



Norfolk County Council

Your views on Norfolk Fire and Rescue's draft IRMP 2020-23

Overview

By law, Norfolk's Fire and Rescue Service has to produce an Integrated Risk Management Plan, or IRMP for short. This sets out how we will achieve our goals of improving public safety, reducing the number of emergency incidents and saving lives.

We have developed a draft plan for 2020-2023. In it we set out the changes we predict in community risks and how we plan to deal with these.

National incidents such as Grenfell Tower have changed the context our service works in. As a result, our draft plan has a greater focus on community fire protection.

Why we are consulting

We want to hear your views on our draft IRMP. In particular we want to find out if you think we're heading in the right direction with our proposals for the future. We also welcome any comments on our plan in general.

We are consulting from 23 October 2019 to 10 December 2019. Please note that if we receive any consultation responses after this date we cannot guarantee that we will be able to take them into account.

We will take a report about what you said about our draft IRMP in this consultation to our county councillors at their Cabinet meeting on 13 January 2020. The feedback will also be reported at Full Council on 17 February 2020.

If you would like to read the whole draft IRMP before feeding back your views then you can find a copy online at www.norfolk.gov.uk/IRMP or email haveyoursay@norfolk.gov.uk and ask us for a copy.

We have summarised sections of the plan which you can read as you work your way through the feedback form.

If you need a copy of this consultation document in a different format please email haveyoursay@norfolk.gov.uk, call 0344 800 8020 or Text Relay on 18001 0344 800 8020 (textphone) and we will do our best to help.

Personal information, confidentiality and data protection

We will use any personal information to understand how different groups of people feel about Norfolk Fire and Rescue's draft IRMP.

We will process any personal information we receive from you in line with the General Data Protection Regulation (GDPR) (Regulation (EU) 2016/679), the Data Protection Act 2018 and Norfolk County Council's data protection policy and guidelines. This means that Norfolk County Council will hold your personal data and only use it for the purpose for which it was collected, being this consultation. You can find a copy of our privacy statement at <https://www.norfolk.gov.uk/privacy>

We want to feed back your views to our councillors. This includes quoting extracts from consultation responses in our report. We do not identify individuals when reporting our findings. For this purpose we ask that you are careful not to disclose personal information in your comments – for example the names of service users or children.

Under our record management policy we will keep this information for five years.

We will not share the information you provide us or pass your personal data on to anyone else. However, we may be asked under access to information laws to publish or disclose some, or all, of the information you provide in response to this consultation.

We will only do this where such disclosure will comply with such relevant information laws which include the Freedom of Information Act 2000, the Data Protection Act 2018 and the Environmental Information Regulations 2004.

You can choose not to take part in the consultation, to stop responding at any time, or to ignore any personal questions that you do not want to answer. You can choose to provide your email address if you would like to save your response before submitting it or download a copy of your final response.

Norfolk Fire and Rescue Service

We are part of Norfolk County Council. Previous IRMPs have helped us reduce serious fires in businesses that provide sleeping accommodation, reduce false alarms from automatic alarms and achieve an emergency operational response rated good by our inspectorate. This draft IRMP is the basis for further improvements.

Our mission is to make Norfolk safer. We want our service to be at the heart of protecting communities across Norfolk. We strive to achieve this by;

- Preventing emergencies
- Protecting people, buildings and the environment
- Extinguishing fires
- Undertaking rescues.

We will achieve our mission by ensuring our services are relevant and that our systems, people and equipment are suitable for the situations we face and used in a flexible way to meet the needs of local communities.

As part of Norfolk County Council, we have adopted the approach of working 'Together, for Norfolk' and will continue to work with other agencies, including other blue light services, voluntary sector groups and other fire and rescue services. Together, we can help Norfolk's communities to grow, thrive and become stronger.

Our Fire and Rescue Authority has legal responsibilities and powers and last year the Government also published a new Fire and Rescue national framework.

