, including: police, ambulance, local authorities and some private sector organisations; for example, utility companies.

The Authority is also responsible for:

- Ensuring that buildings remain safe from fire by enforcing the Regulatory Reform (Fire Safety) Order 2005.
- The safe operation of petrol stations through the Petroleum (Consolidation) Act 1928.
 Licensing the storage of explosives (including fireworks) through the Manufacture and Storage of Explosives Regulations 2005.
- The production and testing of 'off site' COMAH plans through the Control of Major Accident Hazards Regulations 1999 (amended 2005).
- Working with local partners to ensure preparedness for radiation and pipeline incidents (Radiation Emergency Preparedness and Public Information) Regulations 2001 & Pipeline Safety Regulations 1996).

In addition to these statutory obligations, the Authority is also required to have due regard to the Fire and Rescue National Framework for England which sets out the Government's priorities and objectives for fire and rescue authorities. The priorities within the latest, 2012 National Framework include:

- Identifying and assessing the full range of foreseeable fire and rescue related risks within Greater Manchester (GM) and making provision for prevention and protection activities and to respond to incidents appropriately.
- Working in partnership with communities and a wide range of partners locally and nationally to deliver the Service.
- Being accountable to communities for the Service we provide.

Whilst providing the capacity to respond to foreseeable fire and fire related incidents across our region is a statutory requirement and to many, the core purpose of a Fire and Rescue Service, the role of the Service is much broader than simply putting out fires.

Responding to emergencies is self-evidently a reactive activity and although the Service must be able to provide this response extremely well, we also endeavour to do everything within our span of control to target our resources in preventing the need for a response in the first instance. Understanding risk is crucial to achieving this.

Our <u>Prevention</u>, <u>Protection and Operational Response Strategies</u> provide further detail about how the risks we face are changing and how the Service is developing its approaches not only to ensure we have appropriate resources available to respond to incidents, but also, as far as possible, prevent them from occurring at all.

Integrated Risk Management

Integrated risk management can be said to focus on hazard risks to communities, these are risk events that can only result in negative outcomes, and include events such as fires causing death, injury and damage, road traffic accidents, flooding and other adverse weather events, the release of hazardous materials affecting people and the environment, and even terrorist attacks.

GMFRS combines corporate and integrated risk management to ensure we deliver our core purpose in the most effective way, and whilst integrated risk management largely determines the Service's corporate aims, corporate risk management supports their achievement.

Integrated risk management is supported by the use of risk modelling, which is discussed in the following sections.

Integrated Risk Assessment Overview

Risk assessments are based on the best available evidence and take account of previous incident trends. GMFRS's corporate plan follows the completion of four main stages:

- Stage 1 Identifying Risks
- Stage 2 Calculating Risk Levels
- Stage 3 Modelling Considerations
- Stage 4 Implementation Processes

Figure 1 provides an overview of the various stages of this process.



Figure 1: Overview of stages of risk modelling / corporate process

Stage 1 - Identifying Risks

Base Risks

We assess the risks to both life and property for which we have statutory responsibility. These statutory risks are defined by the Fire and Rescue Service Act 2004.

Analysis of the incidents we have statutory responsibility for helps us to identify our predominant or most commonly occurring risks.

These risks can readily be identified by a review of historical incidents in Greater Manchester.

We conduct analysis based on the previous three-years of incident data, pertaining to life threatening (or potentially life threatening) fires. This data has been separated into fires in dwellings and fires in commercial and public buildings. Additionally, in order to predict the likelihood of future occurrences of these fires, we have also used IMD. This is a social and economic measure that demonstrates the strongest link to the likely incidence of fire (and consequent injury). Figure 2 illustrates the data components that form part of the base risk model. The process of how these risks are combined is discussed further in Stage 2.



Figure 2: Base risk model components

Other Risks in Greater Manchester

Public and Commercial Buildings

In general, public and commercial buildings such as hospitals, care homes, hotels, schools, offices, shops and workplaces are the places where large numbers of people are at risk. The rates of fires, injuries and fatalities in these buildings is relatively low as employers and owners are required to comply with fire safety legislation and premises are subject to a risk-based audit and inspection programme. The map in Figure 3 illustrates the number of commercial building fires which have occurred in Greater Manchester between 1st April 2012 and 31st March 2015.





Deprivation

The Index of Multiple Deprivation is a widely used indicator for targeted government and other grant funding. IMD2015 provides a single overview indicator of how all areas in England compare in terms of levels of deprivation and is built from 38 separate indicators across seven domains: Income, Employment, Health and Disability, Education Skills and Training, Barriers to Housing and Other Services, Crime and Living Environment.

One limitation of IMD is that it is only updated every three years; however it is the only robust dataset highlighting deprivation for England. The average IMD score for Greater Manchester is 28.7 compared to the national average of 20.2.

Figure 4: Index of Multiple Deprivation 2015 scores



Heritage

Greater Manchester has a cultural heritage. Part of this history is preserved in the listed buildings that are situated within the county, these are categorised as grade I, grade II or grade II*. Grade I listed buildings are defined as those of exceptional national interest, grade II* are particularly important buildings of more than special interest and grade II are of special interest.

Information on all of these properties is collected locally through a programme of visits for use in protecting the building in the event of a fire.

Figure 5: Heritage Sites in Greater Manchester



Climate Change

The impact of climate change is already affecting people's lives. The potential for hotter and drier summers increases the risk of outdoor fires including moorland wildfires, whilst the likelihood is that winters will be wetter and the number of flooding events will increase.

To address these concerns, GMFRS is working in close partnership with the Environment Agency, Local Authorities and the City Region Environment Commission, as well as the Resilience Forum, to ensure we can respond to the impacts of climate change across Greater Manchester.

Water Incidents

Since 2000 we have had resources at our disposal to deal with a range of water related emergencies. We continue to prepare for water rescue scenarios as core business and provide an emergency rescue response for many water related emergencies. We aim to get appropriately trained and equipped personnel to the scene of water incidents as quickly as possible to assist those in danger. Figure 6 shows the location of water related incidents between April 2012 and March 2015.



Special Service Risk

We attend a wide range of special services incidents, the major component being road traffic collisions (RTCs) where our expertise is required to free trapped casualties from vehicles. Other special service calls include extrications from collapsed buildings or from machinery, water rescues, rescues from heights and lift rescues.

With a high population density and extensive road network we can expect a significant number of road traffic incidents in a relatively small area. The map in Figure 7 highlights the areas which are particularly problematic for GMFRS. We have undertaken partnership work with other agencies over recent years with the aim of reducing the number and severity of road traffic incidents.

Road traffic collisions represent the main life risk (and workload) among the special service incidents. The risk to life from other special service incidents is relatively low in comparison; we maintain trained personnel and special response units to deal with these emergencies when they arise.



Figure 7: RTC Hotspot Map

Major Incidents

Major incidents are defined as those incidents which require a very large response, often from more than one emergency service. Incidents with a larger than normal response are highlighted in Figure 8. In Greater Manchester, incidents of this type may include:

- Fire in a large Commercial or multiple occupied domestic buildings
- Major road collision involving multiple vehicles
- Major rail derailment or collision
- Large aircraft incident
- Major hazardous chemical leak
- Terrorist incident
- Large scale flooding resulting in risk to life

Figure 8: Map showing incidents with a 4+ pump response



Stage 2 - Estimating Risk Levels

Base Risk Model

Base risk model component data (as listed in the previous section) is assigned to a Lower Super Output Area (LSOA) which denotes the geographical location. LSOAs each contain approximately the same number of households (in Greater Manchester an average of 700 households) and have been selected as a suitable level of geography as they also contain a sufficient number of incidents to allow for robust analysis and risk grading.

Within these areas we can identify pockets of 'at risk' communities, and subsequently target resources. Furthermore, this level of geography is also compatible with IMD. During this stage we assess the frequency of incidents and their magnitude in terms of the number of resulting casualties.