How we manage community risks

We have a legal duty to identify and assess all foreseeable risks that could affect our communities. We have to decide how best to use our resources. Our IRMP looks at all of the different risks to ensure we have plans to manage them in an effective and efficient way.

As well as producing an IRMP, we also engage with communities to understand community risk. We do this by:

- Meeting with groups to ensure we are aware of changing risks
- Sharing information and identifying vulnerable groups through early help hubs across Norfolk
- Engaging with the community at local events and public meetings, listening to concerns and views
- Working with other NCC and local authority services, such as Trading Standards and Environmental Health to identify risk
- Co-locating with the police, a recent move which enables swifter sharing of information and closer working.

We manage risk by using service risk registers, which highlight any concerns, carrying out activities to reduce risk, learning lessons and having full debriefs after incidents so we can learn from them and identifying locations that pose a risk to our crews.

We are aware of sites in Norfolk where dangerous substances are kept or used and we have plans for the control of major accident hazards (COMAH).

We also have Major Accident Control Regulations which relate to military sites.

The Norfolk Community Risk Register is produced by the Norfolk Resilience Forum (NRF) and identifies hazards that may lead to an emergency. We are a member of NRF. The forum has a legal duty to produce a register of risks and this helps us to focus our planning arrangements.

As part of NRF, we are involved in planning for potential community risks and co-produce multi-agency response and recovery plans and carry out joint exercises.

We also carry out training at a local level to ensure our staff are prepared for incidents highlighted in the community risk register.

In the event of a serious or major incident we contribute to the joint multi-agency command, control, coordination and communication arrangements. All our commanders are trained and focused on delivering a joined-up response to emergencies, with JESIP (Joint Emergency Services Interoperability Principles) as their guiding principles. There is a national framework and formal agreements with our neighbouring fire and rescue services in place for mutual assistance in responding to large community risks.

How we manage our resources

This IRMP sets out how we manage resources. We are currently carrying out an organisational review of our structure to ensure that we are well organised to deliver our mission. We need to ensure that our service remains relevant to the needs of our communities and our structure will reflect how we manage risk.

This IRMP sets out our budget needs which are reviewed annually to look at efficiencies and cost pressures, which may be linked to changes in community risks.

This IRMP looks at our assets. Our buildings and estates are part of Norfolk County Council (NCC). We are developing a 10-year strategy for vehicles and equipment replacement.

We match our staffing levels to community risk. All our crews are trained to extinguish domestic, commercial and industrial fires. Crews in King's Lynn and Great Yarmouth are also trained on how to put out fires on vessels in port.

We also have staff training to deal with wildfires and provide vehicles with off-road capability to get our resources to where they are needed.

We have water carriers and a high-volume pump as extra resource to our standard appliances.

All our crews are trained to perform rescues from height using ladders.

We also have a safe working platform (known as an area ladder platform) and our urban search and rescue team has a specialist rope rescue team for use at heights or in inaccessible spaces.

All crews are trained to rescue people from road traffic collisions and transport incidents.

We provide hazardous material environmental protection staff who are trained to deal with such incidents. Crews are trained to attend incidents involving radiological or nuclear materials.

Community risk profile

We have analysed data from nine years of fires to look at our fire station locations and the kinds of incidents we face. Our population is increasing, we operate in rural areas and our road infrastructure is improving, all of which impact on our work.

The situations we face are changing. Coastal flooding, cold and snow all lead to high community risks, and climate change is leading to extreme weather, for example prolonged dry periods contributing to increased wildfires. There has been a reduction in deliberate fires, fires in business and non-domestic premises and serious fires.

The types of rescue we undertake has also changed.

We know that older people are more vulnerable to dying in fire and that smoking is the largest cause of fatal house fires. We also know that 42% of fatal fires were in homes without a working smoke detector and that cooking is the biggest cause of accidental house fires.

The number of people killed or seriously injured on our roads is increasing.