The data for each LSOA is combined using a formula which produces a final risk score.



Once the data inputs have been combined, the total risk score for each LSOA is then banded into one of four categories. These categories have been fixed since 2012/13 so the change in risk can be identified.

Table 1: Risk categories

Risk Score	Risk Grading
59+	Risk Category 1
48 - 58	Risk Category 2
21 - 39	Risk Category 3
20 and Below	Risk Category 4

The risk model is updated on a yearly basis. Figures 9 and 10 depict the level of risk in Greater Manchester during 2015/16 and 2016/17, and illustrate the change in risk from one year to the next.



Figure 9: 2015/16 Base Risk Model

Figure 10: 2016/17 Base Risk Model



Other Risks

As previously mentioned, the risk model largely takes into consideration the risk to human life resulting from dwelling and commercial building fires. This is reflective of the high proportion of calls for service that we receive and the primacy of assessing life risk incidents.

The base risk model described above doesn't include some 'common' incident types, such as road traffic collisions (RTCs), special service calls and secondary fires. Instead, we undertake specific risk modelling using historical incident data and specialist software to determine areas of higher risk for each incident type. As a result this ensures our prevention, protection and response activities are appropriately allocated / resourced.

However data from all incidents and mobilisations are incorporated into the third stage of modelling scenarios.

Stage 3 - Modelling Considerations

Using all the data and information listed above, the third stage of creating the corporate plan involves using Workload Modelling software to test scenarios which reflect proposed changes to resources, due to changes in funding.

An initial base scenario is created in the software which reflects the current situation. New scenarios can then be created to reflect any changes i.e. removal or re-location of resources etc.

The modelling software re-creates three years' worth of incidents and uses a parameter based system to mobilise. These parameters include station locations and resources from the scenario, the road network and the pre-determined attendance for each incident type. The parameters in the model seek to make the model as close to reality as a computer can simulate.

Using the incident data and parameters, the modelling software will mobilise the closest available resources to the incident (Figure 12). This is repeated for all incidents in the dataset.

The results provided are similar to actual mobilisation data with timestamps for all the required response phases. The scenarios are then compared against the base scenario to determine the best plan for the future.



Figure 11: Basic modelling flow diagram

Figure 12: Flow diagram of modelling process



This process is repeated for all incidents

Stage 4 – Implementation Processes and Deploying Resources

Ultimately Stage 3 produces a plan of resources for the next three/four year period. The final stage relates to implementation of prevention, protection and response resources given the current situation.

The following key principles are taken into consideration when determining the best option:

- Preventing an incident is the first option. We will determine community safety priorities including community fire safety work delivered by our own staff and in partnership with other agencies.
- Protecting people through better fire detection and means of escape is the second option. This may be achieved by inspection and enforcement of fire safety legislation applied to commercial and public buildings as well as advice to owners.
- Response remains an element of our risk model. A proportionate emergency response standard will be determined in relation to the other risk control measures we will employ.

Deploying Resources to Prevent Emergency Incidents

GMFRS has a statutory responsibility to promote fire safety in Greater Manchester. The Service uses historic fire data and other variables to determine where its specialist community safety advisers (CSAs) are best placed across the County. Building upon the base risk model, individual households are targeted using the following methods:

- The use of Mosaic classification data to determine an individual household risk. This is then combined with the base risk model and Exeter data to produce a list of people who GMFRS deem to be at the highest risk of fire.
- Responding to requests from the public for household fire safety advice by appropriate means
- Responding to requests for support where children have developed or are at risk of developing fire setting behaviour

- Referrals from other agencies who we work with who identify households at greater risk on our behalf
- Returning to households where we have responded to a fire. A significant number of households that experience a fire are likely to experience another
- Visiting households in the area of a recent house fire where concerns may be heightened and people may be more responsive to safety advice
- Visiting households in areas where we are unable to meet our response times and mitigating the risk of incidents through fire safety advice
- Responding to households where there is a specific threat made against the occupants involving fire

The specialist community safety staff supplement the work of fire fighters who complete the bulk of the safe and well checks across Greater Manchester every year whilst always remaining available to attend emergencies. The same fire fighters visit schools and other groups throughout the year providing fire safety advice and education and doing all they can to reduce fire crime and disorder.

Deploying Resources to Protect Against Emergency Incidents

GMFRS is committed to reducing regulatory burdens and supporting compliant business growth through the development of an open and constructive relationship between our Protection teams and those we regulate. To achieve this our teams work in accordance with the Regulators' Code which provides a flexible, principles based framework for regulatory delivery that supports and enables us to design our service and enforcement policies in a manner that best suits the needs of our businesses community.

Our teams are structured in accordance with the Competency Framework. This approach allows us to provide a common and consistent approach to supporting business and reduce regulatory burden.

Disposition of Safety Enforcement Staff

In accordance with the Regulators Code, our teams are embedded within Local Authority Partnerships and in some cases, co-located within their premises. This allows us to undertake joint inspections with other regulatory functions to reduce the burden on our business community. Having deployed these specialist Fire Protection Teams into the areas described, individual premises are targeted using the following methods:

- When visiting premises (new and existing) using a risk profiling procedure developed through the Chief Fire Officer's Association (CFOA) designed assess the level of 'relative life risk' and the level of legal compliance of individual premises. The outcomes from the risk profiling informs an audit and inspection plan built over many years
- Reference to a database of regulated premises which holds risk information on premises previously inspected
- Referrals from other agencies such as the Care Quality Commission, Local Authority Building Control departments or Greater Manchester Police
- Returning to premises where we have responded to a fire. A significant number of premises that experience a fire are likely to experience another
- Responding to complaints about fire safety standards in buildings
- Campaign initiatives or themed inspections of particular building types or uses where serious incidents have occurred elsewhere in the same building type or use.
- Sample inspections of buildings for which there are few or no records in our fire safety database

Fire fighters also visit a significant number of non-domestic premises every year to inspect basic fire safety arrangements and identify any particular hazards associated with the building whilst always remaining available to attend emergencies.

Deploying Resources to Respond to Emergency Incidents

The aim of emergency response risk modelling is to determine an appropriate level of resources within geographical areas based on our assessment of risk. This mainly occurs during the modelling process described in Stage 3 and looks at:

- The most appropriate location of fire stations.
- The most appropriate location of emergency response vehicles. Strategic reserve fire appliances can be crewed up at periods of high activity; likewise, as fire appliances are deployed to emergencies other fire appliances are moved into vacated areas to maintain an even cover across the County.
- The most appropriate type of vehicles and equipment. As risks change and as new technology emerges, GMFRS continually researches and reviews to maintain the best service possible

• The most appropriate level of crew numbers. All tasks completed at recognised incident types are analysed to ensure that sufficient resources are made available to deal with each incident type.

The maps in Appendix 1 show a breakdown, by borough, of the LSOA risks and the response standard for each risk area. The maps illustrate each station location within the borough and the resources in terms of personnel and appliances for each station.

Response Standards

The Fire & Rescue Services Act 2004 empowered local fire and rescue services to set their own response times. In our previous Corporate Plan (2012-15) we introduced response standards aligned to the risk category of each ward. Following a move from modelling risk at a ward level to LSOA level, we have aligned our response standards accordingly.

It is important to state that we always aim to respond to an incident in the shortest time possible and in as safe a manner as possible. The actual time taken to respond to incidents (from receipt of information by the fire crew to arrival at the incident) is most often quicker than the maximum limit we have prescribed.

LSOA Risk	Response Time
Risk Category 1	Less than 5 minutes
Risk Category 2	Less than 7 minutes
Risk Category 3	Less than 12 minutes
Risk Category 4	Less than 17 minutes

Table 2: Risk category and associated response time

Mobilisation

In May 2014 we switched from mobilising through separate control centres to a joint North West Control Centre (covering Cumbria, Lancashire, Greater Manchester and Cheshire). This centre changes the way we mobilise our appliances by taking advantage of the latest technology to improve our resilience and reduce costs in this area. The key change to this approach is which appliances we mobilise. Previously each county would have mobilised to incidents within their boundary calling on support through mutual aid arrangements as they felt appropriate. North West Fire Control now mobilises the nearest fire appliance to an incident across the four counties.