Proposal 1 - Strengthen our community fire protection services

As part of our draft plan we have updated our understanding of the fire safety risks in our communities and revised our fire safety inspection programme. Since the Grenfell Tower tragedy, there has also been national work looking at fire safety.

Because of these changes we are proposing to put more resources into fire protection to increase the amount of support we provide to businesses to help them ensure their buildings are safe and for us to inspect more buildings.

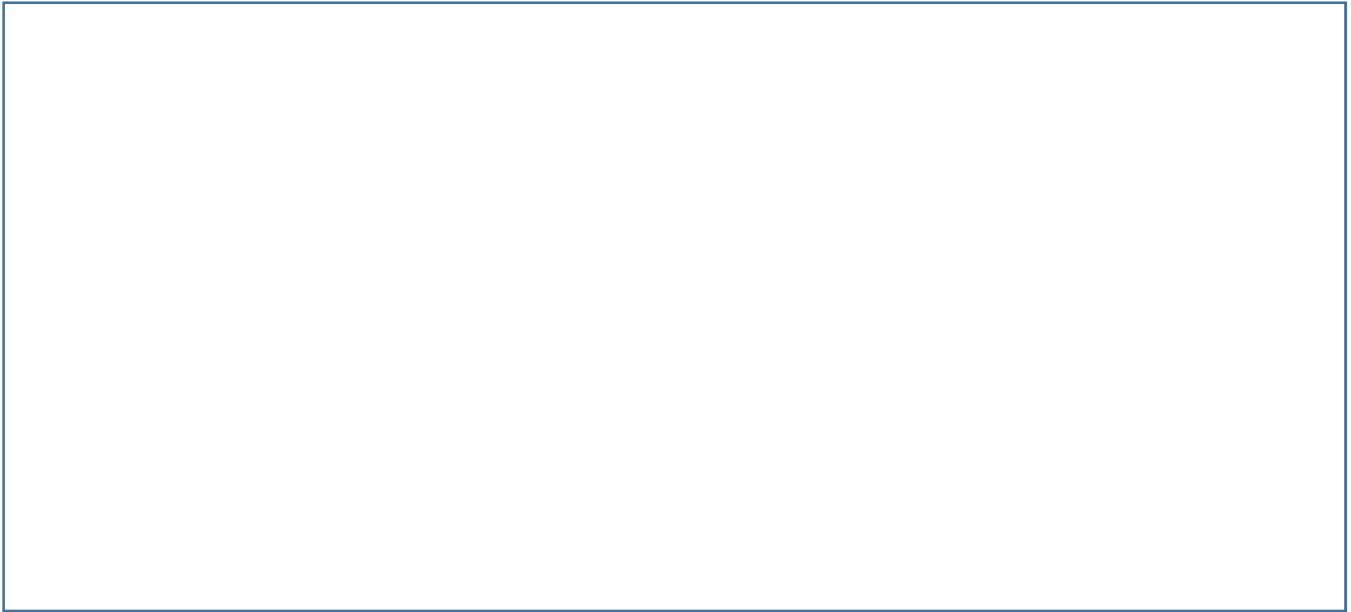
We are currently looking at what resources we can reinvest from our existing budget into this vital work. However, we think that we are likely to need additional funding to support us with this.

We are looking at our current budget to see if we can use this to put more resources into community fire protection. However, it is likely that we will need up to £230,000 more a year if we want to provide more fire safety inspectors. We would also need £30,000 for two years to train any new inspectors.

We have also asked for £100,000 towards fire prevention services for vulnerable people including fitting smoke detectors where necessary.

Q. What do you think about our proposal? How, if at all, do you think that the proposal might affect you? Please write in below:

Q. What more, if anything, do you think we could do to support businesses to help them ensure their buildings are safe? Please write in below:

A large, empty rectangular box with a thin blue border, intended for the respondent to write their answer to the question above.

Prevention and protection

The number of accidental fires in Norfolk homes has stayed around the same each year, however as more homes are being built all the time this means that the percentage of homes experiencing a fire in Norfolk has reduced.