Community Risk Register

The Civil Contingencies Act 2004 places a legal duty on all emergency responder services to carryout risk assessments of the hazards each geographical area may face. The range of hazards that are assessed is prescribed by the Cabinet Office and is supplied to the Chairperson of the each Local Resilience Forum across England and Wales.

Throughout Greater Manchester the assessments of hazards are carried collectively and with mutual agreement between all services, namely; Greater Manchester Fire & Rescue Service (Chair), Greater Manchester Police and British Transport Police, North-West Ambulance Service and National Health Service sectors with responsibilities within Greater Manchester, all ten Local Authorities and the Environment Agency. All significant risks are recorded on the Community Risk Register. The register itself is a restricted document for purposes of national security.

The purpose of the register is to inform and prioritise contingency/emergency planning arrangements at an organisational level and, aligned to requirements of the Civil Contingencies Act, contingency plans written and shared between all responding services, thus creating a common and mutually understood response. The emergency planning arrangements that result from the Community Risk Register are incorporated into GMFRS risk based planning process and suitable resources made available to satisfy requirements.

Business Continuity

Business Continuity Management (BCM) is an integral part of our strategic management and our commitment is to invest into BCM processes based on both a moral and legal obligation. In relation

to BCM processes and procedures, fire and rescue authorities have to satisfy the requirements of both the Civil Contingencies Act 2004 and Fire & Rescue Services Act 2004.

We are legally required to 'write and maintain plans for the purpose of ensuring, so far as reasonably practicable, that if an emergency occurs the Authority is able to continue its functions'.

In order to ensure GMFRA (Greater Manchester Fire and Rescue Authority) is compliant with both pieces of legislation, we have adopted the processes and procedures contained in the British Standards 25999 Parts I and II (BS 25999) for Business Continuity Management and Systems and the new BS ISO 22301:2012.

Through mechanisms of horizon scanning, structured meetings, generic and bespoke plans, training of personnel, exercises and an audit process, the Authority is able to ensure the minimum and acceptable level of service is available to the communities of Greater Manchester at all times.

The resources provided and the plans written for the potential challenges and emergencies faced by the Service are constantly reviewed by the Corporate Leadership Team and tested throughout the organisation by the Contingency Planning Unit based at Fire Service Headquarters.

Regional & National Resilience

Fire and rescue authorities must make provision to respond to incidents such as fires, road traffic accidents and emergencies within their area and in other areas in line with mutual aid agreements. These agreements are reinforcement schemes.

Fire and rescue authorities must enter into reinforcement schemes as far as is practicable for securing mutual assistance as between fire and rescue authorities for the purpose of discharging their functions. GMFRA holds mutual agreements for reinforcements with all its surrounding fire and rescue authority areas. We have formal, written agreements with Lancashire, Cheshire, Merseyside and West Yorkshire and are in the process of formalising what was previously an informal agreement, with Derbyshire. Figure 13 shows the brigades and stations which surround Greater Manchester.

Following the move to North West Fire Control our previous mutual aid arrangements still remain in force. In addition, resources from within the NWFC consortium respond in accordance with a NWFC statement of operations.

At a national level, the arrangements contained within a Fire & Rescue Circular (National Mutual Aid Protocols for Serious Incidents) provides resilience to Greater Manchester Fire & Rescue Service. The participation of all Fire & Rescue Authorities (FRAs) in the protocol is essential to ensure the ready availability of fire and rescue service resources in the event of large scale emergencies; wherever they occur.

Figure 13: Surrounding brigades and stations



The protocol sets out the terms under which FRAs may expect to request assistance from or provide assistance to each other in the event of a serious incident such as a terrorist attack. It is aimed at the deployment of specialist resources hosted by FRAs across the Country.

The equipment available includes high volume pumps used in wide area flooding, decontamination capabilities and structures for contaminated persons, urban search and rescue personnel and equipment for incidents involving collapsed buildings and other technical rescue requirements, and specialised equipment used to detect, identify and monitor hazardous materials.

GMFRS regularly deploys its specialist resources in support of other brigades during serious events with all costs being recovered from the brigade(s) seeking assistance.

Appendix 1 – Borough risk maps

Bolton



- 10 Heaton and Lostock
- 11 Horwich and Blackrod
- 12 Horwich North East
- 13 Hulton
- 14 Kearsley
- 15 Little Lever and Darcy Lever
- 16 Rumworth
- 17 Smithills
- 18 Tonge with the Haulgh
- 19 Westhoughton North and Chew Moor
- 20 Westhoughton South

LSO	A Risk Level	Max Response Time
	Category 1	Less than 5 minutes
	Category 2	Less than 7 minutes
	Category 3	Less than 12 minutes
	Category 4	Less than 17 minutes

Bury



Manchester



1 - Ancoats and Clayton

- 2 Ardwick
- 3 Baguley
- 4 Bradford
- 5 Brooklands
- 6 Burnage
- 7 Charlestown
- 8 Cheetham
- 9 Chorlton
- 10 Chorlton Park
- 11 City Centre
- 12 Crumpsall
- 13 Didsbury East
- 14 Didsbury West
- 15 Fallowfield
- 16 Gorton North 17 - Gorton South
- 18 Harpurhey
- 19 Higher Blackley
- 20 Hulme
- 21 Levenshulme
- 22 Longsight
- 23 Miles Platting and Newton Heath
- 24 Moss Side
- 25 Moston
- 26 Northenden
- 27 Old Moat
- 28 Rusholme
- 29 Sharston 30 - Whalley Range
- 31 Withington
- 32 Woodhouse Park

LSOA	Risk Level	Max Response Time
(Category 1	Less than 5 minutes
0	Category 2	Less than 7 minutes
C	Category 3	Less than 12 minutes
0	Category 4	Less than 17 minutes

Oldham



- 3 Chadderton North 4 - Chadderton South
- 5 Coldhurst
- 6 Crompton
- 7 Failsworth East 8 - Failsworth West
- 9 Hollinwood
- 10 Medlock Vale
- 11 Royton North
- 12 Royton South
- 13 Saddleworth North
- 14 Saddleworth South
- 15 Saddleworth West and Lees
- 16 St James
- 17 St Mary's
- 18 Shaw
- 19 Waterhead
- 20 Werneth

LSO	A Risk Level	Max Response Time
	Category 1	Less than 5 minutes
	Category 2	Less than 7 minutes
	Category 3	Less than 12 minutes
	Category 4	Less than 17 minutes

Rochdale



Salford



16 - Walkden North 17 - Walkden South 18 - Weaste and Seedley

19 - Winton 20 - Worsley

LSO	A Risk Level	Max Response Time
	Category 1	Less than 5 minutes
	Category 2	Less than 7 minutes
	Category 3	Less than 12 minutes
	Category 4	Less than 17 minutes

Stockport



34

18 - Offerton19 - Reddish North20 - Reddish South21 - Stepping Hill

Tameside



Trafford



LSO	A Risk Level	Max Response Time
	Category 1	Less than 5 minutes
	Category 2	Less than 7 minutes
	Category 3	Less than 12 minutes
	Category 4	Less than 17 minutes

2 - Ashton upon Mersey 3-Bowdon 4 - Broadheath 5 - Brooklands 6 - Bucklow-St Martins 7 - Clifford 8 - Davyhulme East 9 - Davyhulme West 10 - Flixton 11 - Gorse Hill 12 - Hale Barns 13 - Hale Central 14 - Longford

- 15 Priory
- 16 St Mary's
- 17 Sale Moor 18 - Stretford
- 19 Timperley
- 20 Urmston
- 21 Village

Wigan



25 - Worsley Mesnes