The most common cause of fires in the home is cooking and fires occur more in homes where people live alone. The majority of fires occur in homes with people of working age.

We use data to help us identify homes most likely to experience fire so that we can understand risks in our communities and use this to shape prevention work. We carry out home safety visits to vulnerable residents.

The majority of people who died in fires in Norfolk over the last nine years were aged 60+, with many over 80. This is similar to the national picture.

The majority of fatal fires in Norfolk over the last nine years occurred in built-up areas.

The majority of fatal accidental house fires in Norfolk were caused by smoking and started in the bedroom or living room.

People's ability to escape a home once an alarm sounds is something we look at during our home fire risk checks as some of those who died in house fires had a disability/lack of mobility.

Boat fires continue to be at a low level.

The main causes of fires in non-domestic premises continues to be electrical fittings, appliances and cooking. There is a reduction in fires in buildings such as hospitals, prisons and care homes, which we refer to as sleeping accommodation. We focus our fire safety inspections on this area. Industrial, warehouse and agricultural premises fires have also reduced, but continue to make up the majority of non-domestic fires.

Deliberate fires have generally reduced, although there was an increase during the hot summer of 2018. We work closely with business owners, local authorities and Norfolk Constabulary to reduce the risk of arson. We also work to educate the public, including children, and offer an education programme to families and carers when children show an unhealthy interest in fires.

We work with other services at Norfolk County Council and the Police on road safety, and our new safer systems approach will shift attention towards influencing road user behaviour.

We inspect buildings based on risk, which means we target resources at buildings which have a higher potential risk of death and injury if a fire occurs or where fire safety concerns have been raised.

Our inspection programme is flexible and can be adapted as new risks emerge, for instance following the Grenfell Tower fire we carried out an inspection of all high-rise buildings in Norfolk.

We work closely with other groups, including environmental health teams, the Environment Agency and Norfolk Constabulary to plan inspections. We also work with the National Fire Chiefs Council to learn from serious fires in other areas.

We have a dedicated community safety team and also use our fire crews to help deliver community fire protection services. Our team includes fire safety inspectors, fire safety advisors and business engagement and compliance is completed by crews.

We work with businesses in a supportive way to help them keep staff, customers and premises safe.

We use formal enforcement and prosecutions when we need to.

Response

We have a legal duty to prepare for fighting fires, protecting people and property from fire, rescuing people from road traffic collisions and dealing with other specific emergencies such as a terrorist attack.

We can also do other things to respond to the needs of communities and prepare for other risks to life and the environment. These powers allow us to decide, in consultation with our communities, how best to use our resources to improve our ability to respond to risks.

We have organised our emergency response based on needs identified in previous IRMPs. The plans have shaped our service, so we now have new fire stations in several areas and enhanced fire cover in two towns.

Following learning from national major incidents, we have located our emergency control room in the same office as Norfolk Constabulary's control room.

We have on-call firefighters covering 39 fire stations and rely on staff from local communities to provide cover. We also staff five Norfolk fire stations around the clock with full-time crews.

At Thetford, we have a Day Duty System which means that our fire station is crewed throughout the working week from 9am to 5pm and we use on-call staff to provide cover during other times.

We have an Urban Search and Rescue Team based in Dereham, who also crew fire engines when they are on duty. On-call firefighters offer cover at other times.

The time it takes for us to get a full crew together to attend an incident is quicker in the day and slower at night, when staff are asleep.

Incidents occur around the clock; however, we are more likely to attend road traffic collisions at peak travelling times and fires started by cooking appliances in the evening.

Since the last IRMP we have purchased a drone which is proving successful in helping save lives and getting a better view of incidents.

Proposal 2 - Develop a new concept of operations

We always aim to respond in the best way we can and how we respond to emergencies is called our 'concept of operations'. We have developed our concept of operations over time by reviewing how effective we have been.

Things have moved on since our last IRMP and changes in technology, vehicles, equipment and systems of work mean that there are now potentially better ways of doing things.

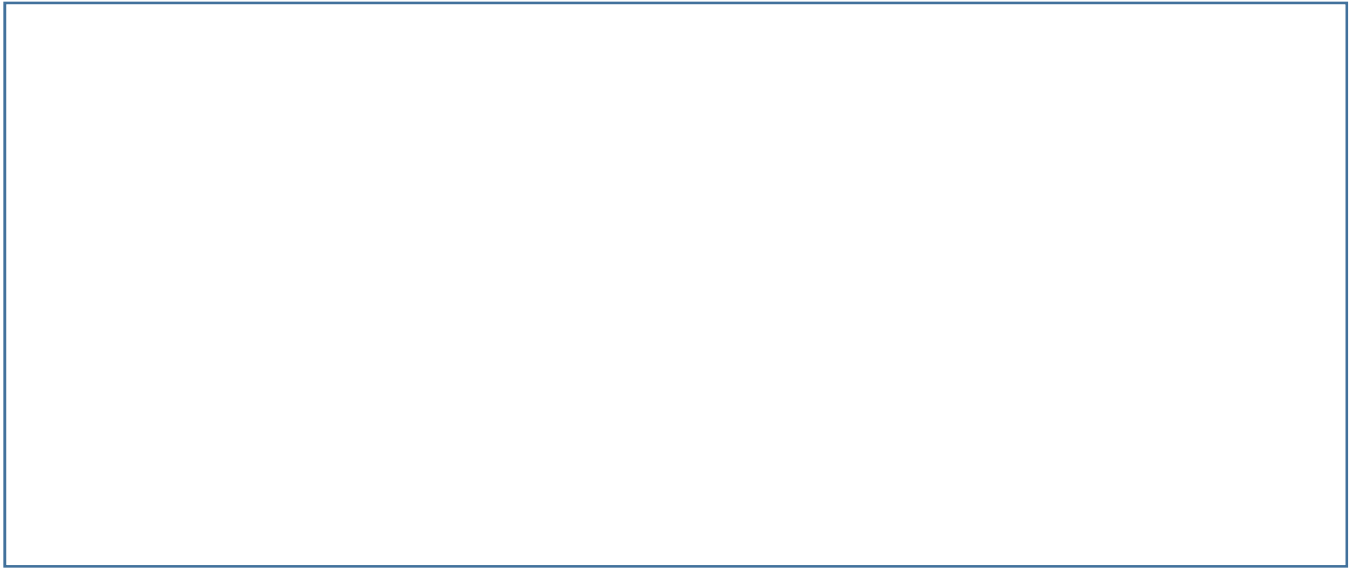
We want to look at what new technology and approaches are available and think about how we can respond better and deal with risks in our communities in the best way.

We are therefore proposing to review our concept of operations to make sure we take full advantage of these new developments to keep firefighters and communities safe. We are also proposing to speak to other fire and rescue services to explore how they deal with incidents and whether we would benefit from making changes.

It is too early to say how our proposed review would change how we respond to emergencies. If the review goes ahead we would carry out further consultation on any significant proposed changes to the way that we operate. For now, we would like to find out if you're happy for us to explore new ways of working and go ahead with a review.

Q. What do you think about our proposal? How, if at all, do you think that the proposal might affect you? Please write in below:

Q. If there is anything you would like to tell us that would help us with our review, please write this in below:

A large, empty rectangular box with a thin blue border, intended for the respondent to provide feedback or comments.

Special services

We have special services for non-fire incidents, such as animal or people rescues, flooding or incidents involving hazardous materials.

In 2015 we changed our approach to road traffic collisions, meaning we now only attend where people are trapped.

We are currently involved in a trial where we help the ambulance service gain access to a property to reach a patient. This service was traditionally provided by Norfolk Constabulary. We are currently looking at how this has been working.

In 2016 we carried out a pilot project where we responded to people suffering heart attacks and delivered medical care alongside paramedics. Twenty-two crews took part.

Proposal 3 - Explore the potential to undertake co-responding

At the moment, our firefighters give medical care at incidents. However, we do not send them specifically to respond to medical emergencies.

Currently ambulances respond to medical incidents such as cardiac arrests, but we believe that if we were nearer to the scene than an ambulance and were able to respond, patients could be treated more quickly, and we could help to save lives.

We are therefore proposing to explore the potential for responding to medical incidents such as cardiac arrests in conjunction with the ambulance service. This would involve discussing co-responding with our staff and partners and examining the potential for extra funding to pay for this additional service.

Q. What do you think about our proposal? How, if at all, do you think that the proposal might affect you? Please write in below:

Proposal 4 - Maintain our specialist water rescue capability

The risk of flooding in Norfolk is very high and we currently have specialist water rescue teams, which can help rescue people in lakes, rivers and during floods.

These teams were originally funded by Central Government but that is no longer the case.

We believe these teams are still essential and we are proposing to fund this service through council tax which comes through Norfolk County Council.

We have four specialist teams, previously funded by central government and based in King's Lynn, Dereham, Carrow and Thetford. They can perform swim rescues and are sent to prepare for coastal tidal surges. Now the government grant isn't available it costs us £60,000 a year to run this service.

Norfolk Fire & Rescue Service works as part of the Norfolk Resilience Forum to develop flood response plans. We have a responsibility to carry out rescues and protect property and infrastructure by removing floodwater.

All our fire crews are trained to carry out bankside water rescues.

Q. What do you think about our proposal? How, if at all, do you think that the proposal might affect you? Please write in below:

Measuring our performance

We currently measure how long it takes from a crew being alerted to an incident to the time it takes for them to arrive at the scene.

Our inspectorate and the Home Office measure performance from the time a 999 call is answered to the time the fire appliance is on the scene.

Our performance is measured against performance indicators, including reducing deliberate fires, accidental fires, fire deaths and injuries.

We have local indicators that help us manage local issues such as the time taken to answer emergency calls, number of home fire risk checks we carry out and availability of our on-call firefighters.

Our performance is managed using performance reviews, monitored by our senior team and our service is held to account by elected members at NCC.

We also recently had our first external performance review, carried out by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.

We currently set our own emergency response standard - the time we aim to arrive on scene following a call. We measure this for fires, other emergencies and non-emergency incidents.

Our switch to not automatically attending fire alarms has led to a reduction in our response times, as many of the calls we previously attended were in urban areas we could respond quickly.

As we are reliant on on-call staff, we sometimes don't have crew available at the closest fire station to an incident and we have to send a response from a neighbouring station. This can affect our response times.

Our fire stations are located across the county. A requirement of an on-call member of staff is to live or work within five minutes of a fire station. Because of Norfolk's rural nature this means that in some areas it can

take 4/5 minutes to get a crew together. Our full-time crews can be on the fire engine within a minute.

Proposal 5 - Change the way we measure performance against our emergency response standards

The time it takes for our fire appliances to reach a scene is known as an emergency response standard.

Across the country, fire and rescue services measure this in different ways. However, our inspectorate has recommended developing a common national approach and hopes these new national standards will be ready by the end of 2020.

We are proposing to adopt the new national standards once they are announced, which will mean bringing our approach to measuring performance in line with other fire and rescue services.

There are three different ways that fire authorities currently measure the time it takes to respond to an emergency. It all depends on when they start the clock. This can either be when:

- The incident room receives the call
- The crew is alerted
- The crew drives out

Here in Norfolk, we measure response times from the moment the crew is alerted.

The inspectorate has recommended that all fire authorities should use the same measure but hasn't yet said which of the three approaches they want us to take. A consistent approach would enable the inspectorate to compare standards across the sector.

Whatever approach the inspectorate chooses it will only affect the way we report our response times. It won't change the time it takes us to arrive on the scene and we will still be able to set our own targets. We would also still be able to see how our performance has changed over time.

If we had the same measure as other fire authorities it would be easier for us to see how our response times compare to other areas and to learn from this.

Q. What do you think about our proposal? How, if at all, do you think that the proposal might affect you? Please write below:

Q If you have any comments about measuring our performance in general, please write these in below:

Overall

Q. How well informed do you feel about Norfolk Fire and Rescue Service? Please select one only: Please tick (✓) one answer only:

Very well informed	Informed	Not very well informed	Not well informed at all	Don't know

Q. Overall, how worried are you about the risk of the following?
Please tick (✓) one answer on each row only:

	Very worried	Fairly worried	Not very worried	Not at all worried	Not applicable / don't know
Fire in your home					
Fire in your workplace					
Fire in your community					

Q. If you are fairly or very worried please tell us why by writing in below:

Q. If there is anything else you would like to tell us about our draft IRMP, Norfolk Fire and Rescue Service in general or any concerns you have about risks in your community please write this in below:

About you

If you are filling this in for someone else, please answer the following questions from their point of view.

Q. Are you responding as...? Please tick (✓) one answer only:

- An individual / member of the public
- A family
- On behalf of a voluntary or community group
- On behalf of a statutory organisation
- On behalf of a business
- A Norfolk County Councillor
- A district or borough councillor
- A town or parish councillor
- A Norfolk Fire and Rescue service employee

Q. If you are responding on behalf of another organisation, what is the name of the organisation, group or business? Please note: if you are responding on behalf of an organisation it should be in an official capacity.

Please write your answer in the box:

If you are responding on behalf of an organisation, please provide an email contact below:

Q.Are you...? Please tick (✓) one answer only:

Male

Female

Prefer to self-describe (please specify below)

Prefer not to say

If you prefer to self-describe please specify here:

Q.How old are you? Please tick (✓) one answer only:

Under 18 55-64

18-24 65-74

25-34 75-84

35-44 85 or older

45-54 Prefer not to say

Q. Do you have any long-term illness, disability or health problem that limits your daily activities or the work you can do? Please tick (✓) one answer only:

Yes

No

Prefer not to say

Q. How would you describe your ethnic background? Please tick (✓) one answer only:

White British

White Irish

White other

Mixed / multiple ethnic group

Asian or Asian British

Black / African / Caribbean / Black British

Prefer not to say

Other ethnic background - please describe below

Q. What is your first language?

Please write your answer in the box:

Q.What is the first part of your postcode? (e.g. NR4)

Please write your answer in the box:

Next steps

We will take a report about what you said about our draft IRMP in this consultation to our Cabinet on 13 January 2020. The feedback will also be reported at Full Council on 17 February 2020.

Our county councillors will consider the consultation responses we receive very carefully before agreeing the final IRMP.

Having a final IRMP is just the start. We want to work more closely with residents, businesses and our partner organisations to take our plan forward. There will be more opportunities for you to have your say and get involved in the future.

Q. Please use this space to tell us if you do not want all or part of your response to be made public (i.e. published verbatim in our report) or shared with councillors. Specifically state which parts you wish us to keep confidential.

You can fill in our online feedback form at:

www.norfolk.gov.uk/irmp

You can send back a paper feedback form to:

Freepost Plus RTCL-XSTT-JZSK, Norfolk County Council, Ground floor
- south wing, County Hall, Martineau Lane, Norwich NR1 2DH.

However, if you want to help the council save money please use a stamp and send to this address: Stakeholder and Consultation Team, Norfolk County Council, Ground floor - south wing, County Hall, Martineau Lane, NR1 2DH.

You may wish to keep a copy of your response to our consultation for your own records.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.



If you need this document in large print, audio, Braille, alternative format or in a different language please email us at HaveYourSay@norfolk.gov.uk or contact Customer Services on 0344 800 8020 or Text Relay on 18001 0344 800 8020 (textphone) and we will do our best to help.

October 2019
